

**PROJECT INFORMATION DOCUMENT (PID)
APPRAISAL STAGE**

Report No.: PIDA1008

Project Name	Uganda GPE Teacher and School Effectiveness Project (P133780)
Region	AFRICA
Country	Uganda
Sector(s)	Primary education (100%)
Theme(s)	Education for all (100%)
Lending Instrument	Investment Project Financing
Project ID	P133780
Borrower(s)	Government of Uganda
Implementing Agency	Ministry of Education and Sports
Environmental Category	B-Partial Assessment
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Decision	

I. Project Context

Country Context

Uganda has one of the youngest populations in the world (53 percent under 15 years of age), due to a relatively high population growth rate (3.2 percent). Around 80 percent of the population is rural, making Uganda the second most rural economy in Africa. Poverty in Uganda has declined over the last 20 years. The poverty headcount declined from 56 percent in 1992 to 24 percent by 2009/10. However, inequality persists within and across regions. Uganda may reach at least two of the eight Millennium Development Goals (MDGs) by 2015—the country is close to halving poverty and addressing gender inequality, and has made progress towards many others.

The country has a record of impressive growth, prudent macroeconomic management and structural reform; however this has recently come under test. Since 2009, growth has remained below historical trends as domestic and exogenous shocks weighed economic activity down. Despite an expansionary fiscal policy, economic activity in 2011/12 slowed down to about 3.5 percent.

Uganda has decentralized its service delivery to a large extent. Government's decentralization policy (announced in 1992) and a range of additional policy initiatives – have overtime devolved substantial powers, functions, and resources to Local Governments (LGs). LGs now run as fully fledged elected governments with legislative and executive powers. They have extensive service

delivery responsibilities in areas such as health, education, water, transport, and environmental management, receive and raise significant fiscal resources, hire and fire staff and prepare and execute five year development plans and annual budgets.

However, there is a perception of increasing corruption. Despite a strong anticorruption legal framework, Uganda has struggled to translate its anti-corruption laws into practice. Local public opinion polls indicate that petty corruption is increasing. In addition, Uganda suffers from “quiet corruption”—the failure of public servants to deliver goods or services paid for by governments—such as teacher and health worker absenteeism.

To return to sustained high growth and poverty reduction, Uganda faces a diverse set of challenges, including a renewed attention to education. Uganda needs to address infrastructure bottlenecks, increase agricultural productivity and value addition, reintegrate northern Uganda, manage urbanization, and strengthen its human capital base. Renewed attention to education is particularly important in light of the considerable impact that human capital has on labor market income, youth employment, reduced fertility, and urbanization, which is the key factor for a substantial demographic dividend in the decades to come.

Sectoral and institutional Context

Uganda has made great progress in expanding access to education. The introduction of universal primary education (UPE) in 1997 led to significant gains in primary enrollment, which increased from about 3 million students in 1998 to 8.4 million students by 2010 (Annual School Census 2010). There were approximately 20,500 primary schools in Uganda in 2010, 62 percent of which were public schools. This expansion in primary education has been pro-poor. Studies indicate that the UPE policy effectively improved access to primary education for children of poor families. The expanded access to primary education has led to gender parity in primary enrollment. The 2011 World Development Indicators show the Net Enrollment Rate for Uganda to be at 94 percent, with parity between girls and boys.

However, the progress against achievement of the MDG goal of universal primary education is slow due to low completion rates. Although the absolute number of students completing gradually increases as a consequence of the growing sizes of each cohort, a significant percentage of those who enter primary school do not reach the final primary grade. Primary completion rates for Uganda -measured by the international definition of survival to the start of the last grade in primary - were at 55 percent for 2011, down from 58 percent in 2008. The national measurement for completion - cohort survival to end of primary grade 7 - showed a grimmer picture of only 33 percent completing primary education. These rates have not shown much improvement over the past decade. As a result, Uganda is unlikely to achieve the primary education MDG that was previously thought to be within reach. Low quality of education service delivery appears to be playing the important role in low primary completion. This is attested by high repetition rates (at about 10-12 percent p.a.) which are linked with high rates of discouragement and dropout at the primary school level.

Many of those who remain in primary education do not achieve minimum levels of literacy and numeracy. In 2012, less than half the Primary grade 6 students tested by National Assessment of Progress in Education (NAPE) were proficient in literacy (41 percent) and numeracy (45 percent). In cross-country assessments (SAQMEC), Uganda students scored in the lowest one-third of

countries.

