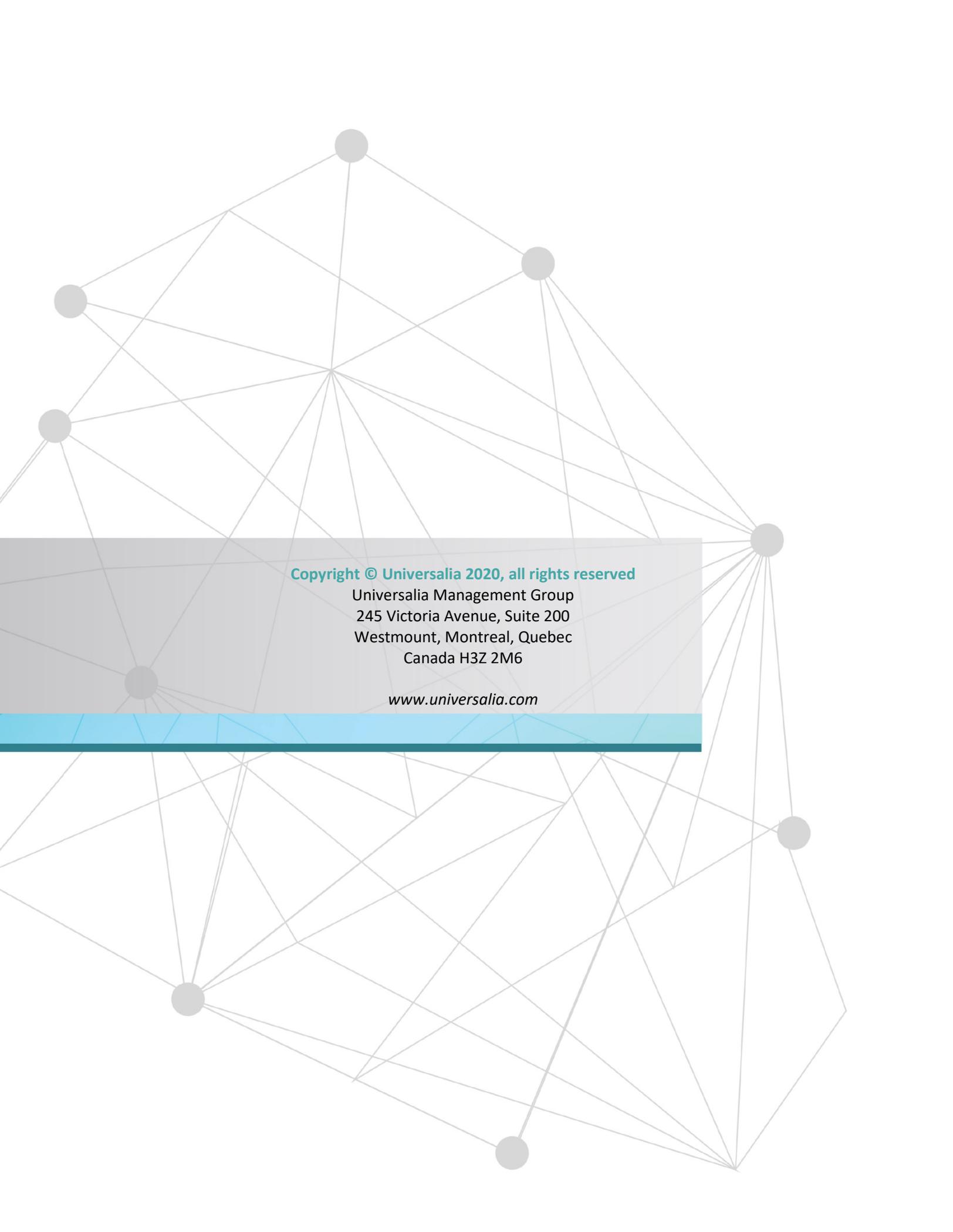


Summative Evaluation of GPE's Country-Level Support to Education

Batch 5, Country 19: Uganda

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¹ The Uganda mission was led by Ms. Margot Rothman, accompanied by Ms. Natalie Martin and Dr. Kizito Omala. The overall team leader for the consortium is Dr. Marie-Hélène Adrien. Quality assurance was conducted by Dr. Anette Wenderoth. Supporting contributions to this report were made by Ms. Connie Phung.

Executive Summary

Evaluation purpose and approach

This evaluation is part of a larger study of the Global Partnership for Education (GPE) that comprises 30 country-level evaluations (CLE). The overall study runs from 2017 until 2020. It aims to assess (i) GPE contributions to strengthening national education systems and, ultimately, education results related to learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and country-level operational model. The assessment is based on a theory-based, mixed social science research methodology known as contribution analysis.

The Uganda CLE was conducted between October and December 2019 and covered GPE support from 2010 to 2019. It draws on document, database and literature review, as well as on consultations with a total of 74 governmental, multilateral, bilateral, and non-governmental stakeholders in Uganda.

Education in Uganda

The Republic of Uganda is a land-locked country in East Africa that gained independence from Great Britain in 1962. Its population is estimated at 42.9 million (2019) with an annual estimated population growth rate of 3.3 percent, making Uganda one of the fastest growing countries in the world, as well as a country with the youngest population in the world with nearly half (47.7 percent) estimated to be below the age of 14. The country is also host to 1.4 million refugees, making Uganda the largest refugee hosting country in Africa.

The right to education for all is guaranteed under the Constitution of the Republic of Uganda (1995), which obliges the government to provide

quality education to all citizens. The Universal Primary Education (UPE) policy, introduced in 1997, was a cornerstone for Uganda's education sector as it eliminated school fees and expanded government funding for primary education. It also brought significant external investments into the sector, particularly between 1998 and 2005, which was marked by coordinated donor support through the establishment of a sector-wide approach (SWAp) and funding through sector budget support (SBS), the latter of which lasted until 2012.

All education sub-sectors fall under the purview of the Ministry of Education and Sports (MoES), with the sole exception of adult literacy, which is overseen by the Ministry of Gender, Labour and Social Development. Education is divided into five sub-sectors: Pre-primary, Primary, Secondary, BTJET (Business, Technical and Vocational Training) and Higher Education. The official language of instruction is English, however local language instruction was introduced in lower primary in 2012 for 12 local languages.

In 2017, there were 18.8 million school-aged children and adolescents (from 3-18 years old), and approximately 10 million children and adolescents were enrolled in schools from pre-primary to the upper secondary levels.

Since 2010, Uganda has developed two Education Sector Strategic Plans (ESSPs), covering the periods 2004-2015 and 2017-2020. The 2004-2015 sector plan was revised and updated in 2007 and again in 2010. **This evaluation focuses on the revised 2010-2015 ESSP as well as the 2017-2020 ESSP.**

GPE in Uganda

Uganda joined GPE in 2011 and is represented on the Board through the Africa 1 constituency.

Since joining, Uganda has received four grants, including: two Education Sector Plan Development Grants (ESPDG) in 2013 and 2018, one Education Sector Plan Implementation Grant (ESPIG) in 2014, and one Program Development Grant (PDG) in 2013. The 2014 ESPIG allocated US\$100 million to the Ugandan education sector, among the largest grants provided by GPE. **This evaluation focuses on the period around the development and implementation of the 2014-2020 ESPIG, from 2011-2019.**

GPE contributions to sector planning

State of sector planning in Uganda, 2010-2019

Uganda has a long history of government-owned education sector planning. The first Education Strategic Investment Plan (ESIP) covered the period 1998-2003 and was focused on implementing the UPE Policy. This was followed in 2004 by the country's first Education Sector Strategic Plan (ESSP) 2004-2015, which was updated in 2010. After ESSP 2010-2015 completion, there was a gap of two years before the 2017-2020 education sector plan was prepared.

Prior to 2018, no ESSP development process benefitted from a GPE ESPDG or was informed by an education sector analysis (ESA). For the ESSP 2010-2015, plan development was driven by the Ministry of Education and Sports (MoES), supported by a team of external consultants. Procurement delays led to delays in preparation of the 2017-2020 ESSP, which was developed internally by MoES without external technical assistance.

Both plans had considerable limitations. They were both ambitious in scope and breadth. The 2010-2015 ESSP included no annual or multi-year action plan and had an estimated financing

gap of 8.2 percent. The 2017-2020 ESSP included a multi-year action plan. However, it also featured a long and un-prioritized list of over 65 key interventions and a 57 percent funding gap. Based on GPE quality standards for education sector plans, and on feedback provided by stakeholders outside of MoEs, the quality of the 2017-2020 ESSP was rated as poor.

While the quality of education sector plans and the process for their development did not improve during the period of 2010-2017, the current process for developing the ESSP 2020-2025 appears promising and likely to produce a more evidence-based, participatory and credible education sector plan. Uganda conducted its first ESA in 2019. There is broad consensus among education stakeholders that the process used was positive in terms of consultation, and that the report itself is a significant contribution to shared knowledge on the current status of the education sector in Uganda. The shared commitment – between MoES technical leadership and development partners – for the development of a credible, realistic and evidence-based ESSP, is stronger today than in the past, according to stakeholders interviewed. The stakes appear high for all concerned around this new process for ESSP development and approval which makes it appear different from ESSP processes in the past.

GPE contributions

GPE support to education sector planning between 2010 and 2017 did not result in any significant improvement to the quality of ESSPs. However, GPE's contribution since 2018 appears to be more substantial and its influence in sector planning has become more evident.

ESSP 2010-2015: The beginning of Uganda's GPE membership and GPE's funding requirements in 2010 very likely influenced the timing, content and process of the 2010-2015 ESSP to a considerable extent. That said, the already strong local ownership of the ESSP and the fact that the ESPDG was only created in 2012 limited

GPE's direct contribution to the process of plan development.

GPE's ESPDG funding in 2013 had limited influence on the development of the **2017-2020 ESSP**. Although its objective was to update the 2010-2015 ESSP and align the period covered to the funding period of the new ESPIG (2014-2017), delays in ESSP renewal meant that the ESPDG deliverables were seen as less relevant to the development of the 2017 ESSP.

ESSP 2020-2025. GPE has had a greater influence on the development of the new sector plan, which is still under development. Three main factors have contributed to improvements in sector planning since 2018: i) coordinated and collective policy dialogue on the need to adhere to GPE funding requirements and guidelines; ii) the 2018 ESPDG, which contributed to the development of Uganda's first ESA, while promoting a more inclusive consultative process for sector analysis and planning; and iii) the frequency and quality of the Secretariat's policy dialogue with Uganda's political leadership, which has enhanced the government's commitment to the ESSP process.

ESPDG Grant Agent. There is broad consensus that UNICEF has been highly effective in coordinating a transparent and inclusive process and engaging in constructive dialogue with MoES to ensure quality deliverables.

Independent Appraisals were undertaken for both ESSP 2010-2015 and ESSP 2017-2020 as a requirement for GPE/EFA-FTI funding. There is no evidence that either ESSP was revised based on the analysis of the appraisal reports.

Implications for GPE

Despite efforts to support quality improvements in education sector planning, GPE's influence was limited from 2010 to 2017, for reasons related to the nature of GPE support available, ESPIG funding renewal cycles, and contextual factors in Uganda including government capacity to make effective use of this support. Since 2018, the GPE country-level operational model

appears to be working more effectively with regard to education sector planning, particularly as a result of GPE funding requirements, coordinated policy dialogue and ESPDG support.

GPE contributions to sector dialogue and monitoring

State of sector dialogue and monitoring in Uganda

Sector dialogue: There is a long tradition in Uganda of regular and effective sector dialogue between technical leadership in MoES and development partners, grounded in Uganda's history of an education SWAP and SBS. To support the SWAp, structures for joint planning, monitoring, policy dialogue and mutual accountability were established. MoES established the Education Sector Consultative Committee (ESCC) in 2000. This, along with the parallel donor partner group and the annual Education and Sports Sector Reviews (ESSRs), promoted coordinated policy dialogue, local ownership and mutual accountability for planning and monitoring the ESSPs.

Although the core structures for sector coordination and policy dialogue remain operational today, education sector dialogue with Uganda's political leadership has become more challenging since 2012, when donor agencies moved away from on-budget support. While the Education Development Partners (EDP) group and the ESCC continue to meet regularly, there is a perception among the majority of development partners and non-government stakeholders that the ESCC does not meet with sufficient frequency, and that it is not currently an effective forum to advance sector dialogue on key issues of concern.

In 2012, the Local Education Group (LEG) was established at the encouragement of the GPE Secretariat and focused exclusively on GPE-related business. It ran in parallel to the ESCC

and was particularly active during the design of the ESPIG. While the ESA of 2019 refers to both the LEG and ESCC, the majority of stakeholders consulted report that the LEG was disbanded and its functions integrated into the mandate of the ESCC around 2017, so as not to detract from or duplicate the work of the ESCC.

Nevertheless, the country's legacy of an effective SWAp has left behind a high level of ownership and engagement among education stakeholders for coordination and partnership in sector dialogue. Education sector dialogue, at a technical level, is relevant and effective within the EDP and MoES. However, some limitations were noted during the period under review, namely that sector dialogue with the country's political leadership at higher levels of government is a significant challenge. In addition, mutual accountability has suffered since EDPs moved to off-budget support.

Education and Sports Sector Reviews (ESSRs): Annual education sector reviews, involving government, development partners and civil society, began in 1999. Uganda developed a strong framework for sector monitoring and mutual accountability during the era of the SWAp. The majority of stakeholders interviewed described the mechanisms that were in place for mutual accountability prior to 2012 as very effective. After 2012, the quality of the ESSRs declined and there has been limited monitoring of ESSPs. In addition, up to 2015, ESSRs included joint field visits and field visit reports, but these are no longer undertaken.

Education Management Information System (EMIS) and data availability: There is broad consensus among all stakeholders interviewed that EMIS data is unreliable. The annual school census (ASC), which is the foundation of EMIS, has not been undertaken since 2017, and there have been challenges with the computerized data management system developed over the years through donor support. A key issue is that the government has not made education sector data and evidence-based decision-making a priority. However, there is general satisfaction with the content of the recent Education Sector Analysis of 2019.

GPE contributions

The size, timing and modality of **ESPIG funding** contributed significantly to sector dialogue, monitoring and mutual accountability. At a very tense time in Uganda's relationships with traditional DPs, GPE took a risk and signaled ongoing confidence in the government when it selected to mainstream its investment through government systems. All members of the EDP group agree that without GPE and its on-budget support, sector dialogue would not be as constructive or open as it is today. In addition, since 2016, the GPE Secretariat and the Chair of the GPE Board have made considerable efforts to engage in policy dialogue with senior technical leadership and the Ministers of Education and Finance around the GPE funding requirements, with a particular focus on the need to increase domestic funding to the education sector.

Consulted stakeholders had a difference of opinion on GPE Secretariat contributions to sector monitoring. Some stakeholders feel that the Secretariat very appropriately left local stakeholders to review and address the quality of sector monitoring. Other stakeholders feel that the Secretariat should be more involved in ensuring appropriate monitoring and evaluation of the ESSP.

Implications for GPE

Because of Uganda's long-established tradition of coordinated education sector partnership and dialogue, GPE was able to build on this tradition and improve education sector dialogue and mutual accountability among EDPs, CSOs and MoES during the review period. Off-budget DPs credit GPE and the ESPIG with providing them improved access to and dialogue with MoES after 2012. As a result, the ESPIG essentially replaced the former SWAp as the focus of dialogue and mutual accountability between MoES, EDPs and other education stakeholders.

GPE contributions to sector financing

State of sector financing in Uganda, 2010-2019

While **domestic public financing** for education in Uganda increased in absolute terms, the share of education spending has continuously declined and remains far from the 20 percent benchmark. From 2011-2017, the total education budget increased by 147 percent in absolute terms. Relative investments in education, however, remain low. The **share of education expenditure** as a percentage of total public expenditure steadily declined over the review period, from 16.8 percent to 11.4 percent between 2011 and 2018, and government projections show a further decrease to 10.3 percent for fiscal year 2019/20. The decline in resources allocated to education can be attributed to a shift in government priorities, despite the government of Uganda's stated commitment to increasing education spending. The declining trend in education spending pre-dates the current review period and has been a significant concern for most stakeholders consulted, both at MoES and among development partners and CSOs.

Allocations by sub-sector. Primary education continues to receive the largest share of the education budget and continues to be the priority sub-sector for the MoES. The share of the budget for secondary education and BTJET fluctuated over the period. Only tertiary education has seen a significant increase in its share since 2011. With regard to pre-primary education, the government currently does not allocate a specific budget for this sub-sector, which is covered entirely by the private sector.

Public financial management. Public financial management systems in Uganda are strong, with good accountability and reporting on expenditures and budget execution rates. However, there are concerns around the transparency of budget decision-making, which has resulted in weak linkages between multiyear budgets and sector strategies.

International education financing. The amount of official development assistance (ODA) to the education sector fluctuated between US\$97 million and US\$111 million between 2008 and 2017. In that period, while total ODA to Uganda increased by nearly 27 percent, the share of education ODA declined overall from 9.3 percent to 5.2 percent. The composition of development partner aid has seen a reduction in support from multilateral donors towards more bilateral support, which represented 67 percent of education ODA in 2017.

Quality of education aid. While there has been little change in the overall volume of education aid, there has been a significant shift in funding modalities since 2012. In the decade following UPE, major donors provided aid through SBS, resulting in a high level of harmonization of education aid. Since 2012, most donors work through project modality, the majority of which is provided off-budget. As a result of the history of strong sector coordination due to SBS, donor alignment with government priorities remains relatively strong. Sector coordination is also high as evidenced by pooled funding among several donors.

GPE contributions

GPE's financial support contributed significantly to Uganda's education sector. The GPE ESPIG is one of the largest financial contributions to the education sector in Uganda, totaling US\$100 million. From 2015-2017, GPE disbursements represented 12% of all education ODA and 32% of basic education ODA.

ESPIG modality. The ESPIG used an on-budget project modality, which was seen as a positive approach by both MoES and DP stakeholders as it made use of existing government processes and procedures, contributing to a high level of government ownership of the project, while the use of a results-based approach contributed to improving internal capacity in financial and project management. GPE's use of on-budget support is also seen as catalytic in improving dialogue and increasing transparency between GoU and DPs. According to some stakeholders, it also demonstrated that, despite concerns of corruption, working with government systems is possible.

GPE's advocacy and funding requirements have had no influence on the volume of domestic resources dedicated to education, despite GoU commitment to increasing domestic financing as a condition to receiving the 2014 ESPIG. GPE has provided a unified and aligned voice for DPs when engaging with the government on this issue and DPs have on multiple occasions used the platform of the GPE partnership to advocate for increasing domestic spending on education, but there is no evidence of any effect to date. The Secretariat has also repeatedly engaged with GoU on this matter to no effect.