Plausible explanations for low completion rates and low learning outcomes can be found at different levels of the education service delivery chain. In addition, learning outcomes are driven by some factors that are outside the school system and manifest at the household level. Within education service delivery chain, issues can be identified at the teacher level, the school level, and the national level:

Teacher Level

Teachers are key determinants of student achievement but there are several constraints to effective service delivery on the part of teachers in Uganda. These constraints relate to the three key dimensions of performance – competency, effort, and resourcing:

Competency

- Teacher competencies are inadequate. In order to deliver effective teaching, teachers must have adequate content knowledge and pedagogical skills. In 2013, The World Bank's Service Delivery Indicators found that 4 out of 5 teachers did not possess the minimum knowledge in English, Math and Pedagogy when tested.

Effort

- Teacher time on task is low and absenteeism is high. In 2013, the Service Delivery Indicators carried out representative, unannounced visits to schools and found that 27% of public teachers could not be found in the school at the time of enumerator visits.
- Low teacher presence and effort can be linked to gaps in motivation, incentive, and accountability mechanisms for teachers, as well as poor management of teachers. In a teacher survey (2007), when asked to provide information on important sources of low attendance, as many as 40 percent of teachers listed poor remuneration as being the most important issue, showing low motivation.

Resources

Uganda registered about 131,800 qualified primary teachers on Government payroll, translating into a pupil to teacher ratio of 54:1 for public primary schools. This indicates improvements from 68:1 and 66:1 recorded in November 2011 and June 2012 respectively.

- Teachers lack sufficient teaching and learning materials. The availability of appropriate teaching and learning materials is a critical determinant of the quality of education service delivery.

School Level

- Accountability channels at the school level need strengthening. Analysis of teacher absenteeism in Uganda also shows that there is a negative association at the school level between parental involvement (parental contributions of resources and frequency of parent meetings) and teacher absence, attesting to the importance of accountability mechanisms.
- At the school level, there is evidence of weak governance and support systems. A 2011 study indicates that School Management Committees (SMCs) have limited capacity to execute the legislated functions - only one in four SMC members expressed awareness of key functions like planning and monitoring of education programs in school.
- Parental involvement in school management varies considerably.
- Lack of facilities at the school level is also contributing to low student learning outcomes. Uganda's population growth adds about 80,000 children of school entry age each year (a rate of about 1 percent per annum). At a rate of 50 students to one, this growth translates into an annual

need of 1,600 additional classrooms and teachers per year, just to maintain class sizes. The 2010 QEI report shows that there are some districts where less than 20 percent of schools have separate sanitation facilities for girls. This leads to higher drop out of girls, especially in the upper grades.

System Level

There are some notable constraints at the system level as well. It appears that students enter primary school without adequate preparation. The net enrollment rate for early childhood education (ages 3-5) is estimated at 14 percent (2011).

The share of education within the national budget has shown a declining trend over the last six years from 18.8 percent in 2003/04 to 14.6 percent budgeted for 2012/13; while the shares of infrastructure, public administration, and security have increased to meet urgent infrastructure shortcomings. Overall, the public investment in education in Uganda in 2012/13 was 2.7 percent of GDP, which places the country as one of the ten countries in Africa that invest the least of public funds in education. Further, competing priorities within the education sector including scaling up of secondary and tertiary education has led to a decline in per capita investment into primary education in real terms. The Government has committed to at least maintain the budget share going to education during the coming three years.

The development partners support the ESSP and coordination is effective. The Local Education Group (LEG) includes UN-agencies, such as UNICEF (current lead partner), UNESCO, ILO and UNFPA; multilateral partners, such as the AfDB, European Union and the World Bank; and bilateral partners, such as the Belgium Embassy and Technical Cooperation, Irish Aid (outgoing lead partner), Japanese Cooperation (JICA) and USAID. The proposed Global Partnership for Education (GPE) financed operation will build upon and scale-up existing and evaluated donor-financed programs and be designed and implemented in a coordinated manner. Annex 7 presents the most recent mapping of development partners support to primary and pre-primary.

II. Proposed Development Objectives

The proposed Project Development Objective is to support the Government in improving teacher and school effectiveness in the public primary education system.

Aspects of effectiveness to be improved are:

- For teachers: pedagogical approach for early reading, use of instructional material for teaching, and presence in school.
- For schools: improved school accountability and facilities.