Implications for GPE

Despite GPE's significant influence and leverage in the education sector, the political context in Uganda makes dialogue around domestic financing challenging for both GPE and development partners.

GPE contributions to sector plan implementation

State of sector plan implementation in Uganda, 2011-2019

Although many activities were implemented during the 2011-2019 review period, it was not possible to determine whether ESSP objectives and expected results were achieved due to considerable limitations in sector planning and sector monitoring. The 2010-2015 and 2017-2020 ESSPs presented many limitations in terms of achievability due to large financing gaps, unpredictable funding allocations, and weak monitoring frameworks. This resulted in challenges for MoES in planning, prioritizing interventions, implementing and monitoring sector plan against indicators and targets.

Some key interventions implemented during the review period include continued implementation of the UPE and the universal secondary education (USE) policies through capitation grants and school construction, development and implementation of the new thematic curriculum at the primary level and a competency-based curriculum at the secondary level, the provision of training for early childhood education instructors, implementation of an electronic school inspection system, and the development of several key policies such as the National Teacher Policy and the Early Childhood Care and Education Policy.

GPE contributions

GPE's primary contribution to implementation of the 2010-2015 and 2017-2020 ESSPs was through ESPIG funding, which supported the Uganda Teacher and School Effectiveness Project (UTSEP). UTSEP is considered one of the key donor-funded projects that have

contributed to the overall implementation of the sector plans. The project undertook several key interventions planned under the ESSPs, such as school construction, implementation of the primary curriculum, in-service teacher training, distribution of instructional materials, school inspections, improving school management, learning assessments and policy development.

Implications for GPE

The financial modality of GPE's ESPIG and use of disbursement-linked indicators greatly increased country ownership of UTSEP and increased accountability and delivery of project results. However, MoES' limited control over financial decision-making greatly impeded implementation of ESSP interventions. Uganda presents a unique context in which government actors, at least at the central level, have high levels of technical capacity for the implementation of education sector plans, but MoES actors have little leverage with regard to financial decision-making (i.e., which sectors and interventions get funded), which impedes planning and limits sector plan implementation.

Factors other than GPE contributions affecting change

Factors that positively influenced change in the areas described above included: (i) a long history of education sector planning dating back to 1998; (b) effective aid architecture for coordination, harmonization and mutual accountability developed under the SWAp and SBS; (c) sustained economic growth during the review period; (d) sustained levels of financial support from donors to the education sector from traditional actors and increased support from new actors; and (e) collegial relations among development partners in the education sector.

Factors that negatively influenced change included (i) the political environment in Uganda

and shifting GoU priorities, which influenced the level of commitment to and availability of domestic financing for social sectors; (ii) donors increasing reliance on project modality due to low internal government efficiencies and low donor confidence in government systems resulting in reduced transparency in external assistance and reduced leverage for policy dialogue and mutual accountability.

Unintended results of GPE support

The evaluation did not find evidence of any unintended, positive or negative, effects of GPE support to sector planning, sector monitoring, and sector plan implementation, with the exception of the large share of time consumed by GPE processes relative to other issues of importance in sector dialogue.

System level change

System level change

Over the review period (2011-2019), system-level progress in access, quality and efficiency has been limited due to inadequate government investments in the sector, particularly at the pre-primary, primary and secondary levels.

Equitable access

- **Pre-primary:** The pre-primary education sub-sector receives no government funding, with schools overseen entirely by the private sector. Nevertheless, the sub-sector has been growing rapidly in the last decade as the number of pre-primary schools has increased substantially.
- **Implementation of UPE and USE:** There has been inadequate funding for the UPE and USE programs, as capitation grants provided

to schools have not kept pace with growing costs and inflation.

- **School construction:** School construction has not kept pace with needs, as investment in school infrastructure has been low.
- **USE public-private partnership program (PPP):** Between 2007 and 2016, the PPP program improved access to secondary schooling by subsidizing school fees at participating private schools. The program covered nearly a third of secondary students in the country. However, the program is currently being phased out in favor of school construction, despite the positive outcomes of the program.
- **Gender:** The GoU has developed several gender policies, strategies and frameworks for the education sector that aim to narrow the gender gap in education and address the various barriers that limit girls' education.
- **Refugees:** MoES, with support from donors, developed the Education Response Plan for Refugees and Host Communities 2018-2021. The plan provides the way forward for providing improved education services to children and youth from 12 refugee-hosting districts.

Quality

- **Curriculum:** MoES developed and has been implementing a new thematic curriculum at the primary level, which introduced local language instruction in 12 local languages, as part of the early grade reading (EGR) program. The EGR program has received considerable donor support and has been rolled out in 93 out of 134 districts to date. A new competency-based curriculum has also been developed at the secondary level.
- **Teacher training and qualifications:** There are several challenges with regard to the efficient recruitment and deployment of teachers, as well as with the quality of teaching and teacher training in the country. These include poor quality of pre-service teacher training leading to poorly prepared

and poorly skilled teachers; low pay and insufficient incentives for teachers, leading to low motivation; disparities in teacher deployment, particularly in rural and hard-to-reach areas; high levels of teacher absenteeism due to weak monitoring, inspection and supervision; and insufficient provision of in-service training and professional development. In 2018, the government adopted the National Teacher Policy, which aims to improve teacher management, ensure efficient and effective recruitment and deployment, and standardize teaching and management practices. This policy has not yet been implemented.

Sector Management

- **Government capacity:** The administrative and technical capacity of the central government is considered quite high. However, decentralized governments, which have taken on an increasing share of functions and responsibilities in the system, have overall weak capacity due to lack of human **resources**, financial resources and technical capacity. Capacity strengthening at the local level has been ad-hoc and limited to date, with no system-wide approach to building local capacity.
- **Inspection and monitoring:** Overall inspection and monitoring systems remain weak. In 2009, MoES revised its Basic Requirements Minimum Standards (BRMS). Monitoring visits are conducted to ensure compliance to BRMS at all education levels. However, several challenges remain with regard to the timeliness and quality of inspections. While several pilot initiatives during the review period were aimed at improving inspection services, these have not translated into system-wide improvements.
- **Learning Assessment System (LAS):** The National Assessment of Progress in Education (NAPE) has been conducted since 1996 through donor funding. Uganda's

National Examinations Board (UNEB) has also overseen the Early Grade Reading Assessments (EGRA), funded by UTSEP, and has led the reform on classroom-based assessments. Overall, the sustainability of NAPE and EGRA remain questionable due to lack of government funding and willingness by MoES to take ownership.

Likely links between sector plan implementation and system level change

The linkages between implementation of the ESSPs and system-level changes are difficult to discern. Although sector investments were aligned with overall ESSP objectives, the ESSPs were not detailed or operational enough to drive specific reform initiatives that would have led to system-level changes.

Implications for GPE

In Uganda, the ESSPs were only partially implemented due to shifting political priorities and diminished funding. As such, they did not contribute sufficiently to the institutional capacity building necessary to drive system-level changes. Implications for GPE's theory of change (ToC) are the need to influence political leadership at the central government level while improving managerial capacity at the local government level.

Learning outcomes and equity

Changes in learning outcomes, equity and gender equality

There were limited improvements in **education access and equity** during the review period, particularly at the primary and secondary levels. While the gender gap has been narrowed in

some instances, disparities remain especially for rural and marginalized children.

- **Gross and net enrollment rates** reflect deterioration in access at the primary level and stagnation at the secondary level. Uganda is one of the few countries in sub-Saharan Africa with negative trends in primary enrollment. Only pre-primary, BTNET and higher education show positive enrollment trends.
- **Completion and repetition rates.** There has been no progress in improving internal efficiency in primary and (overall) secondary education. Primary and secondary completion rates remained low during the review period, while repetition rates at the primary level remain high, but have shown some decline at the secondary level.
- **Gender equality.** There is a positive gender gap for girls at the primary level, and there have been some improvements in lower secondary enrollment for girls. The gender gap in completion rates has also achieved parity at the primary level and has slightly narrowed at the secondary level. However, transition rates from lower to upper secondary have worsened for girls.
- **Marginalized populations,** including rural children, children from low-income backgrounds, children with disabilities and children from refugee populations, continue to have low access to education.

There was limited progress in **learning outcomes** over the 2011-2019 review period in both literacy and math.

- Based on NAPE results, learning outcomes improved from 2011-2014, but deteriorated between 2015 and 2018.
- Results from Uwezo show no progress in literacy and numeracy between 2011 and 2018. In addition, regional data comparing learning outcomes in Uganda to those of Kenya and Tanzania show that Uganda performed significantly worse.

- Results from EGRA show significant improvement in literacy in students who benefited from the early grade reading program. However, the results are limited to the 27 districts covered by UTSEP and only cover students who received three continuous years of the EGR program.

Significant disparities remain in learning outcomes between districts, between rural and urban areas, between government and private schools, as well as between refugee and non-refugee children and among children with disabilities.

Likely links to observed system level changes

There were a limited number of impact-level improvements observed during the review period. Challenges raised previously in terms of poor investments in the education sector and moderately credible planning have likely contributed to the limited improvements in system-level changes and lack of overall progress in education outcomes. Limited institutional capacity building, particularly at the local government level where much of the education service delivery is provided, also likely limited impact-level improvements.

Implications for GPE

The assumptions underpinning GPE's ToC only held partially true as there have been limited system-level changes in the sector, leading to poor education outcomes. While country-level data exists, these have not been used to adequately inform decision-making.

Conclusions/ Overall observations

GPE contributions

GPE's engagement in Uganda took place in a context that was challenging due to several factors, including reductions in domestic resources, weakening of donor finance mechanisms, erosion of collaboration between MoES and donors, and challenges to financial accountability. In this context, GPE support was instrumental in revitalizing sector dialogue and providing a renewed focus for mutual accountability after SBS ended. GPE's advocacy efforts did not leverage additional international or domestic education spending, nor did they affect the quality of available financing, although GPE's direct financial support to the education sector was significant in its timing, modality and the size of its grant.

Areas where GPE contributions were seen as high include:

- Enhancing the evidence base and quality of education sector planning since 2018
- Improving education sector dialogue and mutual accountability.

GPE had more modest contributions in the following areas:

- **Sector planning:** GPE's ability to directly influence the development of the 2010-2015 and 2017-2020 ESSPs was limited
- **Sector monitoring:** There is no evidence of GPE's contribution to improved sector monitoring in Uganda, whether through the provision of guidelines, tools or advocacy by the Secretariat.
- **Sector financing:** GPE's contribution to sector financing is limited to the ESPIG. GPE advocacy and funding requirements have had no influence on improving the quality and quantity of education financing, despite

significant engagement with the government on this issue.

- **Sector plan implementation:** While the GPE-funded UTSEP made an important contribution to the implementation of several initiatives under both ESSPs, some stakeholders observed that the ESPIG could have been used more strategically to push new sector reforms and to further develop institutional capacity.

Emerging good practices

Some noted good practices that emerged include:

- Uganda's experience with coordinated sector dialogue and mutual accountability around general budget support and the education SWAp until 2012 – This includes the collective formulation of annual joint undertakings, which were used to trigger the release of funds in the context of on-budget support.
- UTSEP's use of an on-budget modality with disbursement-linked indicators was an effective means of supporting alignment and harmonization in a context of high financial risk.
- The public private partnership model implemented under Uganda's USE policy was effective in increasing access to secondary education in a context of low funding and limited availability of government-funded schools.
- Uganda's approach to addressing the educational needs of refugees is another good practice as refugees have freedom of movement within the country and access to government services, including public education institutions.

Strategic Questions for GPE

The following strategic questions arise from this CLE for GPE, particularly considering the context and history of SBS:

- 1) **What additional support could the GPE Secretariat provide to partnership development and supporting education stakeholders to understand how and where the GPE model can strategically further common interests and agendas at the country level?** The GPE model worked well in Uganda because of the country's history of effective education sector partnership. But where a strong education sector partnership does not already exist at the country level, the current GPE country-level operational model does not appear sufficient to compel stakeholders to act in partnership or to collectively feel ownership for the GPE model.
- 2) **How can GPE and the Secretariat further invest in and support institutionalized education sector monitoring and evaluation capacity, including the strengthening of EMIS?** And to what extent could the GPE Secretariat make improved education sector performance monitoring and evaluation a focus of its policy dialogue with and support to government, at the same level as it has sector planning and ESP development?
- 3) **How should the partnership respond to a DCP that is currently prioritizing investment in sectors other than education?** And, how to strike a balance between the need to uphold the requirements of the new funding model (NFM) and other strategic considerations? Coordinated policy dialogue by the GPE Secretariat and DPs in Uganda has not been able to influence the availability and reliability of domestic education sector financing. With a new ESPIG request on the horizon, this issue is poised to test the GPE partnership in Uganda.

Acronyms

APR	Annual Performance Report
ASC	Annual School Census
BTOR	Back to office report
BTVET	Business, Technical, Vocational Education and Training
DES	Directorate of Education Standards
DfID	Department for International Development (UK)
DLI	Disbursement-linked indicator
EDP	Education Development Partners
EFA-FTI	Education for All – Fast Track Initiative
EMIS	Education Management Information System
ESA	Education Sector Analysis
ESIP	Education Strategic Investment Plan
ESPDG	Education Sector Plan Development Grant
ESPIG	Education Sector Plan Implementation Grant
ESSA	Education and Sports Sector Analysis
ESSAPR	Education and Sports Sector Annual Performance Report
ESSP	Education Sector Strategic Plan
ESSR	Education and Sports Sector Review
FENU	Forum for Education NGOs in Uganda
GoU	Government of Uganda
IBRD	International Bank for Reconstruction and Development
JAF	Joint Assessment Framework

JBSF	Joint Budget Support Framework
JSR	Joint Sector Review
LEG	Local Education Group
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
NDP	National Development Plan
PPP	Public-Private Partnership
QAR	Quality Assurance Review
SBS	Sector Budget Support
SWAp	Sector-wide Approach
TMM	Top Management Meeting
UIS	UNESCO Institute for Statistics
UNCHE	Uganda National Council for Higher Education
UPE	Universal Primary Education
USE	Universal Secondary Education
UTSEP	Uganda Teacher and School Effectiveness Project
WB	World Bank

Terminology

Alignment	Basing support on partner countries' national development strategies, institutions and procedures. ²
Basic education	Pre-primary (i.e., education before Grade 1), primary (Grades 1-6), lower secondary (Grades 7-9), and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011 levels 0-2.
Capacity	In the context of this evaluation we understand capacity as the foundation for behavior change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of motivation (political will, social norms, habitual processes), opportunity (factors outside of individuals e.g., resources, enabling environment) and capabilities (knowledge, skills). ³
Education systems	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run. ⁴ Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curricula, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs, and behavioral norms that affect how actors react and adapt to changes in the system. ⁵
Equity	In the context of education, equity refers to securing all children's rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims. ⁶

² OECD, Glossary of Aid Effectiveness Terms.

<http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>. GPE understands 'country systems' to relate to a set of seven dimensions: Plan, Budget, Treasury, Procurement, Accounting, Audit and Report. Source: Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (29) Proportion of GPE grants aligned to national systems.

³ Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017

⁴ Moore, Mark. 2015. *Creating Efficient, Effective, and Just Educational Systems through Multi-Sector Strategies of Reform*. RISE Working Paper 15/004, Research on Improving Systems of Education, Blavatnik School of Government, Oxford University, Oxford, U.K.

⁵ World Bank. 2003. *World Development Report 2004: Making Services Work for Poor People*. Washington, DC: World Bank; New York: Oxford University Press.

⁶ *Equity and Inclusion in Education. A guide to support education sector plan preparation, revision and appraisal*. GPE 2010; p.3.

Financial additionality	This incorporates two not mutually exclusive components: (a) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (b) positive change in the quality of funding (e.g., predictability of aid, use of pooled funding mechanisms, co-financing, non-traditional financing sources, alignment with national priorities).
Gender equality	The equal rights, responsibilities, and opportunities of women, men, girls, and boys, and equal power to shape their own lives and contribute to society. It encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs. ⁷
GPE support	The notion of “GPE support” encompasses financial inputs deriving from GPE grants and related funding requirements, as well as non-financial inputs deriving from the work of the Secretariat, the grant agent, the coordinating agency, and from GPE’s global, regional, and national level engagement through technical assistance, advocacy, knowledge exchange, quality standards and funding requirements.
Harmonization	The degree of coordination between technical and financial partners in how they structure their external assistance (e.g., pooled funds, shared financial or procurement processes), to present a common and simplified interface for developing country partners. The aim of harmonization is to reduce transaction costs and increase the effectiveness of the assistance provided by reducing demands on recipient countries to meet with different donors’ reporting processes and procedures, along with uncoordinated country analytic work and missions. ⁸
Inclusion	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures, and communities, and reducing exclusion from and within education. ⁹

⁷ GPE Gender Equality Policy and Strategy 2016-2020. GPE 2016, p. 5f. Available at:

<http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf>

⁸ Adapted from OECD, Glossary of Aid Effectiveness Terms

<http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>, and from Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (30) Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms.

⁹ GPE 2010, p.3.

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1 Introduction

1.1 Background and purpose of this summative country level evaluation

1. The Global Partnership for Education (GPE) is a multi-stakeholder partnership and funding platform that aims to strengthen education systems in developing countries in order to dramatically increase the number of children who are in school and learning. It was established in 2002 as the Education for All/Fast Track Initiative (EFA/FTI) and renamed GPE in 2011. GPE aims to ensure improved and more equitable student learning outcomes, as well as improved equity, gender equality and inclusion in education.¹⁰ GPE is a partnership that brings together developing countries, donor countries, international organizations, civil society, teacher organizations, the private sector and foundations.

2. This country-level evaluation (CLE) of GPE's support to the national education system of the Republic of Uganda is part of a larger GPE study that comprises a total of 20 summative and eight formative CLEs. The overall study is part of GPE's monitoring and evaluation (M&E) strategy 2016-2020, which calls for a linked set of evaluation studies to explore how well GPE outputs and activities contribute to outcomes and impact at the country level.¹¹ Uganda was selected as one of 20 summative CLE countries based on sampling criteria described in the study's inception report.¹² As per the inception report and the study's Terms of Reference (TOR), the objectives of summative CLEs are:

- to assess GPE contributions to strengthening education systems and, ultimately, the achievement of education results within a partner developing country in the areas of learning, equity, equality and inclusion; and hence
- to assess the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and of its country-level operational model.¹³

3. The primary intended users of CLEs are members of the Global Partnership for Education, including Developing Country Partners (DCPs) and members of local education groups (LEGs) in the sampled countries, and the Board of Directors. The secondary user is the Secretariat. Tertiary intended users include the wider education community at global and country levels.

¹⁰ Global Partnership for Education (2016): GPE 2020. Improving learning and equity through stronger education systems. <https://www.globalpartnership.org/content/gpe-2020-strategic-plan>.

¹¹ In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer to changes in sector learning, equity, gender equality and inclusion outcomes (reflected in Strategic Goals 1 and 2 of the GPE 2016-2020 Strategic Plan). While the CLEs examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized control trials.

¹² See final Inception Report, 2018, <https://www.globalpartnership.org/content/country-level-evaluations-final-inception-report>, and subsequent update, the Modified Approach to CLEs, 2018. www.globalpartnership.org/content/modified-approach-country-level-evaluations-fy-ii-2019-and-fy-iii-2020.

¹³ For details on the model, see Global Partnership for Education (2017): How GPE works in partner countries. <https://www.globalpartnership.org/content/how-gpe-works-partner-countries>.

Scope of this summative country-level evaluation

This summative CLE is focused on eliciting insights that can help GPE assess and, if needed, improve its overall approach to supporting partner developing countries. It does *not* set out to evaluate the performance of the Government of Uganda (GoU), of other in-country partners and stakeholders, or of specific GPE grants.

This CLE covers the period since the beginning of Uganda's partnership with GPE, which encompasses the development and implementation of the 2010-2015 Education Sector Strategic Plan (ESSP) and the 2017-2020 ESSP, as well as the implementation of the 2014-2020 Education Sector Plan Implementation Grant (ESPIG).

1.2 Methodology overview

4. The guiding frameworks for the evaluation are the evaluation matrix (6) and the country-level theory of change for Uganda (Appendix II).¹⁴ A brief summary of the CLE methodology is provided in Appendix III of this report. For further details, please refer to the final Inception Report for the overall assignment (January 2018).

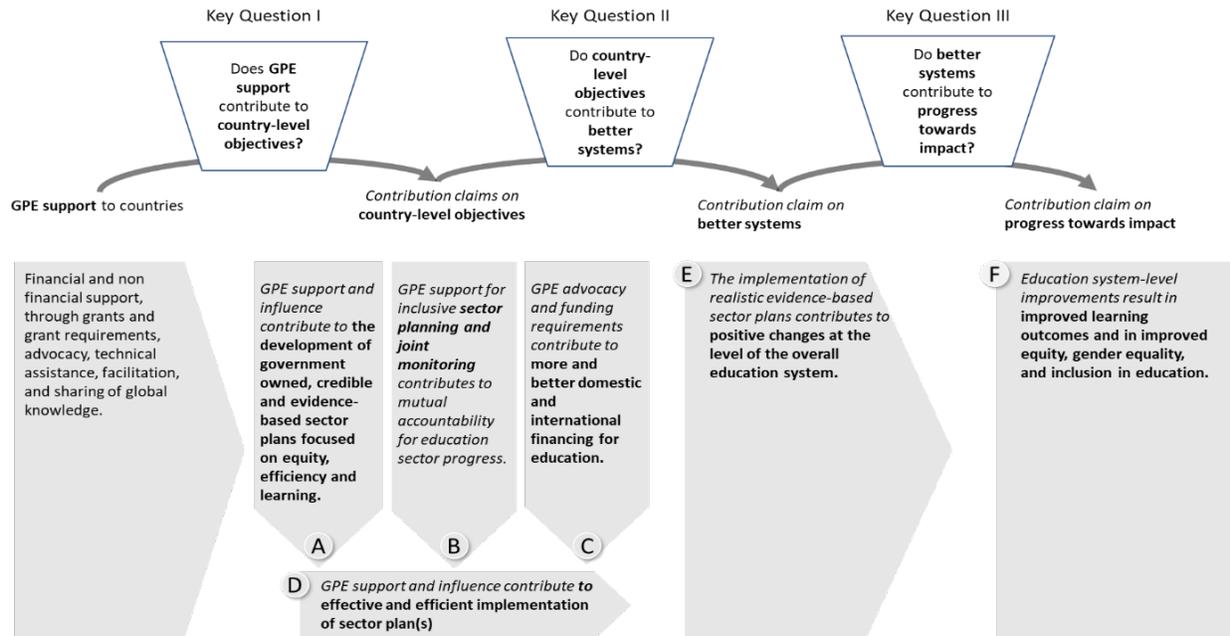
5. For the Uganda CLE, the evaluation team consulted a total of 74 stakeholders from the Ministry of Education and Sports (MoES) and its agencies, the Ministry of Gender, Labor and Social Development, district-level government officials, bilateral and multilateral donor agencies, civil society coalitions, teachers unions, non-governmental organizations, private sector representatives, and the GPE Secretariat (see Appendix V for a list of consulted stakeholders). Most stakeholders were consulted in Kampala, Uganda, between October 14 and 25, 2019, and the remainder were consulted by phone/Skype shortly before or after the mission. The evaluation team also reviewed a wide range of relevant documents, databases and websites, as well as selected literature (see Appendix VI for a list of reviewed sources).

6. The report presents findings related to the three 'Key Questions' (KQs) from the evaluation matrix, which trace the contribution of GPE support to GPE country-level objectives (KQ I); of these country-level objectives to better education systems (KQ II); and of better education systems to progress towards impact-level objectives in terms of learning, equity, gender equality and inclusion (KQ III). The findings of this report are accordingly presented under three sections that each corresponds to one of the KQs. In turn, each section is divided into sub-sections that address key GPE contribution claims as per GPE's ToC. The three KQs and the six contribution claims (A, B, C, D, E, F) are shown in Figure 1.1 below.

7. Throughout the report, we use tables to provide readers with broad overviews of key CLE findings on the respective issue. To facilitate quick orientation, we use a simple color-coding scheme that is based on a three-category scale in which **green** equals 'strong/high/achieved', **amber** equals 'moderate/medium/partly achieved', **red** signifies 'low/weak/not achieved', and **gray** indicates a lack of sufficient data to rate the issue. In each table, the respective meaning of the chosen color coding is clarified. The color coding is intended as a qualitative orientation tool to readers, rather than as a quantifiable measure.

¹⁴ This country-specific ToC was adapted from the generic country-level ToC that was developed in the assignment Inception Report.

Figure 1.1 The evaluation presents findings on key evaluation questions and contribution claims



1.3 Structure of the report

8. Following this introduction, **Section 2** gives an overview of the national context of Uganda, with a focus on the education sector and on the history of the country's involvement with GPE.
9. **Section 3** presents evaluation findings related to GPE's contributions to education sector planning; to mutual accountability in the education sector through inclusive policy dialogue and sector monitoring; to domestic and international education sector financing; and to education sector plan implementation.
10. **Section 4** discusses education system-level changes in Uganda during the period under review (2011-2019), as well as any likely links between these changes and the four areas of changes discussed in section 3 (sector planning, mutual accountability, plan implementation and financing).
11. **Section 5** presents an overview of the impact-level changes in terms of equity, gender equality, inclusion and learning outcomes observable over the course of the 2011-2019 review period, as well as any likely links between these changes and system-level changes noted in section 4.
12. **Section 6**, finally, presents overall conclusions of the evaluation and outlines several strategic questions to GPE with regard to the relevance, efficiency and effectiveness of GPE's country-level theory of change (ToC) and of its country-level operational model.

2 Context

2.1 Overview of Uganda

13. The Republic of Uganda is a land-locked country in East Africa that gained independence from Great Britain in 1962. Its population is estimated at 42.9 million (2019) with an annual estimated population growth rate of 3.3 percent, making Uganda one of the fastest growing countries in the world. It has one of the youngest populations in the world with nearly half (47.7 percent) estimated to be below the age of 14.¹⁵

14. Current President Yoweri Museveni, who has been in power since 1986, has introduced a number of structural reforms that have contributed to a sustained period of growth and poverty reduction. Between 1990 and 2010, the economy grew by an average of 7 percent per year. The economy has fluctuated since 2011 with growth slowing in recent years to about 4 percent per year.¹⁶ In 2018, the per capita GDP was US\$1,698,¹⁷ putting the country in the low-income category.¹⁸ Uganda's main economic activity is agriculture, employing around three-quarters of the population; 76.8 percent of Ugandans live in rural areas.

15. As a result of strong economic growth in the 1990s and early 2000s, poverty levels declined significantly from a high of 56.4 percent in 1992 to 19.7 percent in 2013, achieving the Millennium Development Goal target of halving the proportion of the population living in extreme poverty.¹⁹ However, following 2008's global economic crash, poverty levels have risen with 21.4 percent living below the poverty line in 2017.²⁰ Uganda also ranks low on the Human Development Index, with an HDI of 0.516 ranking it 162nd (out of 187 countries).²¹ Poverty levels are particularly high in the northern and eastern parts of the country and in refugee communities.

16. Due to several parallel emergencies in neighboring countries, such as South Sudan and the Democratic Republic of Congo, there has been a significant inflow of refugees since 2016. Uganda has a long history of welcoming refugees. The country has a progressive refugee policy, being one of the few countries in the world that guarantees freedom of movement and basic rights such as employment, health and education. The refugee population currently numbers approximately 1.4 million people, making Uganda the largest refugee hosting country in Africa. In some districts, refugee populations exceed host community ones, particularly in the West Nile region. Overall, the combination of slowed economic

¹⁵ MoES (2019). Education and Sports Sector Analysis (ESSA), pp.3

¹⁶ UNICEF (2018). Uganda: Political Economy Analysis, pp. 3

¹⁷ 2011 Purchasing Power Parity (PPP)

¹⁸ UNDP Human Development Reports (2018). "Uganda", <http://hdr.undp.org/en/countries/profiles/UGA> (accessed December 2019).

¹⁹ UNICEF (2018). Uganda: Political Economy Analysis, pp. 3; MoES (2019). Education and Sports Sector Analysis (ESSA), pp. 4

²⁰ According to UNICEF (2018); UNDP reports that the proportion living below the international poverty line of US\$ 1.90/day is 35.9% (UNDP HDI report, 2018).

²¹ UNDP, 2018

growth, a fast-growing population and increasing numbers of refugees has strained the provision of social services and affected the country's progress in poverty alleviation.

17. Uganda's long-term vision is outlined in its "Vision 2040", which aims to transform the country from a low-income to an upper-middle-income country over the next 20 years.²² In the medium term, development strategies are outlined in its current five-year National Development Plan 2015-2020 (NDP II), which targets five priority areas: i) agriculture, ii) tourism, iii) minerals, oil and gas, iv) infrastructure and v) human capital development. The NDP is aligned with Vision 2040 and the country's regional and international commitments, including the global Sustainable Development Goals (SDGs), the East African Regional Integration Protocols, and the African Agenda 2063.²³

2.2 Education sector in Uganda

18. The right to education for all is guaranteed under the Constitution of the Republic of Uganda (1995), which obliges the government to provide quality education to all citizens. Education is also embedded in the country's development strategies, including Vision 2040 and the NDP II, the latter of which recognizes the need for "concerted and strategic investment in the country's human resources."²⁴ Two key policy documents that govern the education sector are the Government White Paper on Education (1992), which provides the overall policy direction and guidance for the education system, and the Education Act of 2008, which guarantees the right to free and compulsory basic education for all and is the main legal framework upon which the current education system is founded. In addition to these, the Ugandan education system has several sector-wide and sub-sector policies, key among which is Uganda's Universal Primary Education (UPE) policy, which was introduced in 1997. This was followed in 2007 by the Universal Post-Primary Education and Training (UPPET) policy, most commonly referred to as the Universal Secondary Education (USE) policy.

19. The UPE policy was a cornerstone for Uganda's education sector as it eliminated school fees and expanded government funding for primary education. It also brought significant external investments into the sector. The period from 1998 to 2005 was marked by high government investment (between 21-24 percent of the overall government budget) and coordinated donor support through the establishment of a sector-wide approach (SWAp).²⁵ The SWAp created the mechanisms and systems that enabled development partners to work jointly with the government in developing and monitoring education priorities as a basis for providing funding through sector budget support (SBS). SBS funding spanned 12 years overall (from 1998-2010), during which time the Government of Uganda (GoU) developed its first and second education sector plans: the Education Sector Investment Plan (ESIP) which spanned 1998-2003, and the Education Sector Strategic Plan (ESSP), which spanned 2004-2015.²⁶ The 2004-2015 ESSP was updated in 2007 and again in 2010.

²² ESSA 2019

²³ Government of Uganda. "Second National Development Plan (NDP II) 2015/16-2019/20", pp. 89-90.

²⁴ ESSA 2019, pp. 15

²⁵ Hedger et al. (2010). "Sector Budget Support in Practice. Case Study", pp. viii

²⁶ Ibid.

20. Following financial leakages and inefficiencies in the education sector,²⁷ weakening education sector outcomes, and significant financial irregularities uncovered in other sectors of public spending in 2011,²⁸ the majority of development partners ended sector and general budget support to Uganda in 2012. A breach of the underlying conditions of budget support was uncovered in October 2012. As a result, all development partners moved away from budget support,²⁹ except for the World Bank and the African Development Bank who continue to channel some investment on-budget. The period of 2012-2014 proved a challenging time for GoU and donor relations, as relationships, coordination structures and accountability mechanisms had to be rebuilt and renegotiated in the wake of the sudden end of SBS. After 2012, it was unclear how policy dialogue would be structured and what mutual accountability should look like.³⁰ While coordination and policy dialogue has remained strong since 2012, the negotiation of new and effective accountability mechanisms in the education sector has proved more challenging. The end of SBS in the education sector in 2012 also coincided with a shift in priorities by the GoU, since around 2010, away from education and towards other sectors. Several factors were seen to contribute to this evolving context. The emergence of non-traditional donors such as China, for instance, reduced Uganda's dependence on traditional donor investment while increasing the government's focus on infrastructure development and energy. This shift is reflected in the NDP II,³¹ which places education (i.e., human capital development) as the fifth sectoral priority for GoU, down from the third priority under the NDP I.³² In 2017, the ESSP 2017-2020 was developed and was informed by NDP II. These two contextual trends (the end of SBS and the reduced prioritization of education by GoU) deeply influenced the environment in which GPE evolved with regard to its partnership building and investment in the education sector in Uganda for the period under review.

21. All education sub-sectors fall under the purview of the Ministry of Education and Sports (MoES), with the sole exception of adult literacy, which is overseen by the Ministry of Gender, Labour and Social Development. Education is divided into five sub-sectors: Pre-primary, Primary, Secondary, BTVET (Business, Technical and Vocational Training) and Higher Education. Pre-primary education, which covers children aged 3-5 years, is considered the first stage of formal education but it is not compulsory and is delivered exclusively by the private sector. Primary education is compulsory and consists of seven years of schooling (P1-P7). An examination at the end of P7, the Primary Leaving Exam (PLE), provides access to secondary education, which consists of four years of general secondary education (lower secondary – S1-S4). This can be followed by two years of additional secondary education (upper secondary – S5-S6) on condition of passing the Uganda Certificate of Education (UCE) exam in S4. Alternatively, after completing lower secondary, students may enroll in BTVET, which comprises three years of technical training.

²⁷ These leakages are attributable to several factors, namely i) the leakage of resources between the central government and schools due to ghost teachers and misuse of UPE grants; ii) the leakage of resources within schools due to high rates of teacher and student absenteeism; iii) the deployment of teachers across and within districts that is not based on need, and iv) the inappropriate allocation of resources within schools related to class sizes. A World Bank assessment calculated that at least one-third of primary education expenditures are wasted or used inefficiently (Source: Cambridge Education, *Appraisal Report of the Updated ESSP 2010-2015*, pp. 21; Winkler and Sondergaard, 2008, *The Efficiency of Public education in Uganda*, pp 5-6).

²⁸ Concerns of fraud and corruption led to a temporary suspension of aid from DFID and other major donors in 2012 (Source: UK suspends Uganda aid over corruption, Al Jazeera, 17 November 2012, <https://www.aljazeera.com/news/africa/2012/11/20121117155051480786.html> (accessed 28 January 2020).

²⁹ Fifth Annual Assessment of JAF by Joint Budget Support Framework Development Partners, May 2014, pp.2.

³⁰ Assessment of JAF 5 by JBSF-DP, May 2014, pp.11.

³¹ UNICEF (March 2018). Uganda: Political Economy Analysis.p.6.

³² ESSA 2019, pp. 2.

Students who complete upper secondary may also enroll in BTVET schools or attend higher education institutions.³³

Table 2.1 Official school age, by level in 2017³⁴

LEVEL AND GRADE	AGE GROUP (IN YEARS)	CHILDREN OF SCHOOL AGE	STUDENTS IN SCHOOL
Pre-primary	3-5	4,226,608	608,973
Primary (P1-P7)	6-12	8,607,774	8,840,589
Lower Secondary (S1-S4)	13-16	4,104,410	1,235,129 (2016)
Upper Secondary (S5-S6)	17-18	1,827,709	135,454 (2016)
Total:	n/a	18,766,501	n/a ³⁵

22. Based on data from UNESCO Institute of Statistics (UIS) and the 2019 Education and Sports Sector Analysis (ESSA), the Ugandan education system includes the following:

- **Children of school age:** In 2017, there were 19 million children and adolescents of school age (from pre-primary to upper-secondary).
- **Students in school:** In 2017, approximately 10 million children and adolescents were enrolled in school (pre-primary to upper secondary) and another 89,747 secondary-aged students enrolled in BTVET institutions. This represents approximately 58 percent of the total school-aged population. In 2016, there were 259,027 students enrolled in higher education.
- **Schools:** In 2017, there were 7,210 recorded pre-primary schools (100 percent of which are private) and 20,305 primary schools, of which 40.7 percent were private and the remaining government-funded primary schools.³⁶ At the secondary level, there were 2,995 schools in 2016, of which 64.7 percent were private. In 2017, there were 142 BTVET institutions and 236 tertiary institutions (including 175 private and 66 public institutions). Unless otherwise specified, the data in this report includes both government and private institutions.
- **Teachers:** In 2017, there were 207,238 teachers at the primary level, 62.3 percent of whom were located in government schools. Numbers were not available for the secondary level and higher.

³³ For instance, enrolling in a Primary Teaching College (PTC) to become a teacher only requires completion of lower secondary. However, enrolling in a National Teaching College (NTC) or a teacher training program in a university requires completion of upper secondary.

³⁴ Children of school age obtained from UNESCO Institute of Statistics (UIS) database (<http://data.uis.unesco.org/>); Students in school (i.e., enrollment numbers) obtained from ESSA 2019.

³⁵ Total cannot be calculated as 2017 data was not available for the secondary level. The numbers in this column also do not include secondary-level students enrolled in BTVET schools.

³⁶ A large share of students in Uganda attend private schools, particularly at the pre-primary, secondary and higher levels. In terms of enrollment, 80.4 percent of primary students are enrolled in government-funded schools, with the remaining enrolled in private schools, whereas, at the secondary level, 51.6 percent attend private schools (ESSA 2019, pp. 19). It should also be noted that most government-funded schools are not owned by the government: 75 percent of primary schools are owned and operated by faith-based organizations (FBOs), while the government owns just 6 percent. FBO owned schools are considered public schools because they receive government funding, but many also charge additional fees despite the UPE policy (Source: MoES (2018). National Sexuality Education Framework; stakeholder interviews).