III. Project Description

Component Name

Component 1: Effective Teachers

Comments (optional)

Teacher effectiveness will be promoted through implementing a program of actions designed to strengthen effectiveness of early grade literacy instruction at the classroom levels, including:

- (a) Improving teacher and instructor competencies for the delivery of the numeracy and literacy curriculum through training of 12,000 P1-P3 teachers in teaching reading in local languages benefiting 1 million students, training of 4,000 Early Childhood Education caregivers, enhancing and facilitating in-service teacher training; (b) Improving teacher resources through provision of

approximately 6.5 million textbooks; (c) Strengthening teacher supervision and accountability through scaled up schools inspections for 4,000 schools.

Component Name

Component 2: Effective Schools

Comments (optional)

The above initiatives are designed to directly improve teacher performance. To provide a supportive enabling environment for these changes to take root, the project will also include a direct focus on school effectiveness by:

- (a) Increasing the capacity of School leadership and accountability to the community through implementation of a training program targeting head-teachers and school management committees in 2,000 schools in an estimated 30 districts.
- (b) Improve basic school facilities in schools without the facilities and that meet minimum effort criteria. This will be achieved through provision of school facility grants to local governments for construction of around 290 schools with class-rooms, functioning girls and boys toilets, and access to safe water.

Component Name

Component 3: Technical Assistance

Comments (optional)

This component will finance advisory, technical, and capacity-building activities, including:

- (a) Developing, reviewing and disseminating a new draft Early Childhood Education policy.
- (b) Developing and implementing improved ICT-based school and supervisory data management system(s) designed to help enhance monitoring and evaluation, accountability and transparency, as well as planning.
- (c) Carrying out a technical assistance program to strengthen management of the teacher payroll system, scheme of service, and teacher management.
- (d) Strengthening the capacity of the MoES for implementing the project.
- (e) Preparation of the next Education Sector Strategic Plan

IV. Financing (in USD Million)

Total Project Cost:	100.00	Total Bank Financing:	0.00
Financing Gap:	0.00		
For Loans/Credits/Others			Amount
Borrower			0.00
Education for All - Fast Track Initiative			100.00
Total			100.00

V. Implementation

Project implementation will be mainstreamed in the Ministry of Education and Sports (MoES) using existing institutional establishments. The overall responsibility for project implementation lies with the Permanent Secretary, with day to day implementation under the aegis of the Department of Education Planning. The MoES shall maintain a fully operational implementation team, with functions and responsibilities agreed with the Bank, including the responsibility of to coordinate and monitor the carrying out of the Project. The implementation team will be led by a Project Coordinator and a Deputy Project Coordinator that are assisted by focal points for each project

activity from the relevant MoES units and from other relevant Ministries as well as adequate professional and administrative staff (including procurement, financial management, and civil work specialists); and (ii) not be frequently replaced during implementation. Relevant units under the MoES will be responsible for specific project sub-components consistent with the statutory provisions that prescribe their mandates.

VI. Safeguard Policies (including public consultation)

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01	x	
Natural Habitats OP/BP 4.04		x
Forests OP/BP 4.36		x
Pest Management OP 4.09		x
Physical Cultural Resources OP/BP 4.11	x	
Indigenous Peoples OP/BP 4.10	x	
Involuntary Resettlement OP/BP 4.12	x	
Safety of Dams OP/BP 4.37		x
Projects on International Waterways OP/BP 7.50		x
Projects in Disputed Areas OP/BP 7.60		x

Comments (optional)

VII. Contact point

World Bank

Contact: Andreas Blom
 Title: Lead Education Economist
 Tel: 458-7351
 Email: ablom@worldbank.org

Borrower/Client/Recipient

Name: Government of Uganda
 Contact: Hon. Maria Kiwanuka
 Title: Minister of Finance, Planning and Economic Development
 Tel: 256-41-4707-000
 Email: finance@finance.go.ug

Implementing Agencies

Name: Ministry of Education and Sports
 Contact: Dr. Rose Nassali Lukwago
 Title: Permanent Secretary
 Tel: 256-41-425-7200
 Email:

VIII. For more information contact:

The InfoShop
The World Bank
1818 H Street, NW
Washington, D.C. 20433
Telephone: (202) 458-4500
Fax: (202) 522-1500
Web: <http://www.worldbank.org/infoshop>