Table 2.2 *Timeline of key policy documents in the Ugandan education sector, 2010-2019*

CATEGORY	PRE 2010	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	POST 2020
Review Period			2011-2019										
National and Sector Policies	1992 Government White Paper on Education												
	Education Act 2008												
							NRM Manifesto 2016-2021						
	National Development Plan (NDP) 2010/11-2014/15					National Development Plan II (NDP-II) 2015/16-2019/20							
Sector Plans	ESSP 2004-2015												
									ESSP 2017-2020				
												ESSP 2020-2025 (in development)	
Joint Sector Reviews	•	•	•	•	•	•	•	•	•	•	•		
GPE Grants						ESPIG 2014-2020							
					ESPDG 2013 PDG 2013						ESPDG 2018		

23. The language of instruction in Uganda is English, but local language instruction was introduced in lower primary (P1-P3) in 2012 under the reformed primary curriculum and is being implemented in 12 local languages across the country.³⁷

2.3 GPE in Uganda

24. Uganda joined EFA-FTI/GPE in 2011 and is represented on the Board through the Africa 1 constituency. Since joining, Uganda has received four grants, including two Education Sector Plan Development Grants (ESPDG), one Education Sector Plan Implementation Grant (ESPIG), and one Program Development Grant (PDG). This evaluation focuses on the period around the development and implementation of the 2014-2020 ESPIG, from 2011-2019. Dates and values for all grants are shown in Table 2.3.

³⁷ These include: Ateso, Kiswahili, Leb-Acoli, Leb-Lango, Lhukunzo, Luganda, Lugbarati, Lumusaaba, Lusoga, Ngakarimojong, Runyoro-Rutooro, and Runyankore-Rukiga. Local language education is being rolled out jointly by USAID, GPE and the MoES (more information provided in Chapter 4).

Table 2.3 *GPE grants to Uganda*³⁸

GRANT TYPE	YEARS	ALLOCATIONS (US\$)	DISBURSEMENTS (US\$)	GRANT AGENT
Program implementation (ESPIG)	2014-2020	100,000,000	87,230,697	IBRD
Sector plan development (ESPDG)	2018	500,000	268,990 ³⁹	UNICEF
	2013	250,000	249,717	IBRD
Program development (PDG)	2013	300,000	299,949	IBRD

25. The Forum for Education NGOs in Uganda (FENU), which represents civil society organizations in the country, has received support from GPE through the Civil Society Education Fund (CSEF) since 2009. Under the third round (CSEF III), FENU received US\$130,051 in 2016-2017. FENU is a member of the Local Education Group (LEG).

26. GPE's Global and Regional Activities (GRA) grants have financed world or region-wide activities. Uganda was included in at least three GRAs.⁴⁰

³⁸ From GPE, "Uganda" available at <https://www.globalpartnership.org/country/uganda>. All figures in current US\$ (as of year of grant approval).

³⁹ Cumulative disbursement as of October 2019

⁴⁰ These include GRA 5 "Education Financing: Development of methodologies to improve national reporting on financial flows", GRA 10 "Improving Teacher Support and Participation in Local Education Groups", GRA 11 "Addressing Out of School Children Data and Policy Gaps" (GPE (2017). Summary – Annual GRA Portfolio Status Report as of June 30, 2017)

3 GPE contributions to sector planning, dialogue/monitoring, financing and implementation

3.1 Introduction

27. This section summarizes findings related to Key Question I of the evaluation matrix: “Has GPE support to Uganda contributed to achieving country-level objectives related to sector planning, to sector dialogue and monitoring, to more/better financing for education, and to sector plan implementation? If so, then how?”⁴¹

28. The GPE country-level theory of change, developed in the inception report and adapted to the Uganda context (Appendix II), outlines four contribution claims related to GPE’s influence on progress towards achieving country-level objectives (one claim per objective).

29. This section is structured around and tests the four contribution claims by answering two sub-questions for each phase of the policy cycle. First, in Uganda, what characterized sector planning, mutual accountability, sector financing and ESP implementation respectively during the period under review? And second, has GPE’s support contributed to observed changes in (and across) these dimensions and, if so, how?

3.2 GPE contributions to education sector planning⁴²

Overview

30. This section addresses the following Country Evaluation Questions (CEQs):

- What characterized the education sector plan in place during the period under review?⁴³ (CEQ 1.1.b)
- Has GPE support to sector planning contributed to better (more relevant, more realistic, government-owned) sector plans? (Key Question V)⁴⁴

⁴¹ Improved planning, dialogue/monitoring, financing, and plan implementation correspond to Country-Level Objectives (CLOs) 1, 2, 3 and 4 of GPE’s 2016-2020 Strategic Plan.

⁴² This section addresses evaluation questions CEQ 1.1 b and 1.2 b-d, as well as to (cross-cutting) CEQs 3.1 and 3.2.

⁴³ The period under review is that of the ESSP 2017-2020. As per the CLE ToRs, the education sector planning process which resulted in the 2017-2020 ESSP will be compared to both the previous process used for the development of the ESSP 2010-2015, as well as the process currently under way to develop a new ESSP in 2020. The purpose of this comparison is to identify change and/or improvement in education sector planning in Uganda over time.

⁴⁴ In particular: To what extent has the revised QAR process for education sector plans contributed to the development of better-quality education sector plans? Why? Why not? (CEQ 9); To what extent have the revised ESPDG mechanism and/or ESPIG grant requirements (under the NFM) contributed to the development of better-

During the 2011-2019 period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support? (CEQ 3.2)

- What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning? (CEQ 3.1)
- What are the implications of evaluation findings for GPE support to Uganda? (Key Question IV)

31. A high-level overview of evaluation findings on sector planning is provided in Table 3.1. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.1 Overview – CLE findings on sector planning and related GPE contributions

PROGRESS TOWARDS A GOVERNMENT-OWNED, ROBUST ESP? ⁴⁵	DEGREE OF GPE CONTRIBUTION ⁴⁶	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ⁴⁷				
		1	2	3	4	5
<p>Partially Achieved</p> <p>ESSP 2010-2015 was independently appraised and deemed realistic and feasible in September 2010. EFA-FTI Secretariat provided comments on the ESSP in June 2011 at the same time the plan was endorsed by the GoU and Education Development Partners (EDPs).</p> <p>ESSP 2017-2020 was approved and launched by GoU, but was never endorsed by EDPs.⁴⁸ An independent appraisal identified shortcomings in the plan and, rather than address those, the report made recommendations on</p>	<p>Moderate</p> <p>The ESSPs of 2010-15 and 2017-2020 were developed without financial support from GPE. No Education Sector Analysis (ESA) was undertaken to inform either ESSP.</p> <p>An ESPDG was provided to Uganda in 2013 but its results and influence on ESSP development appear limited.</p> <p>For ESSP 2010-2015, GPE (then EFA-FTI) required an independent appraisal in 2010 and the FTI Secretariat also provided written feedback on the draft in 2011, after the plan's endorsement.</p>					

quality education sector plans? Why? Why not? (CEQ 10); and to what extent has GPE support to inclusive sector dialogue influenced sector planning? (CEQ 11b).

⁴⁵ In this case, the objective is considered 'achieved' if a sector plan underwent a rigorous appraisal process, as per GPE/IIEP guidelines, and was endorsed by development partners in country.

⁴⁶ This assessment is based on whether the CLE found evidence of (i) GPE support likely having influenced (parts of) sector planning; (ii) stakeholder perceptions on the relevance (relative influence) of GPE support (iii) existence or absence of additional or alternative factors beyond GPE support that were equally or more likely to explain (part of) the noted progress.

⁴⁷ For sector planning, the five underlying assumptions in the country level ToC were: (1) country level stakeholders having the *capabilities* to jointly improve sector analysis and planning; (2) stakeholders having the *opportunities* (resources, time, conducive environment) to do so; (3) stakeholders having the *motivation* (incentives) to do so; (4) GPE having sufficient leverage within the country to influence sector planning, and (5) EMIS and LAS producing relevant and reliable data to inform sector planning.

⁴⁸ There appears to be contradictory evidence on whether or not EDPs endorsed the ESSP 2017-2020. While the EDSPG 2018 application process states that the ESSSP 2017-2020 was endorsed, the November 2018 independent appraisal report for ESSP 2017-2020 suggests that the ESSP under review was not endorsed by EDPs and would not be used as the basis for a new ESPIG application to GPE – that EDPs would move towards supporting the development and endorsement of ESSP 2020-2025 instead. (Source: Independent Appraisal Report on ESSP 2017-2020, November 2018, p.3).

PROGRESS TOWARDS A GOVERNMENT-OWNED, ROBUST ESP? ⁴⁵	DEGREE OF GPE CONTRIBUTION ⁴⁶	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ⁴⁷				
<p>how to ensure improved quality for the next ESSP 2020-2025, currently under development.</p> <p>The evidence base informing sector planning is weak. Data and EMIS are largely unreliable, while efforts were made to ensure regular learning assessments.</p>	<p>There is no evidence that this feedback was used to revise the ESSP.</p> <p>For ESSP 2017-2020, an independent appraisal was undertaken, funded by DfID. No revisions to the ESSP were made as a result of the appraisal.</p> <p>The ESSP 2020-2025, currently under development, has benefitted from a GPE ESPDG, is informed by an ESA, and appears to be closely adhering to GPE guidelines.</p>					

Characteristics of sector planning during review period

Finding 1: Uganda has a long history of government-owned, education sector planning. While the quality of education sector plans and the process for their development did not improve during the period of 2010-2017, the current process used for developing the ESSP 2020-2025 appears promising to produce a more evidence-based, participatory and credible education sector plan.

32. Uganda has a long history of education sector planning. The first Education Strategic Investment Plan (ESIP) covered the period 1998-2003 and was focused on implementing the Universal Primary Education (UPE) Policy in Uganda. This was followed in 2004 by the country's first Education Sector Strategic Plan (ESSP) 2004-2015. With the ESSP, education sector planning was extended to a 10-year horizon, it was more holistic covering all education sub-sectors, and the plan was made more achievable, linking sector objectives to departmental workplans, annual and medium-term budget frameworks.⁴⁹ The 2004-2015 ESSP was revised in 2007 and updated in 2010 and 2017. A new ESSP 2020-2025 is currently under development. Given the period under review in this evaluation, the assessment below focuses on both the ESSP 2010-2015 and the ESSP 2017-2020.

33. Prior to 2018, no ESSP development process benefitted from a GPE ESPDG or was informed by an education sector analysis (ESA).⁵⁰ For the ESSP 2010-2015, plan development was driven by the Ministry of Education and Sports (MoES), supported by a team of external consultants. The sector planning process began with each MoES Department developing a set of priorities, which was then vetted by committees

⁴⁹ Revised ESSP 2007-2015, pp. 14.

⁵⁰ An ESPDG was provided to Uganda in 2013. Under this ESPDG, an assessment of ESSP 2007-2013 was conducted and a report was produced by the grant agent (World Bank). The evaluators for this CLE were not able to access this report. In addition, consultations were held with stakeholders, and recommendations were made on ESSP renewal which was supposed to take place in 2015. When the new ESSP was developed in 2017 to cover the period 2017-2020, it does not appear that the outputs or results from the ESPDG 2013 were used by MoES staff to produce the plan, nor did they appear to influence the contents of the new ESSP. This is elaborated upon in findings under this section.

at various levels of decision-making within the Ministry.⁵¹ This resulted in a draft plan, which was approved by the Minister in the Top Management Meeting (TMM), and then disseminated for consultation in a national workshop. The national workshop included representation by local education officials, local government, civil society, teachers' associations, and education development partners.⁵² An external appraisal of the draft ESSP was conducted in 2010 and the FTI Secretariat also provided separate feedback on the plan. There is no evidence available to determine whether the draft plan was revised based on the independent appraisal and FTI feedback. The ESSP 2010-2015 was approved by GoU and endorsed by development partners in 2011.

34. After ESSP 2010-2015 completion, there was a gap of two years - between 2015 and 2017 – before a new education sector plan was prepared.⁵³ Procurement delays in hiring an external consultant to support new ESSP development were reported as the cause of this delay. By 2017, MoES was under considerable pressure to develop a new sector plan, in keeping with legal requirements of Uganda's Public Management Act of 2015. In response, the ESSP 2017-2020 was developed internally by the Education Policy Analysis and Planning Department of MoES within a six-month period and without support from external consultants. Stakeholders from MoES, development partners and civil society note limitations with the ESSP 2017-2020 in terms of its evidence base, analysis and content.⁵⁴ The plan was disseminated through one national and four regional workshops, although the participation of civil society was limited.⁵⁵ The plan was approved and launched by MoES but it is unclear whether it was ever endorsed by EDPs. The ESSP 2017-2020 was developed rapidly and internally by MoES, with very limited external consultation or input. An external appraisal of the plan was commissioned by development partners in 2018, after its approval by government. Because of perceived limitations in the quality of the plan, and the fact that it was already launched by government and covered only a short timeframe, the EDPs did not endorse the ESSP, and the focus of the external appraisal report of 2018 did not address the ESSP 2017-2020, but rather made recommendations to ensure the quality of the new ESSP 2020-2025.⁵⁶

35. Table 3.2 presents the overall priorities and key objectives of the ESSP 2010-2015 and ESSP 2017-2020 and available details on the evidence base underpinning each education sector plan.

Table 3.2 *Overview of ESSP evidence base and ESSP objectives*⁵⁷

EVIDENCE BASE	ESSP 2010-2015
No ESA was undertaken.	Overall Objective: Achieve Universal Primary Education (UPE) and Universal Secondary Education (USE) by 2015 and enhance equitable access at tertiary level.

⁵¹ In the case of ESSP 2010-2015, MoES departmental priorities were vetted by Department Working Groups, the Monitoring and Evaluation Committee, the Sector Planning and Monitoring Group, the Education Sector Coordination Committee and finally, the Top Management Committee of MoES.

⁵² Uganda ESSP 2010-2015, Revision 2010 Final, pp. 17.

⁵³ According to the GPE Secretariat, the ESSP 2010-2015 was extended to cover this two-year gap.

⁵⁴ The majority of stakeholders at MoES and among development partners agree on limitations of this ESSP. The process was rushed and data collection, analysis and consultation processes suffered, limiting the relevance and credibility of the plan, according to stakeholders interviewed.

⁵⁵ Independent Assessment Report of ESSP 2017-2020 (November 2018), pp.9.

⁵⁶ Ibid, pp. 3.

⁵⁷ Sources of data to inform this table include: ESSP 2010-2015 and its independent appraisal in September 2010; ESSP 2017-2020 and its independent appraisal in November 2018. See previous citations.

EVIDENCE BASE	ESSP 2010-2015
<p>The development of ESSP 2010-2015 was informed by annual sector performance reviews prepared by MoES and special studies (on efficiency, institutional capacity, teacher development⁵⁸) prepared with support from development partners. National learning assessments, conducted by GoU with donor support, were also available from 2008 to inform ESSP development.</p>	<p>Primary Education Objectives:</p> <ul style="list-style-type: none"> • Increase equitable access to, improve progression and enhance completion of primary education • Improve the quality and relevance of primary education, ensuring pupils master basic numeracy and literacy. <p>Secondary Education Objectives:</p> <ul style="list-style-type: none"> • Increase equitable access to a coherent secondary education system • Improve the quality and relevance of secondary education so students are prepared to enter workforce or higher education <p>BTVET Objectives:</p> <ul style="list-style-type: none"> • Increase access and equity in BTVET • Improve the quality and relevance of BTVET <p>Higher Education Objectives:</p> <ul style="list-style-type: none"> • Increase equitable access • Improve quality and relevance <p>Sector Efficiency and Effectiveness Objectives:</p> <ul style="list-style-type: none"> • Improve the reliability and use of data and information • Improve quality assurance and accountability • Strengthen the capacity of education leadership and management • Formalize and enhance PPPs in service delivery and capacity building <p>Cross-cutting Issue Objectives:</p> <ul style="list-style-type: none"> • Increase the participation, performance and progress of women and girls in the education system. • Reduce the vulnerability of all education personnel and learners to HIV and AIDS
<p>No ESA was undertaken. According to the preamble of the ESSP 2017-2020, the documents that informed the formulation of objectives and priorities in the ESSP included the 2016-2021 National Resistance Movement Manifesto, Presidential directives, the National Development Plan II and the sector's SWOT Analysis (2 pages of strengths, weaknesses, opportunities, threats</p>	<p>The ESSP had three strategic objectives:</p> <ol style="list-style-type: none"> 1) Achieve equitable access to relevant and quality education and training: Under this objective, 21 priority interventions are listed including: one government primary school per Parish; one government secondary school per sub-county; one BTVET institution per Constituency; operationalize Soroti University; construct and rehabilitate more classrooms in existing schools, improve infrastructure in public technical colleges, etc. 2) Ensure delivery of relevant and quality education and training: Under this objective, 24 priority interventions were identified including: strengthen current inspection and supervision system; improve learning assessment system; develop competence profile; develop teacher instructor, tutor competences and instructional practices; recruitment of teachers, teacher educators, tutors and lecturers, etc. 3) Enhance efficiency and effectiveness of education and sports service delivery at all level: Under this objective, 21 priority interventions were

⁵⁸ These studies were not available for review.

EVIDENCE BASE	ESSP 2010-2015
included in ESSP document).	listed including: establish semi-autonomous body for inspection; strengthen the National Council for Higher Education (NCHC); restructure programs in public universities; job evaluations in public universities; community participation and engagement in higher education; develop research, evaluation and planning agenda, etc.

36. The ESSP 2010-2015 was ambitious in scope and breadth, although development partners concluded that the plan was “realistic and feasible” and the independent appraisal gave the plan an overall rating of 3 out of 4 points.⁵⁹ The strategic direction of the ESSP was considered sound, key challenges in the education system were appropriately identified, and an inclusive process to validate the sector plan was followed. At the same time, the evidence base was deemed unreliable, there was limited prioritization among strategic interventions in the plan, and an absence of operational detail on how these interventions would be implemented, on what scale, by whom, when or with what resources. The ESSP 2010-2015 included no annual or multi-year action plan linking planned activities to available resources. The financial simulation model used estimates of donor contributions instead of actual donor commitments and included optimistic assumptions around increased budget allocations to the education sector. The projected financing gap for the ESSP was estimated at 8.2 percent, although considering the limitations of the financial model, the actual funding gap was likely more significant.⁶⁰

37. The ESSP 2017-2020 was developed entirely by MoES without external technical assistance. MoES stakeholders report that consultation on the ESSP was rushed and Department Working Groups could not sufficiently articulate their priorities for inclusion in the document. While government ownership was high, the plan was no less ambitious in its scope than the previous ESSP. It included a long and un-prioritized list of over 65 key interventions, loosely grouped around objectives relating to education access, quality and efficiency. While interventions were linked to a multi-year action plan, which broke down each intervention by activity, cost and fiscal year, over half of the planned activities were underfunded. The financial simulation model underpinning the plan had several shortcomings. It significantly underestimated the population growth rate,⁶¹ and there were inconsistencies in the financial data presented throughout the ESSP.⁶² The funding gap was estimated at 57 percent of the cost of the plan.⁶³

⁵⁹ Appraisal Report: Updated ESSP 2010-2015 (September 2010), pp.52.

⁶⁰ Ibid.

⁶¹ The population growth rates used in the ESSP are between 1.7 and 2.7%, while the national rate is 3.2% (Begue-Aguado, A. et al. (2018). Independent Assessment (Appraisal) Report on the Education and Sports Sector Strategic Plan 2017-2020, pp. 12)

⁶² The external appraisal report states “Some figures are different in the [Financial Framework – FF] and in the ESSP, for example, the figures on the funding gap on page 30 of the ESSP are different from those in the FF, and some targets in Annex 9 of the ESSP are also different in the FF.” and “There is serious inconsistency in the calculation of recurrent and development costs. According to Table 9 of the ESSP, 70% of the total costs are development costs. However, according to the National Budget Framework, 90% of the expenditure of the MoES are recurrent.” (Source: Ibid.).

⁶³ Ibid. pp. 10, 14.

38. During the period under review, a considerable number of MoES strategies and policies were developed (see sidebar). The link between these and ESSP development is unclear and raises questions about the relevance of the ESSP as an over-arching plan guiding reforms and investments in the education sector. The external review of ESSP 2017-2020 noted that the data and analysis contained in these myriad policies and strategies were not used as a basis for informing the development of, or formulating priorities within, the education sector plan of 2017.⁶⁴

39. It is important to recognize the context within which these two ESSPs were developed in Uganda. ESSP 2010-2015 was developed and endorsed in a context where the SWAp and SBS were still operational. In the year that the ESSP was endorsed, financial irregularities were uncovered in other sectors of the GoU, leading the Uganda Auditor General to report a breach of the underlying conditions of general budget support in October 2012. In reaction, the majority of development partners subsequently moved to project modalities and off-budget support across all sectors of investment in the country. This represented a major crisis in the relations between GoU and development partners, leading to a major weakening of the accountability mechanisms that operated under budget support and SBS (discussed further in Section 3.3 on Sector Dialogue).

In the education sector, it signaled the effective end of SBS as the majority of EDPs went off-budget immediately (discussed further in Section 3.4 on Sector Financing).⁶⁵

40. As noted in Section 2.2 on the education context, the end of SBS in the education sector happened to coincide with a shift in GoU priorities towards other sectors including energy and infrastructure. As new sources of funding emerged for other sectors and government priorities shifted away from education, political leadership in the country was perceived as less accommodating to traditional donor priorities and accountability concerns.⁶⁶ This shift in priority is seen to have affected GoU investment in the education sector and has undermined the relevance, realism and achievability of sector plans in education. The majority of stakeholders interviewed perceive decision-making around education sector resource

MoES Strategies and Policies

BTJET Strategic Plan – Skilling Uganda 2012-2022

Education Response Plan for Refugees and Host Communities (2018)

ICT in Education Policy (2019)

Gender in Education Sector Policy (2016)

Gender in Education Strategic Plan (2015-2020)

National Strategic Plan on Elimination of Violence Against Children in Schools (2015-2020)

National Strategy for Girls' Education (2014-2019)

National Integrated Early Childhood Development Policy and Action Plan (2016)

National Teacher Policy (2019)

TVET Policy (2019)

⁶⁴ Ibid. pp. 10. To understand why the ESSP 2010-2015 was endorsed when its quality was weak, the evaluators concluded, based on data collected over many GPE CLEs, that the intention in 2010 among the international community (including FTI at the time) was to have a sector-wide plan that was based on some level of sector analysis and government ownership. Having a fully financed and achievable plan was not as important at the time as it is now (hence the revised 2015 GPE NFM and guidelines). The ESSP of 2010 was deemed “good enough” to guide collective education sector investment. The development of the ESSP of 2010 was overseen by the WB – FTI had no ESP guidelines at the time.

⁶⁵ Fifth Annual Assessment of JAF by Joint Budget Support Framework Development Partners, May 2014, pp.2.

⁶⁶ UNICEF, Op.cit. pp.25 “The donor landscape has seen a major shift in recent years, with non-traditional donors currently contributing significantly to the Government’s infrastructure programme. This – and the reduction in budget support – has limited the influence of traditional donors in shifting budget allocations more towards social sectors.”

allocation and budget arbitration as unpredictable (discussed further in the Finance section).⁶⁷ A recent study by UNICEF confirms this analysis, pointing to poor links between social sector strategies and unrealistic multi-year budgeting generally in Uganda, explaining that, "...sector strategies lack credibility, being generally not more than a wish list of desired activities."⁶⁸

41. Table 3.3 below compares the two sector plans against GPE ESP quality standards. There are challenges inherent in comparing the quality of the sector plans from 2010 and 2017 given that GPE guidelines, rating criteria and appraisal processes changed during the period under review. The ESSP 2010-2015 was rated quantitatively in the independent appraisal report, using a scale of 1-4 points against criteria that are different from those of 2015 GPE ESP quality standards. The independent appraisal of ESSP 2017-2020 assessed the plan for its strengths and weaknesses, but no conclusive rating was provided, and recommendations focused on the development of the new ESSP 2020-2025. In January 2020, the GPE Secretariat rated the ESSP 2017-2020 against indicator 16a criteria and only two of the seven criteria were seen to have been met. Table 3.3 presents an assessment of the quality of the two ESSPs against GPE 2015 ESP quality standards, based on the narrative analysis provided in the two independent appraisal reports, in addition to the evaluator's assessment of ESSP quality.

Table 3.3 *ESSPs meet quality standards, as defined by GPE*⁶⁹

ESP QUALITY STANDARDS	GPE RESULTS FRAMEWORK (RF) SCORE		CHANGE/IMPROVEMENT BETWEEN THE TWO PLANS (EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND INTERVIEWS)
	ESSP 2010-2015	ESSP 2017-2020 ⁷⁰	
Overall vision	Not rated according to GPE ESP Quality Standards of 2015 ⁷¹	Criterion Met	No Improvement: Both sector plans were seen to be strongly aligned with national development policies and priorities as well as international goals and commitments of the time. The vision of education sector reform presented in ESSP 2010-2015 was based on identified challenges and bottlenecks and garnered broad support from education stakeholders in the country.

⁶⁷ Ibid. pp.15.

⁶⁸ Ibid. pp.9.

⁶⁹ The GPE Secretariat normally rates the quality of sector plans along seven quality standards, which are incorporated into the GPE results framework developed in 2015. According to the Methodology Sheet for GPE Indicators (Indicator 16a), an ESP should meet five out of seven quality standards to be classified as meeting overall quality standards. No quality ratings were undertaken by the GPE Secretariat against indicator 16a for ESSP 2010-2015 in Uganda because the process had not been developed at the time of ESSP endorsement. As such, the ratings and evaluations in this table for that ESSP are based on analysis contained in the independent appraisal of ESSP 2010-2015 and related EFA-FTI comments on the sector plan from 2011. For ESSP 2017-2020, the contents of this table were prepared based on the independent appraisal of November 2018 supported by DfID, GPE Secretariat indicator 16a ratings and the evaluator's assessment of quality against GPE criteria.

⁷⁰ Based on assessment of ESSP 2017-2020 undertaken by GPE Secretariat against indicator 16a ratings in January 2020.

⁷¹ The independent appraisal of ESSP 2010-2015 rated the plan, on a scale of 1 to 4 (with 4 being the highest quality rating), against criteria which are similar in some instances but do not map easily against GPE 2015 ESP quality standards.

ESP QUALITY STANDARDS	GPE RESULTS FRAMEWORK (RF) SCORE		CHANGE/IMPROVEMENT BETWEEN THE TWO PLANS (EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND INTERVIEWS)
	ESSP 2010-2015	ESSP 2017-2020 ⁷⁰	
			The vision of the education sector presented in ESSP 2017-2020 was largely informed by strategic objectives and priorities taken directly from the NDP II, the NRM Manifesto and Presidential Decrees.
Strategic		Criterion Not Met	No Improvement: Both plans are ambitious, addressing access, equity, quality and efficiency objectives across education sub-sectors, with no prioritization of planned strategies and interventions. For both ESSPs, the evidence base and corresponding rationale for cost, consequences and trade-off implications of policy decisions were not clear according to external appraisals. ESSP 2017-2020 did not include an analysis of implementation of the previous plan, and did not address underlying key challenges particularly with regard to learning and efficiency.
Holistic		Criterion Not Met	Some Improvement: Both ESSPs include sections on pre-primary, primary, secondary, BTVET and higher education. Special Needs, Non-formal Education and Literacy were not included in the ESSP
			2010-2015, although ESSP 2017-2020 included one Special Needs indicator and one planned initiative. While all sub-sectors are addressed in the analysis of ESSP 2017-2020, they are not all addressed in the strategies included in the plan.
Evidence Based		Criterion Not Met	No Improvement: Neither ESSP was informed by an ESA. The evidence base for ESSP 2010-2015 included outdated population data from 2002, unreliable EMIS data and a lack of clear evidence base guiding analysis for the selection of strategic priorities, according to the external appraisal. There have been regular national learning assessments undertaken and Uwezo ⁷² has published its own learning assessments for Uganda since 2009. ⁷³ For ESSP 2017-2020, evidence available in independent studies (published on topics related to education, such as education attainment, education achievement, spending, public-private partnership, or early grade learning outcomes) was not

⁷² Uwezo is an East African civil society organization that focuses on learning assessments and linking data on learning outcomes with large-scale change in the region through increased accountability and information sharing.

⁷³ The National Assessment of Progress in Education (NAPE) learning assessment has been conducted at the primary level (P3 and P6) since 1996. NAPE was also introduced in secondary (S2) in 2008, where it was conducted annually until 2014. Uwezo, an independent organization, has been conducting regular learning assessments in Uganda since 2009. (Sources: Kanjee, A. and Acana, S. (2013). Developing the Enabling Context for Student Assessment in Uganda, World Bank; ESSA 2019; Uwezo)

ESP QUALITY STANDARDS	GPE RESULTS FRAMEWORK (RF) SCORE		CHANGE/IMPROVEMENT BETWEEN THE TWO PLANS (EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND INTERVIEWS)
	ESSP 2010- 2015	ESSP 2017- 2020 ⁷⁰	
			used to inform analysis and decision-making. A brief SWOT analysis was the only evidence base in ESSP 2017-2020 although the alignment between the content of this SWOT analysis and the selection of ESSP strategic interventions is unclear.
Achievable		Criterion Not Met	<p>No improvement: There is no detailed or costed action plan accompanying ESSP 2010-2015, very little operational detail is provided as to how strategic interventions will be implemented, and the projected financing gap, at 8%, was likely underestimated given limitations in its financial simulation model.</p> <p>With regard to ESSP 2017-2020, a detailed and costed action plan is included although it is not cross-referenced with the plan's financial framework and less than 60% of the interventions are fully covered by available resources. Serious inconsistencies were identified in the plan's financial framework. The financial simulation model is not included in the plan and the financial gap is not underpinned or justified by realistic assumptions with regard to domestic resources.</p> <p>Both ESSPs have high-level outcome results frameworks, including indicators and targets, against which outcomes in the education sector can be tracked. ESSP strategies do not include objectives and outputs linked to stated objectives.</p>
Sensitive to Context		Criterion Not Met	<p>No improvement: Both plans provide a contextual analysis of the main challenges in the education sector in Uganda. The lack of reliable data underpinning both plans could limit their contextual sensitivity, particularly with regard to disparity. Risk analysis and risk mitigation strategies are absent in both sector plans.</p>
Attentive to Disparities		Criterion Met	<p>No improvement: The ESSP 2010-2015 discusses regional and social disparities and identifies key interventions for disadvantaged groups although no operational detail is provided in terms of scope, targets, resources or timelines.</p> <p>The ESSP 2017-2020 has key objectives and interventions related to cross-cutting issues of gender and HIV-AIDS. Priorities linked to special needs and non-formal education for out-of-school children are not included in the plan. Interventions to help disadvantaged groups are included, but their scale is very small in comparison to the need. The external appraisal notes there is still a disconnect between budgetary allocation and actual deployment for the vulnerable within the sector. The ESSP 2017-2020 includes limited analysis of and strategies for reducing geographic disparities.</p>

42. Given GPE quality standards for education sector plans, and based on feedback provided by stakeholders outside of MoEs, the quality of the ESSP 2017-2020 was rated as poor. The external appraisal of ESSP 2017-2020 made several key recommendations with regard to improving the quality of and process used to develop ESSP 2020-2025. These recommendations are aligned with GPE ESP quality standards and guidelines. Chief among these recommendations were the need to ensure that the plan was evidence-based, and the process for its development was participatory.⁷⁴ As a result, Uganda conducted its first ESA in 2019, based on data collected from various sources across the education sector as well as input from all MoES Department representatives. National workshops were organized to disseminate the ESA after the draft was vetted and approved by the different decision-making bodies within MoES. While there was some discussion between GoU and development partners on revisions concerning the inclusion of certain data and the wording of certain sections of the report, the ESA was approved in October 2019. There is broad consensus among education stakeholders (from government, development partners, civil society, the private sector and teacher associations) that the process used for ESA development was positive in terms of consultation, and that the report itself is a significant contribution to shared knowledge on the current status of the education sector in Uganda.

43. At the time of the evaluation mission (October 2019), the Policy Analysis and Planning Department in MoES was leading development of the new ESSP in collaboration with external consultants. MoES Departmental Working Groups were developing ESSP priorities and plans based on evidence, analysis and findings in the ESA. Departmental Working Group meetings for the selection of ESSP priorities were open to select civil society organizations and development partners. At the insistence of the Coordinating Agency and lead development partners, a Reference Group has recently been established to provide periodic feedback on the ESSP as it is developed. The Reference Group is currently chaired by the Permanent Secretary of MoES and includes membership by other ministries, the National Planning Authority, and development partners. It met for the first time in November 2019. The development of the financial simulation model is to begin once draft priorities have been selected and approved by MoES. Key concerns with the process raised to date by stakeholders relate to the very short timeline (the new ESSP is slated for final approval in April 2020) and last-minute invitations by government to external stakeholders for consultation on the ESSP. Despite these concerns, this latest ESSP development process represents a significant improvement over previous ESSP development processes in the country, particularly with regard to the evidence base for the selection of strategic objectives and interventions and the participation of education stakeholders in dialogue about priorities.

44. The shared commitment – between MoES technical leadership and development partners – for the development of a credible, realistic and evidence-based ESSP, is stronger today than in the past, according to stakeholders interviewed. For MoES staff, developing a realistic and sound ESSP is the only means they have at their disposal to present an effective case to the Ministry of Economic Planning and Finance for additional sector financing. For development partners, the development of this ESSP, and the negotiation of GPE NFM requirements related to this plan, may help inform their future positioning and relations with GoU. The stakes appear high for all concerned around this new ESSP development and approval process which makes it appear different from ESSP processes in the past.

⁷⁴ Ibid. pp. 28-30.

GPE contributions to sector planning

Finding 2: While GPE provided financial and non-financial support to education sector planning in Uganda from 2010 to 2017, these efforts did not result in significant improvements to ESSP quality, largely due to internal capacity challenges within GoU. Since 2018, GPE financial and non-financial support to ESP development has increased significantly and has positively influenced the quality of planning for the new ESSP 2020-2025.

45. GPE support to education sector planning between 2010 and 2017 did not result in any significant improvement to the quality of ESSPs during this period. Neither of the ESSP development processes under review (2010 or 2017) appear to have followed the “best practices” for ESSP development as encouraged and supported by GPE (i.e., benefitting from an ESPDG, developing a participatory ESA, revising the plan on the basis of external quality review, etc.). Based on available evidence,⁷⁵ the exact reasons for this are not completely clear, although challenges with regard to government capacity, procurement and timely decision-making appear to have been important factors.

- **ESSP 2010-2015:** For the development of this education sector plan, GPE funding requirements in 2010 – for an ESSP that was government-driven, based on some degree of participatory consultation, underpinned by a financial framework, externally appraised and endorsed by DPs – very likely influenced the timing, content and process of the ESSP to a considerable extent. This was the beginning of Uganda’s membership in GPE and the prospect of its first ESPIG was a significant incentive for producing a comprehensive ESSP. That said, in 2009-2010, local ownership for the ESSP 2010-2015 was strong, so the EFA-FTI Secretariat likely relied upon locally agreed processes and resources for sector plan development. GPE’s ESPDG was only created in 2012, so any funds available for education sector analysis or independent appraisal of the plan were provided by other DPs,⁷⁶ limiting the toolbox available to GPE to directly influence the process of plan development or the contents of the plan.
- **ESPDG 2013:** Uganda benefitted from its first ESPDG in 2013. The objective was to update the ESSP and align the period covered to the funding period of the new ESPIG (2014-2017). Under this grant, a report was prepared assessing the performance of the ESSP for the period 2007-2013, a stakeholder consultation was undertaken to orient the development of a new ESSP, and some capacity building was provided to the Planning Directorate in MoES for improved education sector planning. According to the GA (World Bank) Completion Report of June 2014, all of these activities were completed satisfactorily. Stakeholders interviewed in Uganda (MoES and EDP representatives) were not able to recall or comment on the activities or results of the ESPDG 2013.⁷⁷ Because the renewal of the ESSP was delayed to 2017 (see paragraph below), ESPDG 2013 deliverables were seen as less relevant due to the timing gap. The development of ESSP

⁷⁵ There were few stakeholders available in Uganda who were involved in ESSP development from 2008-2010. There were also several gaps in documentation related to the development of ESSP 2017-2020, largely because it was a process internal to MoES, it was not discussed in GPE Secretariat BTORs or correspondence from that time and the evaluator has no access to EDP or Education Sector Consultative Committee (ESCC) meeting minutes from 2016-2017.

⁷⁶ The World Bank supported the development and appraisal of ESSP 2010-2015.

⁷⁷ The evaluators could not access the WB report assessing the ESSP for 2007-2013. In addition, ESPDG activities were undertaken at the same time that ESPIG development workshops and activities were underway; there is a possibility that stakeholders interviewed are having difficulty distinguishing between the two sets of initiatives.

2017-20 was also rushed and relied on very limited external information. There is no evidence to suggest that the activities and deliverables of the ESPDG in 2013 influenced the development of the ESSP 2017-2020. The paragraph below describes the development of the ESSP 2017-2020 as rushed, including very limited external consultation and relying on very few sources of information.

- **ESSP 2017-2020:** Apparently funds were made available, by GPE (under UTSEP) and DfID, to develop a new education sector plan to follow ESSP 2010-2015. According to the GPE Secretariat, GPE facilitated dialogue around pooling these resources, however, the procurement was later cancelled as GoU was seen not to have followed due process. This resulted in a delay in developing the new ESSP and the MoES prepared the ESSP in a rushed manner, without external consultation or technical support.⁷⁸ There is a difference of opinion among stakeholders on the rationale for and utility of ESSP 2017-2020. According to stakeholders at MoES and among EDPs, there were signals to GoU from the GPE Secretariat that a new ESPIG request could be submitted as early as 2018. As such, the government's motivation for renewing the ESSP in 2017 appears to have been two-fold: meeting recent legal requirements of the GoU for the development of sectoral, five-year strategic plans on the one hand, and satisfying requirements for a new GPE ESPIG funding request on the other.⁷⁹ According to the GPE Secretariat, however, the ESSP 2017-2020 was an internal update of the plan undertaken solely to satisfy internal GoU administrative requirements. As such, according to the Secretariat, this ESSP did not require ESPDG support, an ESA, adherence to GPE funding requirements or quality assurance processes. This explains why GPE's support to ESSP development at the time was limited.⁸⁰ The Secretariat's view seems to be at odds with the position of EDPs at the time, which viewed the ESSP renewal process as relevant to sector dialogue, invested in an external appraisal of the ESSP in November 2018, and engaged in considerable discussion with MoES on the rushed nature of the ESSP process, the lack of consultation, and the poor quality of the plan.

46. The GoU was informed in 2018 that a GPE ESPIG renewal would be considered in 2020, given the no-cost extension of the Uganda Teacher and School Effectiveness Project (UTSEP) until 2020, and the need to develop a new ESSP to fulfill GPE funding requirements and ESP quality standards. Uganda was eligible to apply for an ESPDG and the grant was received in 2018. The current ESSP 2020-2025 development process is attempting to address previous limitations in education sector planning from 2017. GPE's contribution to this process (financial and non-financial) is more substantial than in the past and, as a result, its influence on improvements to education sector planning is more evident. Three main factors have contributed to improving the process since 2018: The first is coordinated and collective policy dialogue, by both the GPE Secretariat and the EDPs, on the need to adhere to GPE funding requirements and follow GPE ESP guidelines in the development of the new ESSP, reinforcing the recommendations laid out in the external appraisal of 2018. The second factor is the provision of the US\$500,000 ESPDG, which appears to have made a significant difference in the government's ability to establish an acceptable evidence base for sector planning while promoting a more inclusive and consultative process for sector

⁷⁸ This is information provided by the country lead at the GPE Secretariat.

⁷⁹ This is based on interviews with stakeholders from DPs and MoES in Uganda as well as a reference in the 2018 external appraisal report of ESSP 2017-2020 (p.3), "However, as the plan has already been signed off and launched by the political leadership, and given its short validity period, in the middle of this consultancy and with the agreement of the Education Development Partners (EDPs), the Uganda Ministry of Education and Sports (MoES) has decided not to use the current ESSP to apply for a second GPE grant but to elaborate a new ESSP 2020-2025."

⁸⁰ There is no information in available documents on GPE Secretariat discussion or engagement in ESSP development in 2017.

analysis and planning. The ESPDG has been used to leverage additional funding (from the Government of Norway and MoES itself) for a total of US\$1.4 million currently allocated to ESA and ESSP development. Finally, the frequency and quality of policy dialogue undertaken by the GPE Secretariat and GPE Board Chair, with political leadership in Uganda since 2017, has resulted in enhanced commitment by the GoU to the ESSP process and careful adherence to GPE ESP guidelines.

47. There is a difference of opinion among education stakeholders in Uganda with regard to the utility of the new GPE guidelines for ESP development and the current process underway for the development of ESSP 2020-2025, which relies on a team of international consultants. Opinions are evenly divided among government representatives and development partners, with various MoES staff and EDPs positioned on both sides of the equation. There are those who feel that the new GPE guidelines bring a level of rigor to the process that was lacking in the past and ensure that the new ESSP meets international quality standards. The external consultants hired to support the drafting of the ESA and ESSP are seen as very capable and agile in negotiating what have been often sensitive issues addressed by the ESA. On the other side are stakeholders who describe the GPE guidelines as overly complex and too detailed for Uganda's needs, leading to a plan that may not be achievable given its breadth and scope. There is also a perception that, in relying so extensively on external consultants, the process is very costly and has insufficiently utilized or developed capacity for sector planning within MoES.

48. It is too early to assess the effects of GPE's new funding model in Uganda, given that there is no ESSP draft at the moment, the financial simulation model has not been developed, and the preparation of the new ESPIG request has not yet begun.

Table 3.4 *GPE contributions to sector planning from 2010-2019⁸¹*

ESSP 2010-2015	ESSP 2017-2020	ESSP 2020-2025
SIGNIFICANT CONTRIBUTION TO SECTOR PLANNING		
<ul style="list-style-type: none"> GPE funding requirements: GPE (then EFA-FTI) funding requirements for a government-owned, sector-wide and credible ESP, influenced the update of ESSP 2010-2015. The funding requirements also required an independent appraisal of the plan, which was undertaken in 2010, before the plan's endorsement, with support from EDPs. 	<ul style="list-style-type: none"> N/A 	<ul style="list-style-type: none"> ESPDG: GPE provided a grant of US\$500,000 for ESA and ESSP development. GoU and the Government of Norway made additional contributions for a total budget of US\$1.4 million to cover the ESA and ESSP development. Grant Agent (GA) of ESPDG: There is broad consensus that UNICEF, as the GA for the ESPDG, has been highly effective in coordinating a transparent and inclusive process, and engaging in constructive dialogue with MoES to ensure quality deliverables.

⁸¹ This section considers GPE contributions to two planning cycles, in line with the evaluation matrix for these CLEs. However, subsequent sections do not present similar side-by-side comparison, as these CLEs do not involve a full review of two GPE support cycles, which would in any case not be possible given that the new cycle just started.

ESSP 2010-2015	ESSP 2017-2020	ESSP 2020-2025
		<ul style="list-style-type: none"> • Policy Dialogue/Technical Guidance by GPE Secretariat: The Secretariat has undertaken multiple visits to Uganda in order to explain the new GPE funding model, its funding requirements, and its quality standards with regard to ESSPs and ESPIG funding requests. According to stakeholders, the GPE Quality Standards and ESP Guidelines have clearly informed both the process followed and content of the new ESA and ESSP.
MODERATE CONTRIBUTION TO SECTOR PLANNING		
<ul style="list-style-type: none"> • Independent Appraisal: This was undertaken as a requirement for EFA-FTI funding, but the report was funded by the World Bank, not GPE. The report included a quality rating system but provided no recommendations for revising or improving the ESSP. There is no evidence to suggest that the ESSP was revised on the basis of appraisal report analysis⁸². • Quality Assurance Review (QAR) by GPE Secretariat: The Secretariat provided a quality review and written comments on the ESSP 2010-2015 in June 2011, when the plan was endorsed by development partners. These comments were not prepared with the intention of revising the ESSP and there is no evidence to suggest that any 	<ul style="list-style-type: none"> • Independent Appraisal: This was undertaken as a requirement for GPE funding, but the report was funded by DfID. The appraisal was undertaken in November 2018. Due to the limited quality of the plan, its prior approval by GoU, and its short implementation timeframe, the mandate of the appraisal was shifted mid-stream to focus on making recommendations for the upcoming development of ESSP 2020-2025. As such, no quality ratings on ESSP 2017-2020 were provided in the external appraisal report and no revisions were made to the ESSP on the basis of external feedback. 	<ul style="list-style-type: none"> • Independent appraisal and GPE QAR will come after the ESSP 2020-2025 draft is developed.

⁸² A GPE ESPDG of \$250,000 was provided to Uganda (World Bank as GA) in 2013. The purpose was to update the ESSP 2010-2015 to align it with the timeframe for implementation of the ESPIG 2014-2017 and to develop a more detailed action plan for its implementation. The ESSP was not updated until 2017 and there is no record of a revised ESSP action plan beyond what was endorsed in 2011. There is no available evidence to determine whether nor why the ESSP and its action were not updated in 2014.

ESSP 2010-2015	ESSP 2017-2020	ESSP 2020-2025
revisions were made to the ESSP as a result of Secretariat comments.		
LIMITED OR UNKNOWN CONTRIBUTION TO SECTOR PLANNING		
<ul style="list-style-type: none"> • Advocacy and technical guidance by GPE Secretariat: There is no available data on GPE contributions, in terms of guidance and advocacy, to the development of ESSP 2010-2015. 	<ul style="list-style-type: none"> • Technical guidance / knowledge-sharing through guidelines and the Secretariat: GPE ESP quality standards and guidelines were not followed in ESSP 2017-2020 preparation particularly with regard to the evidence base, financial simulation model and results framework. • Advocacy by GPE Secretariat: Back to office reports (BTORs) prepared by Secretariat country lead are not available for 2016-2017 related to ESSP 2017 development. There is no available evidence to assess country lead support to or dialogue with GoU on sector planning for the ESSP 2017-2020. 	

Additional factors beyond GPE support

49. Additional **positive factors** beyond GPE support that likely contributed to sector planning during the review period include: (a) a long history of education sector planning dating back to 1998; (b) effective aid architecture for coordination and mutual accountability developed under sector-wide approach (SWAp) and sector budget support (SBS); (c) collegial relations among development partners in the education sector; (d) contributions by other development partners to ESSP development and appraisal; and (e) Uganda's Public Management Act of 2015 which requires all ministries to develop a five-year strategic plan.

50. Additional **negative factors** include: (a) inefficiencies in GoU procurement processes which delayed hiring of consultants to support ESSP 2017-2020 development, and (b) the political environment in Uganda which influenced the level of commitment to and reliability of domestic financing for social sectors, compromising the development of a credible and achievable ESSP.

51. The evaluation did not find evidence of significant negative/unintended effects of GPE's support in terms of sector planning.

Implications for GPE's ToC and country-level operational model

Finding 3: Despite efforts to support quality improvements in education sector planning, GPE's influence was limited from 2010 to 2017, for reasons related to the nature of GPE support available, ESPIG funding renewal cycles, and contextual factors in Uganda including GoU capacity to make effective use of this support. Since 2018, the GPE country-level operational model appears to be working effectively with regard to education sector planning, particularly as a result of GPE funding requirements, coordinated policy dialogue and ESPDG support.

52. Available evidence suggests that one of the five assumptions in the theory of change **holds true**: assumption (1) stakeholders have the capabilities (knowledge and skills) to jointly improve sector analysis and planning. There is an effective education sector dialogue structure, with a long tradition of sector planning in Uganda. The first ESSP in the country dates from 2003. All education stakeholders at a technical level (MoEs Departments, EDPs and civil society) perceive the value of and are engaged in ESSP development. Development partners agree that the Department of Policy Analysis and Planning of MoES has the human resource capacity required for effective sector planning.⁸³

53. Four of the five assumptions **hold partially true in Uganda**. These include assumptions: (2) that country-level stakeholders have the opportunities (resources, conducive external environment) to jointly improve sector analysis and planning; (3) that country-level stakeholders have the *motivation* (political will, incentives) to jointly improve sector analysis and planning; (4) that GPE has sufficient leverage within Uganda to influence sector planning; and (5) that education management information systems (EMIS), learning assessment and reporting systems (LAS) produce relevant and reliable data that is used to inform sector planning. Opportunities to collectively improve education sector planning from 2010 to 2017 were limited; there was no ESPDG funding available for ESA and ESSP development until 2018, when this grant is seen to have made a considerable contribution in support of a more participatory and evidence-based ESSP development process. In terms of motivation, engagement in sector planning at a technical level in MoES is strong, but motivation for an achievable education sector plan is more limited within GoU given current ESSP financing gaps, the diminishing share of the education sector budget and flagging prioritization for education among key government priorities. GPE influence on the quality, evidence base and achievability of sector plans in Uganda is seen to have been limited until 2018, when coordinated policy dialogue and ESPDG funding appear to have contributed to an improved ESSP process. Finally, the evidence base underpinning sector planning was considered weak and unreliable from 2010 to 2017, with the exception of national learning assessments which were regularly carried out by GoU and civil society. GPE's recent ESPDG support to a comprehensive education sector analysis also demonstrates progress with regard to assumption 5.

54. In Uganda, GPE appears to have been effective in improving education sector analysis and planning since 2012 as a result of the following factors: The immediate incentive for the GoU of ESPIG renewal and the level of ESPIG funding, which is significant for the education sector; strong partnership

⁸³ Stakeholders report that there is generally good technical capacity in MoES for planning and sector analysis although staffing is very limited and timelines for the development of sector plans are very tight, so that outside expertise is most often required. In addition, analysis with regard to what has not worked and why in the sector, as well as decision-making around resource allocation, are highly political and sensitive in Uganda. These issues are often more easily raised by external consultants than internal staff at MoES. For these reasons, there is an ongoing need for external assistance. That said, stakeholders report that the complexity of the GPE guidelines, coupled with the usually tight deadlines for ESSP production, make it impossible to produce without extensive, external assistance.

and coordinated policy dialogue by the GPE Secretariat and DPs around the importance of GPE funding requirements and ESP quality standards; an ESPDG which was used to leverage sufficient resources from the government and other stakeholders to support a robust ESA/ESP development process. The ESA was developed with support from a team of Norwegian consultants, funded by the Government of Norway. At the time of the CLE mission to Uganda in October 2019, the ESA had very recently been completed and approved. There was general consensus that it was a comprehensive, evidence-based assessment of the sector. Consultation meetings were underway in MoES, to which EDPs and some CSOs were invited, to elaborate ESSP priorities by sub-sector. There were complaints by EDPs that the invitations for consultative meetings went out the night before the meetings were held, making participation difficult. There was a general sense, by EDPs, that the ESSP development process was rushed but that at least it was founded on a solid analysis of the sector. It was too early to predict how the ESSP development process would progress, and whether the guidance and support would be sufficient to result in the development of a credible and achievable ESSP and the satisfaction of all GPE funding requirements.

3.3 GPE contributions to sector dialogue and monitoring⁸⁴

Overview

55. This section addresses the following evaluation questions:

- Have sector dialogue and monitoring changed during the review period? If so, how and why? If not, why not? (CEQ 2.1 and 2.2)
- Has GPE contributed to observed changes in sector dialogue and monitoring? If so, how and why? (CEQ 2.3) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)
- What other factors contributed to observed changes in sector dialogue and monitoring? (CEQ 3.1)
- Going forward, what are implications of findings for the GPE ToC/operational model? (CEQ 7)

56. Table 3.5 provides a high-level overview of evaluation findings on mutual accountability. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.5 Overview: CLE findings on sector dialogue and monitoring and related GPE contributions

PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY FOR SECTOR PROGRESS	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ⁸⁵			
		1	2	3	4
Sector Dialogue: Strong There is a long tradition of effective sector dialogue in Uganda, built on its history of education SWAPs and SBS	Significant Contribution: GPE's decision to provide its ESPDG as on-budget support to the education sector improved sector dialogue				

⁸⁴ This section addresses evaluation questions CEQ 2.1, 2.2 and 2.3, as well as to (cross-cutting) CEQs 3.1 and 3.2.

⁸⁵ For sector dialogue and monitoring, the four underlying assumptions in the country level ToC were: (1) GPE has sufficient *leverage* at global and country levels to influence LEG existence and functioning; (2) country level stakeholders having the *capabilities* to work together to solve education sector issues. (3) Stakeholders have the *opportunities* (resources, time, conducive environment) to do so; (4) stakeholders have the *motivation* (incentives) to do so.

PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY FOR SECTOR PROGRESS	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ⁸⁵			
<p>from 1999-2012. There is strong coordination between development partners, dialogue is effective and frequent with technical leadership in MoES. Dialogue with political leadership in Uganda is challenging, particularly around education sector financing. Fora for the participation of civil society, private sector and teacher associations exist but have weakened.</p>	<p>between MoES and education development partners for the period under review. Building on the former SWAp, the GPE “partnership model” is effective in Uganda, with strong ownership, by both GoU and development partners, for the ESPIG. The GPE Secretariat has made considerable efforts to engage GoU political leadership in policy dialogue on its new funding model.</p>				
<p>Sector Monitoring: Limited Improvement – Joint sector reviews (JSRs) have been held since 1999 in Uganda (where they are known as ESSRs). The quality of education sector monitoring is seen to have deteriorated since the end of SBS in 2012. In the absence of a Joint Assessment Framework, linking sector performance with budget release by DPs, mechanisms for mutual accountability have weakened. The quality of ESSP monitoring frameworks and MoES annual performance reports (APRs) for the sector is low. It is not possible to track the implementation or performance of ESSPs given current monitoring tools. The off-budget contributions of EDPs have been difficult to capture in sector reporting, although there have been some improvements since 2018.</p>	<p>Moderate Contribution:</p> <p>As the largest contributor to the education sector in Uganda since 2014, GPE’s funding-related decision to provide the ESPIG as on-budget support has enhanced mutual accountability in a context where the SWAp ended and most DP support is off-budget.⁸⁶ MoES capacity for monitoring has also been built through UTSEP and its results-based funding modality.</p> <p>At the same time, MoES capacity for monitoring the implementation and performance of ESSPs remains weak, and GPE’s contribution to improvements in the quality of ESSP monitoring frameworks, annual sector reviews and performance reports appears to have been limited.</p>				

⁸⁶ This is relevant to sector monitoring in the sense that much of the annual JSR reporting is related to UTSEP. In a context of mostly off-budget support, and EDP projects that cannot be monitored by the government because no information is available, UTSEP has been a hugely important focus of joint planning, implementation, monitoring and accountability.

Strengths and weaknesses of sector dialogue

Finding 4: There is a long tradition in Uganda of regular and effective sector dialogue between technical leadership in MoES and development partners, grounded in Uganda's history of an education SWAP and SBS. Education sector dialogue with Uganda's political leadership has become more challenging since 2012.

57. With the launch of Uganda's first Education Sector Investment Plan (ESIP) in November 1998, six of the country's lead donors⁸⁷ to education subscribed to a sector-wide approach (SWAp) with funding through sector budget support (SBS). Uganda was one of the earliest torch bearers for this modality. To support the SWAp, structures for joint planning, monitoring, policy dialogue and mutual accountability were established. This included the Education Funding Agencies Group (EFAG) for development partners established in 2000,⁸⁸ while in parallel, MoES established the Education Sector Consultative Committee (ESCC). The EFAG was chaired by a lead donor selected by its members on a rotating basis. The ESCC, chaired by the Permanent Secretary of MoES, included representatives of MoES Departments, the Ministry of Finance, Planning and Economic Development, Parliament, other line ministries, development partners, civil society, the private sector and teacher associations. These two bodies, together with annual Education and Sports Sector Reviews (ESSRs) which began in 1999, promoted coordinated policy dialogue, local ownership and mutual accountability for planning, implementation and monitoring of the ESIP 1998-2003.⁸⁹ ESSRs during this period were held every six months and included government, donors, and other education stakeholders. ESSRs served to confirm the ESIP indicators to be monitored, develop government capacity for monitoring and accountability, monitor agreed targets for key indicators, and jointly negotiate and track progress on 'key undertakings' jointly determined each year to improve ESIP delivery. In moving to SBS and establishing this aid architecture, "...the Uganda education SWAp developed new and solid forms of partnership to enhance effective use of resources available to the education sector."⁹⁰

58. As explained previously,⁹¹ while most donor agencies moved away from on-budget support to education in 2012, the core structures for sector coordination and policy dialogue remain operational today. The EFAG became the Education Development Partners in 2011; meetings are held monthly, chaired by a lead donor named for a two-year term. There are Departmental and Cross-Cutting Working Groups within MoES where more operational issues are discussed and stakeholders outside of government can attend upon invitation.⁹² The ESCC also continues to exist with the same membership; while meetings are to be held every two months, in practice their frequency can vary by year (two meetings were held in 2019 to date). The ESCC makes recommendations to the Top Management Meeting (TMM), the highest decision-making body in the sector, chaired by the Minister and attended by State Ministers to Education, the Permanent Secretary and MoES Department Heads.

⁸⁷ DfiD, World Bank, European Union, USAID, as well as the governments of Ireland and Netherlands all adopted the SBS modality in and around 1998. Canada and Belgium joined SBS subsequently. Other donors to education at the time – Japan, UNICEF, Germany, NORAD, DANIDA, and Italy - maintained project support.

⁸⁸ The principles governing EFAG were agreed with GoU in 2000.

⁸⁹ Eilor, J. (2004). Education and the Sector-wide Approach in Uganda, UNESCO IIEP, pp. 11.

⁹⁰ Ibid. pp.10-12.

⁹¹ See Finding 1 in section 3.1 on Sector Planning for a discussion of how the aid environment in the education sector changed in Uganda around 2012 with the end of SBS.

⁹² The Budget Working Group is not currently active.

59. The Local Education Group (LEG) was established in 2012 at the encouragement of the GPE Secretariat and focused exclusively on GPE-related business. It ran in parallel to the ESCC and was particularly active during the design of UTSEP to ensure broad stakeholder engagement and ownership for the development, validation and monitoring of the ESPIG. The LEG was chaired by MoES, supported by UNICEF (as the GPE coordinating agency), and included broad education stakeholder representation.⁹³ While the ESA of 2019 refers to both the LEG and ESCC, the majority of stakeholders consulted report that the LEG was disbanded and its functions integrated into the mandate of the ESCC around 2017, so as not to detract from or duplicate the work of the ESCC. UNICEF remains the Coordinating Agency for GPE and is tasked with representing GPE interests in the ESCC. The lead donor, currently USAID, is nominated for two years and represents the Education Development Partners. The GPE CA and EDP lead donor work effectively together and are complementary in Uganda.

60. There is a perception among the majority of development partners and non-government stakeholders that the ESCC does not meet with sufficient frequency, and that it is not currently an effective forum to advance sector dialogue on key issues of concern. As a result, bilateral meetings were instituted in 2018, at the urging of the EDP, with a view to increasing the frequency and quality of sector dialogue between MoES and development partners. These meetings are held three times per year, are chaired by the Permanent Secretary of MoES, and are very appreciated by EDPs as a regular opportunity for constructive discussion on key technical issues with MoES. Civil society is not part of these bilateral meetings. Development partners also engage on an individual basis with the Minister and Permanent Secretary of MoES to discuss issues of mutual interest.

61. The country's legacy of an effective SWAp has left behind a high level of ownership and engagement among education stakeholders for coordination and partnership in sector dialogue. Education sector dialogue, at a technical level, is relevant and effective within the EDP and MoES. Two examples of the quality of this engagement are worth noting for the period under review and they both pertain to GPE grant funding:

- **ESPIG Design:** The design of Uganda's ESPIG request in 2012 demonstrated a high level of engagement by LEG members. Initially DPs and civil society felt they were not sufficiently included by the GoU and Supervising Entity (SE) in scoping the ESPIG proposal; this was later corrected at the urging of the FTI Secretariat and DPs through the LEG. During the scoping phase of the ESPIG, there were three issues around which LEG members engaged and sector dialogue was particularly animated and effective. The first was the selection of the funding modality. The FTI Secretariat was initially in favor of a more aligned delivery modality,⁹⁴ but members of the LEG (MoES and DPs) overwhelmingly recommended a project modality with ring-fencing. A compromise was reached and the ESPIG was designed as a results-based funding modality using disbursement-linked indicators (DLIs), with delivery mainstreamed through GoU systems. There was also significant discussion between the SE and members of the LEG on the promotion of national languages in the early-grade reading component of the ESPIG. Despite an impasse between the SE and other DPs on this issue, the matter was eventually resolved through policy dialogue with MoES, and a decision was taken in favor of national languages. Finally, there was lengthy discussion in the LEG and with

⁹³ Including MoES representatives, development partners, civil society, the private sector, teacher unions.

⁹⁴ Source: GPE's QAR 1 Review in 2012, p. 3. "While Uganda has a history of donor use of country systems and aligned funding modalities, the current program proposes use of a ring-fenced project modality. The Secretariat questioned the use of such modality and learned that the MoES and the DPG were overwhelmingly in agreement on the need for a discreet project modality."

MoES on the nature of DLIs for UTSEP, but agreement was eventually reached. While the development of the ESPIG was not without tensions, it was described by stakeholders as a collaborative process, resulting in consensus on the project modality, objectives and key components.⁹⁵

- **ESPIG restructuring:** Sector dialogue around the restructuring of UTSEP in 2016-2017 represented what the majority of stakeholders describe as a major test of the education sector partnership in Uganda. Following a Financial Management Review and Mid-Term Review (MTR) of UTSEP in 2016, procurement delays, financial mis-procurement, and alleged malpractices were identified while significant delays were documented in the school construction component of the project. Positions were polarized following the MTR in September 2016: the World Bank as grant agent (GA) was pushing to cancel up to US\$35 million of the GPE grant, while MoES with other members of the LEG (development partners and civil society) were in favor of setting milestones and timelines for the Ministry before project restructuring was considered.⁹⁶ DfID, as Chair of the EDP, and UNICEF as GPE CA, played significant brokering roles in reaching a compromise acceptable to all parties in the LEG. Tensions between the GA and other members of LEG escalated significantly in December 2016, when the GA produced a draft Aide-Mémoire that did not reflect the LEG agreement from September.⁹⁷ Almost a year of intense policy dialogue ensued at various levels of the education sector partnership.⁹⁸ A compromise was eventually reached in the LEG and endorsed by the GPE Grants and Performance Committee in September 2017.⁹⁹ While the education sector partnership was severely tested during this period, the level of engagement and ownership for results among

⁹⁵ FTI Secretariat QAR Phase 1 Report, May 2012, pp. 8.

⁹⁶ The consensus in the LEG meeting of September 2012 focused on a set of milestones and timelines the MoES must achieve. Achieving the milestones, MoEs would move the project to a rating sufficient to request an extension. Failure to meet the milestones and timelines would trigger either the shifting of resources for component 2 of UTSEP to other activities or the cancellation of the component altogether.

⁹⁷ The consensus in the LEG meeting of September 2016 focused on a set of 17 critical milestones and timelines the MoES must achieve by December 2016. Achieving the milestones, MoEs would move the project to a rating of satisfactory, sufficient to request an extension. Failure to meet the milestones and timelines would trigger either the shifting of resources for component 2 of UTSEP to other activities or the cancellation of the component altogether. In December 2016, the GA presented a draft Aide Memoire to the LEG and GoU which proposed fundamental restructuring of component 2 (reduction of schools and funds), the addition of a DLI and a focus on better quality delivery of activities under components 1 and 3 of the UTSEP project. The GA raised fiduciary concerns as well as the significant costs associated with ongoing supervision of the project. The majority of EDPs and the GoU did not feel that the draft AM reflected the agreement reached at the September 2016 meeting, that it did not adequately recognize that the 17 critical conditions had been met by the Gou (albeit with delays) nor sufficiently take into account the project's operating environment which had a bearing on implementation delays for the construction component. Tensions were high and positions entrenched in a meeting of the LEG of January 17, 2017. The GPE Secretariat position recognized the fiduciary and safeguard management concerns of the GA (given the number of INT referrals and allegations of mismanagement in the media) and the high supervision costs of the project, and was committed to find a solution acceptable to all parties, which would enable the project to achieve its development objectives (source: LEG meeting minutes, January 17, 2017).

⁹⁸ Policy dialogue took place within LEG meetings, in meetings and correspondence between the GPE Secretariat and World Bank TTL, Country Director and headquarters. Meetings were also organized between GPE and the Minister of Education as well as between lead donors in the EDP (GPE Secretariat, UNICEF, DfID, USAID and WB) and the Minister in 2017.

⁹⁹ Correspondence dated September 14, 2017 from Country Support team Manager of GPE Secretariat to Country Manager of World Bank in Uganda.

LEG members and MoES was impressive; all stakeholders involved point to this process as a very positive example of effective and coordinated policy dialogue.

62. Despite considerable strengths in sector dialogue, important limitations were noted during the period under review:

- Sector dialogue with the country's political leadership, in education and at higher levels of government, is very challenging; opportunities for dialogue with political leadership in Uganda are limited and discussions are politically sensitive,¹⁰⁰ particularly with regard to the level of domestic investment in the sector. As seen in the findings in the Planning section above, education is a lesser priority for Uganda's political leaders today, and the influence of traditional development partners diminished during the period under review.
- Mutual accountability in the education sector is seen to have suffered since DPs moved to off-budget support. As one observer in Uganda explained, "The current situation is that MoES does its thing, and most donors do their thing." Development partners do not provide complete details on their project budgets or results to MoES while the Ministry feels less compelled to respond to accountability concerns expressed by the EDPs (this is further discussed in findings on Sector Monitoring below).
- Non-government stakeholders in education (civil society, private sector and teachers' unions) feel the spaces to voice their opinions are diminishing. Non-State actors can present their views in the ESCC, ESSRs and Department Working Groups (if invited), but the LEG has been disbanded, discussions within the ESCC are described as less regular, formal and constrained, and bilateral meetings with the PS are only open to DPs.

Strengths and weaknesses of sector monitoring

Finding 5: There is a perception that sector monitoring and mutual accountability have deteriorated since the end of the SWAp in 2012. While Uganda has conducted annual education and sports sector reviews (ESSRs) since at least 1999, mechanisms for mutual accountability are weaker today, EMIS data remains unreliable, and MoES annual performance reporting does not facilitate the tracking of ESSP implementation.

MUTUAL ACCOUNTABILITY FRAMEWORKS AND REPORTING

63. Uganda developed a strong framework for sector monitoring and mutual accountability during the era of the SWAp, sector and general budget support. Annual education sector reviews, involving government, development partners and civil society, began in 1999. From 2007, the GoU and development partners developed a Joint Assessment Framework (JAF) which was designed to monitor sector-specific and cross-cutting indicators and targets, under the Joint Budget Support Framework (JBSF) agreed between GoU and development partners. An assessment of JAF was published annually by JBSF Development Partners as a narrative response to the Government Annual Performance Report (APR). The annual JAF Assessment rated government performance against the JAF indicator matrix and discussed discrepancies between JAF and APR performance reporting. Based on several sources of data analysis (the annual JAF assessment, the Education and Sports Sector Annual Performance Reports (ESSAPR), the joint

¹⁰⁰ The majority of EDPs reported that dialogue with political leadership in MoEs and GOU, with regard to education sector financing, was both sensitive and challenging.

ESSR field mission report and discussions during the ESSR workshop), MoES developed an Aide-Mémoire and identified joint undertakings¹⁰¹ for the year ahead on the basis of consultation with all sector stakeholders.¹⁰² Collective monitoring each year of progress on joint undertakings triggered the release of funds by development partners to MoES. The majority of stakeholders interviewed (from government, civil society and development partners) described these mechanisms for mutual accountability prior to 2012 as very effective means of monitoring and accounting for sector performance, while focusing policy dialogue on key sector challenges.

64. Before 2012, joint undertakings addressed strategic issues and key sector challenges¹⁰³ and were also accompanied with detailed activities, responsibilities and timeframes for their implementation. After 2012, the quality of the Aide-Mémoire declined, and joint undertakings changed. Since 2015,¹⁰⁴ there has been little explicit link made between the challenges identified in annual reporting on sector progress and the selection of joint undertakings,¹⁰⁵ the latter generally involving key education outcomes indicators (improved retention in primary education or improved learning proficiency) or the achievement of outputs (number of classrooms constructed, number of teachers trained, etc.), most of which were already planned as part of existing projects and programs.¹⁰⁶ While the implementation of joint undertakings has been reported from year to year, no analysis is provided as to what was and was not achieved, why, or the implications for sector performance or planning going forward. Where joint undertakings before 2012 focused dialogue and follow-up action on key sector challenges and bottlenecks based on collective stakeholder input, the impression today is that joint undertakings are either too high level to be achieved or too operational to be meaningful. They are not seen to be promoting more strategic sector dialogue or performance reporting.

65. The ESSP 2010-2015 was designed under the SWAp. When donors went off-budget, it was unclear how the relationship between EDPs and MoES should change and what mutual accountability should look like.¹⁰⁷ In the absence of the JBSF/JAF for policy dialogue and a link between joint undertakings and budget release, education stakeholders had to rely on the ESSP 2010-2015 results framework, which was quite weak as an accountability mechanism. The ESSP included both a Policy Matrix and Draft Monitoring

¹⁰¹ “Joint Undertakings” is a coined term in Uganda, and it refers to recommendations or priority actions that were agreed to jointly after each annual education sector review. In the spirit of mutual accountability, joint undertakings refer to actions that government or development partners were accountable to undertake within the following year. These joint undertakings were jointly monitored by MoES, EDPs and other education stakeholders through the ESCC and ESSRs. This was the process in theory. Stakeholders report that it worked reasonably well until the SAWP ended and investment went off-budget.

¹⁰² Sources: Assessment of JAF 5, JBSF-DPs (May 2014); interviews with EDPs in Uganda; Joint EDP Report on the Education sector M & E System (undated).

¹⁰³ Examples include teacher absenteeism, shortage of teachers, inadequate capacity of school management committees, etc.

¹⁰⁴ This assessment focuses on Aide-Mémoire as of 2015. The Aide-Mémoire from 2011/2012 did not address sector progress but was focused only on a discussion of the concept paper for accessing GPE ESPIG funding. The Aide-Memoires from 2013 and 2014 were unavailable to the evaluators.

¹⁰⁵ Since 2015, the Aide-Mémoire has made a distinction between Critical Undertakings (linked to improved enrolment, learning outcomes, equity, etc.) and Process Undertakings (activities, outputs).

¹⁰⁶ Aide-Memoires from ESSRs of 2016, 2017, 2018 include Critical Undertakings (key outcome and impact indicators for the sector)

¹⁰⁷ Assessment of JAF 5 by JBSF-DP, May 2014, pp.11.

Indicators and Outcome Targets.¹⁰⁸ The Policy Matrix included a long list of activities such as “support education in conflict areas” or “improve school hygiene and sanitation” with no further operations details, targets, timelines or associated budgets provided. The Draft Monitoring Indicators and Outcome Targets focused on high-level outcome areas¹⁰⁹ including indicators with annual targets for the five years of the plan. In the ESSAPRs, however, the Policy Matrix is not referred to or reported against and the Monitoring Indicators and Outcome Targets are only partially reported against – indicator reporting varies from year to year so no aggregation or roll-up for the ESSP implementation period is possible. For example, there is no consistent, annual reporting on learning outcomes, pupil: teacher or pupil: classroom ratios. In addition, where key indicators are reported, the annual targets laid out in the ESSP Draft Monitoring Framework are never referred to or reported against. In short, it is impossible to track this ESSP’s implementation progress by linking the plan’s objectives to activities undertaken, budgets released, outputs delivered, or outcome indicator targets achieved.

66. Monitoring the implementation of the ESSP 2017-2020 is no easier. The sector plan included a list of Key Development Indicators and Targets¹¹⁰ which were quite similar to those included in the draft Monitoring Indicators and Outcome Targets of the previous ESSP. In the ESSAPR of 2018 (which is the only ESSAPR approved since the implementation of ESSP 2017-2020 began), however, the Key Development Indicators and Targets are not consistently reported against. The ESSAPR from 2018 reports largely against output and process indicators,¹¹¹ with no reference to the ESSP objectives, key interventions or indicator targets. What is reported on in ESSAPRs during the period under review changes from one year to the next so data cannot be aggregated or rolled up to assess overall ESSP performance over time. The ESSAPR of 2018 does not link activities undertaken, outputs achieved, and budgets released. Together, all of these factors make it virtually impossible to track progress in the implementation of ESSP 2017-2020.

ANNUAL EDUCATION AND SPORTS SECTOR REVIEWS (ESSRs)

67. GPE has quality criteria for joint sector reviews (JSRs) which are known as Education and Sports Sector Reviews (ESSRs) in Uganda. Annual ESSRs began in Uganda with SBS in 1999. They have always been participatory, including representation by MoES, line ministries, Ministry of Finance, Planning and Economic Development (MoFPED), Parliament, District Local Governments, local authorities, EDPs, civil society representatives, private providers and representatives of education institutions. Before 2012, ESSR discussions focused on progress against JAF indicators and joint undertakings. After 2013, the quality of dialogue through ESSRs is seen to have deteriorated and is not seen to have changed in any appreciable way since then,¹¹² with the exception of slight modifications to length and timing. Up to 2015, annual ESSRs included joint field visits and field visit reports, followed by three days of workshops. Today, there

¹⁰⁸ There is mention of a Joint Assessment Framework for ESSP 2010-2015 but it is not available to the evaluators and, with the end of SBS in 2012, the JAF does not appear to have been used for monitoring the sector plan.

¹⁰⁹ Examples of results areas included drop-out rates, grade repetition, learning achievement, survival to grade 5, pupil: teacher and classroom ratios, etc.

¹¹⁰ MoES ESSP 2017-2020, pp.25-27.

¹¹¹ These included number of teachers trained, delivery of capitation grants and scholarships, licensing of private schools, training school leadership, etc. The output and processor indicators reported on in ESSAPRs during the period under review.

¹¹² As explained in findings in sections on sector planning and sector dialogue above, sector dialogue is seen to have generally deteriorated since 2010, and this would include dialogue during annual education sector reviews. Various factors have been cited above to explain why sector dialogue has deteriorated since 2010: the end of the SWAP and the move to off-budget support by most EDPs; the end of the joint budget support framework; the identification of new sources of revenue for GoU which lessened dependence on EDPs and accommodation to their accountability concerns by GoU; the reduced priority given to the education sector by GoU; etc.

is no joint field visit preceding the workshop meetings, which have been reduced to less than two days. In 2016, the timing of the annual ESSR workshop was realigned to support the education planning and budgeting cycle. Finally, in 2018, the workshop format was changed slightly to include some small group discussion by sub-sector rather than using only plenary sessions. Table 3.6 below examines GPE Results Framework ratings of annual ESSRs for 2015 and 2016.

Table 3.6 *ESSRs in Uganda and JSR quality standards as defined by GPE (indicator 18)*

JSR QUALITY STANDARDS ¹¹³	GPE RF SCORE ¹¹⁴		EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G., JSR REPORTS, ESA, ETC.) AND CONSULTED STAKEHOLDERS
	2015	2016	
Participatory and inclusive	Yes	No	<ul style="list-style-type: none"> Annual ESSRs are participatory. There are up to 300 participants each year from government, development partners, civil society, the private sector and teacher associations/unions. It is unclear why the GPE Secretariat felt this criterion was not achieved in 2016.
Evidence-based	No	No	<ul style="list-style-type: none"> There is broad consensus among all stakeholders interviewed in Uganda that EMIS data is incomplete and unreliable. The annual school census that provides enrolment, data, among other indicators, has not been undertaken since 2017 as it was seen as unreliable and the response rate was low. The tools and systems for school census data collection are currently under review while a School Mapping List is being finalized. Details on off-budget support (a large proportion of the sector investment budget) have only been included in ESSAPRs and ESSRs since 2018, and this data provided by DPs is not yet complete.
Comprehensive	Yes	No	<ul style="list-style-type: none"> The ESSAPRs and Aide-Mémoires do not report on non-formal education and adult literacy while incomplete data regarding off-budget support has been included in ESSAPRs only since 2018.
Aligned with shared policy frameworks	n/a	n/a	
A monitoring tool	Yes	No	<ul style="list-style-type: none"> It is unclear why the ESSR received a positive score in 2015. ESSP 2010-2015 had three monitoring frameworks (Policy Matrix, Monitoring Framework and Joint Assessment Framework) none of which were fully reported against. The Policy Matrix included no indicators targets or budget information. The monitoring framework included only outcome and impact indicators which were not consistently tracked. It is not possible to link ESSP objectives to activities, outputs and budgets in ESSAPRs, in order to determine what was planned each FY, against what actually was implemented. ESSP 2017-2020 included a costed action plan by activity and FY, a Costing and Financing Framework, and outcome and impact-level indicators with related targets. However, there was a funding gap

¹¹³ The five JSR quality standards scored by GPE's RF indicator 18 are: (a) participatory and inclusive; (b) evidence-based; (c) comprehensive; (d) a monitoring instrument; and (e) anchored into effective policy cycle (Global Partnership for Education (GPE). "Results Framework Indicators: Methodological Briefs," June 2017, pp. 47). The five dimensions of an effective JSR outlined in GPE's guidelines for effective JSRs are: (a) inclusive and participatory; (b) aligned with shared policy frameworks; (c) evidence-based; (d) a monitoring tool; and (e) an instrument for change embedded effectively into a policy cycle (Global Partnership for Education (GPE, September 2018, pp. 20). Table 3.6 lists six criteria to capture both sets of standards, which overlap on all but one dimension.

¹¹⁴ All GPE RF scores for indicator 18 received a zero from the GPE Secretariat in 2016. This differs markedly from the 2015 scores, while the quality of ESSAPRs appear similar for these two fiscal years from the perspective of the evaluator. It is unclear why the GPE RF scoring was so different between 2015 and 2016.

JSR QUALITY STANDARDS ¹¹³	GPE RF SCORE ¹¹⁴		EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G., JSR REPORTS, ESA, ETC.) AND CONSULTED STAKEHOLDERS
	2015	2016	
			of 57% for the ESSP with only 42 out of 83 planned interventions fully funded. As a result, tracking planned to actual interventions and execution rates was problematic from the start of the ESSP.
An instrument for change anchored in an effective policy cycle	No	No	<ul style="list-style-type: none"> The timing of ESSRs was changed in 2016 to support the education sector planning and budget cycle. However, producing the ESSAPRs and Aide-Mémoire is often delayed by MoES departments, as they do not provide data or report in a timely fashion. The number of participants, the quality of reporting and discussion (mostly in plenary) at annual sector reviews does not lend itself to decision-making according to stakeholders. Joint undertakings since 2012 are no longer perceived to be focusing sector dialogue and follow-up action on key challenges and bottlenecks.

EMIS STRENGTHS AND CHALLENGES

68. Table 3.7 provides an overview of the strengths and weaknesses of EMIS in Uganda for the period under review, from the perspective of data quality, use of data and the influencing factors that underpin the effectiveness of the monitoring system.

Table 3.7 *Assessment of Strengths and Weaknesses of EMIS in Uganda¹¹⁵*

CRITERIA	EVALUATOR ASSESSMENT BASED ON DOCUMENTS REVIEWED AND STAKEHOLDERS CONSULTED
Data Quality	<ul style="list-style-type: none"> There is broad consensus among all stakeholders interviewed that EMIS data is unreliable. This is also reflected in the findings of the ESSP independent appraisal reports of 2010 and 2018. The annual school census (ASC), which is the foundation of EMIS, has not been undertaken since 2017 (based on data from the 2016 academic year) because of problems in the reliability of data, the quality of the tools and transparency of processes used for data collection. The ASC was a paper survey, filled in by head teachers, with completed surveys sent to and entered manually at MoES. It was accompanied by a rapid head count for validation purposes. The response rate for the ASC was very low and enrolment rates were often inflated to increase school capitation grants. Private schools (which make up a majority of academic institutions) did not participate often and/or are not yet registered or licensed by GoU, thus remaining invisible to government. A School Mapping exercise is underway to determine the number and location of existing academic institutions. The process and tools for the ASC have been revised and a new census will be undertaken in 2020 once the School Mapping is finalized. These processes have been supported by development partners (DfID and GPE through UTSEP). While the GoU had committed resources for the new school survey in 2019-

¹¹⁵ It is not possible to undertake an analysis of EMIS in Uganda using the SABER framework. There was no available documentation providing a thorough analysis of EMIS strengths and weaknesses in Uganda. Instead a simplified assessment framework has been applied to EMIS. This analysis is based on stakeholder interviews during the CLE mission, and select document review which included brief references to EMIS (*Sources*: ESSP appraisal reports, ESSAPRs, and ESSR Aide- Memoires).

CRITERIA	EVALUATOR ASSESSMENT BASED ON DOCUMENTS REVIEWED AND STAKEHOLDERS CONSULTED
	<p>2020, it is unclear whether these resources will be forthcoming, and whether the data collection can be completed before the end of UTSEP in March 2020.</p> <ul style="list-style-type: none"> • There is general agreement that a lot of education data is being collected and analyzed in the education sector (by MoES, by MoFPED, EDPs, civil society) but initiatives do not complement, validate or build on one another. Key development indicators of ESSP 2017-2020, SDG indicators, and UNESCO Institute for Statistics (UIS) are not systematically reported against, often for lack of data or delays in its availability. When indicators are reported on by MoES, it is mostly output data and the reliability of outcome data is questioned by stakeholders outside of government. The majority of education stakeholders noted that in order to track education sector progress, they regularly cross-check and compare GoU education administration data against independent sources (Uwezo, World Bank, OECD etc.). • There is general satisfaction with the content of the recent Education Sector Analysis of 2019. GoU data sources (EMIS from 2010-2017; the National Household Survey from 2012-13; Education Abstracts produced by MoES, ESSAPRs) are validated against external data sources (World Bank, Uwezo, OECD for example) and the implications of discrepancies are discussed. There was discussion between GoU and development partners concerning the quality and sources of data reported in the ESA, and some areas of the report were modified at the Government's request.
Data Use for Decision-making	<ul style="list-style-type: none"> • Computerized data management systems, developed over the years with support from various donors (EduTrack, EMIS, District EMIS, e-inspection, etc.), do not interface and do not integrate all education administrative data. EMIS only covers the school census data and is currently housed in a data base on a web-enabled LAN that is available only to certain departments within MoES and in Kampala only. EMIS does not interface with any other data base or system within MoES or GoU. EMIS data can only be accessed by the Department of Policy Analysis and Planning in MoES and data is shared based on documents they prepare (Education Abstracts, ESSAPRs, Aide-Mémoires, etc.). DfID is currently assisting MoES to develop a performance dashboard to inform TMM meetings and to support high-level decision-making. Generally, however, timely data is not available to the majority of education stakeholders and is not regularly used for decision-making. • As mentioned in the Planning Section above, the evidence base informing education sector planning from 2010-2017 was considered very weak, outdated and unreliable. The country has just produced its first ESA which is meant to inform ESSP development. • Annual Aide-Mémoires present a long list of Critical and Process Undertakings each year, organized by sub-sector and MoES Department. These are tracked and progress is reported on each year. In this sense, ESSRs and Aides-Memoires are producing data which then informs action. However, most sector data collection and reporting are focused at an activity or output level (training teachers, building classrooms), based on annual MOES workplans. It does not appear that data is effectively tracking implementation of ESSP objectives or fueling analysis, discussion or decision-making with regard to key sector achievements, bottlenecks or challenges.
Influencing Factors	<ul style="list-style-type: none"> • There has been assistance from development partners in EMIS and education administrative statistics over the years. UNESCO installed Stat/Edu in 2000. From 2009 to 2014, USAID supported two initiatives for technology and data base development related to EMIS and District EMIS. UNICEF also supported EduTrack. GPE, through UTSEP, partially developed an e-inspection system that established a data base at the Directorate of Education Standards (DES) and provided district inspectors with tablets

CRITERIA	EVALUATOR ASSESSMENT BASED ON DOCUMENTS REVIEWED AND STAKEHOLDERS CONSULTED
	<p>to report electronically on school inspections. The DES data base does not yet communicate with EMIS or district level actors.¹¹⁶ GPE will also be supporting the new school census in 2020. Currently DfID is supporting the school mapping exercise as well as a pilot effort in 60 schools to monitor teacher effectiveness using mobile phones. A new monthly reporting system (dashboards) is also being developed for the Top Management Meeting at MoES with DfID support. Development partners have also consistently supported regular learning assessments through the National Assessment of Progress in Education (NAPE) since at least 2008.¹¹⁷ With the exception of LAS, which has been more consistent over time, DP support to education administrative data systems appears to have been relatively uncoordinated, partial and piece-meal to date. GoU investment in education data management systems has been negligible.</p> <ul style="list-style-type: none"> • MoES representatives observe that donor funding to EMIS and MoES administrative data focused only on one component – technology. Capacity building for staff at MoES focused on front end use, so MoES cannot develop or adapt the current system to evolving needs. The support to date has also ignored strengthening systems related to how data is collected, cleaned, entered, used or disseminated. Rather than a web-enabled LAN, the Ministry needs an open, web-based server but there is no domestic funding available to support this. • GoU has not made education sector data and evidence-based decision-making a priority. There are only four staff members in the Department of Statistics at MoES responsible for collecting and managing data on 50,000 academic institutions. Data collection, cleaning, and entry is manually undertaken including the school census. While the GoU makes budget plans that include the development of and support for EMIS, funding can be diverted to other priorities unexpectedly. According to some stakeholders, this is the case with the government share of resources necessary for the new school census.

GPE contributions to sector dialogue and monitoring

Finding 6: GPE has made significant contributions to improved sector dialogue for the period under review. GPE has made a moderate and more recent contribution to the improvement of sector monitoring.

69. GPE has employed several financial and non-financial mechanisms to support sector dialogue and monitoring in Uganda. Table 3.8 provides an overview of these mechanisms, grouped by whether they have made significant, moderately significant or insignificant contributions to mutual accountability. This grouping is indicative and does not constitute a formal score.

¹¹⁶ The plans for this component were significantly scaled when UTSEP was restructured in 2016-2017.

¹¹⁷ NAPE was created in 1996. The World Bank funded national learning assessments from 2008-2014 and GPE, through UTSEP, supported NAPE and early-grade reading assessments from 2015-2018.

Table 3.8 *Observable GPE contribution to mutual accountability*

SIGNIFICANT CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<p>ESPIG funding: The size, timing and modality chosen for GPE’s investment in the education sector was the most significant contribution to sector dialogue, sector monitoring and mutual accountability in Uganda during the period under review. At a very tense time in Uganda’s relationships with traditional DPs, GPE took a risk and signaled ongoing confidence in GoU when it selected to mainstream its investment on-budget and through government systems. All members of the EDP group agree that without GPE and its on-budget support, sector dialogue would not be as constructive or open as it is today, and that EDP would not have access to the level of MoES information or regular opportunities to access senior technical leadership that it presently enjoys.</p> <p>ESPDG 2018 funding: ESSPs before 2018 lacked an adequate evidence base or an appropriate process to involve all education stakeholders in the development and collective analysis to inform sector planning. It is only with support through the ESPDG that an ESA has been conducted. GPE’s grant to ESA development was leveraged to influence the Government of Norway and GoU to provide additional resources to the ESA and ESSP process.</p> <p>Grant agent for ESPDG: UNICEF, as the GA for the ESPDG since 2018, is perceived as very adept at negotiating tensions between the MoES and EDP Group around the ESA and ESSP development processes (including resistance to hiring external consultants, the inclusion of triangulated data sources, delays in the production of the report, the timing of consultations, and revisions to the report).</p> <p>Policy dialogue from GPE Secretariat: Since 2016, the GPE Secretariat and the Chair of the GPE Board have made considerable efforts to engage in policy dialogue with senior technical leadership and the Ministers of Education and Finance around the GPE funding requirements, with a particular focus on the need to increase domestic funding to the education sector. This dialogue has been multi-pronged and coordinated through the EDP, using the prospect of new ESPIG funding as leverage. The GPE Secretariat was also perceived as effective in supporting sector dialogue to achieve a compromise, both in Uganda and through headquarters in Washington DC, during the restructuring of UTSEP in 2016-2017, when the impasse between the GA and other LEG members was most acute (see Implementation Section 3.5 on the restructuring of UTSEP in 2015-2016).</p>
MODERATE CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<p>GPE guidelines and tools: There is an evenly divided difference of opinion in Uganda regarding the new GPE guidelines and tools for education sector analysis and planning. Some stakeholders perceive the planning tools as useful in developing a more structured process for data analysis and consultation and a more comprehensive sector plan. Other stakeholders expressed the view that the guidelines were overly complicated for the needs of Uganda, resulting in a process which was rushed, costly and overly dependent on external consultants, rather than focused on developing local capacity.</p> <p>GPE Secretariat support to sector monitoring: Consulted stakeholders had a difference of opinion on GPE Secretariat contributions to sector monitoring. Some stakeholders feel that the GPE Secretariat very appropriately left local stakeholders to review and address the quality of sector monitoring. Other stakeholders feel that the GPE Secretariat should be more involved in ensuring appropriate monitoring and evaluation of the ESSP – by requiring effective monitoring frameworks in sector plans, supporting evaluation of the performance of ESPs (above and beyond annual monitoring of implementation progress), and using ESPIG funding to support EMIS and M&E capacity building within MoES.</p>
LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<p>Civil Society Education Fund (CSEF) funding: The Forum for Education NGOs in Uganda (FENU) is a member of the ESCC and participates in all major education sector dialogue. However, FENU refused CSEF funding from 2010 to 2016 on the grounds that, by working through continental and regional CSO networks, GPE was expending too much of CSEF resources on multiple layers of administration, which were not seen to be producing tangible results. In 2016-17, FENU accepted GPE grant funding through CSEF, which helped organize a dialogue with faith-based organizations and churches involved in the delivery of education in Uganda. The results of this initiative are not known.</p>

Additional factors beyond GPE support

70. Additional **positive** factors beyond GPE support include: (a) history of SWAp and SBS in Uganda which ensured effective aid architecture and mechanisms for mutual accountability around the education sector plan; and (b) the JBSF, Budget Framework Reports, NDP, SDGs, and other national and international initiatives which have promoted greater accountability in Uganda.

71. Additional **negative** factors which limited the basis for mutual accountability between sector stakeholders include: (a) lack of political will to increase investment in and accountability for education sector performance; (b) shifting GoU priorities away from education; (c) DPs shifting to project modalities resulting in reduced transparency in external assistance and reduced leverage for policy dialogue and mutual accountability.

72. There were no perceived unintended effects of GPE's support in Uganda related to sector dialogue or monitoring.

Implications for GPE's ToC and Operational Model

Finding 7: Uganda has a long-established tradition of coordinated education sector partnership and dialogue. GPE was able to build on this tradition and improve education sector dialogue and mutual accountability among EDPs, CSOs and MoES staff, given the timing, size and modality of its ESPIG.

73. Available evidence suggests that two of the four assumptions about sector dialogue and sector monitoring underlying the GPE country-level ToC (Appendix II) **held true** during the 2010-2019 review period. These were assumption (1) GPE has sufficient *leverage* at global and country levels to influence the LEG's existence and functioning; and (2) country-level stakeholders have the *capabilities* to work together to solve education sector issues. GPE arrived in a country context where mechanisms for effective policy dialogue were strong but where the framework for mutual accountability was breaking down with the end of SBS. Because of its timing, its size, its national coverage and its delivery modality (on-budget, using government systems), there was a high degree of ownership for the ESPIG by MoES, providing GPE considerable influence in the education sector. Because of previous experience with SBS, there were functional coordination mechanisms and high levels of ownership for the ESPIG by all education stakeholders, who rallied around its design, monitoring and restructuring as opportunities to engage with MoES on sector priorities and challenges. Off-budget DPs credit GPE and the ESPIG with providing them improved access to and dialogue with MoES after 2012. As a result, the ESPIG essentially replaced the former SWAp as the focus of dialogue and mutual accountability between MoES, EDPs and other education stakeholders during the period under review. The new GPE ESPIG funding request is also seen, by all EDPs consulted, as the most important leverage currently to influence policy dialogue with GoU around its investment in education.

74. Two assumptions were found to have **held partially true** in the context of Uganda; these were assumptions: (3) stakeholders have the *opportunities* (resources, time, conducive environment) to work together to solve education sector issues; and (4) stakeholders have the *motivation* (incentives) to do work together to solve education sector issues. Stakeholders at a technical level in MoES have the motivation, opportunities, time and resources to engage with EDPs and other education stakeholders to work together. There are multiple forums and mechanisms to ensure this level of coordination and there is agreement between stakeholders on the quality of constructive dialogue at a technical level. These assumptions held only partially true because the current environment is not conducive to frequent or open exchange with political leadership. Education is not a political priority at this time in Uganda, there is limited motivation by Uganda's ruling elite to invest the resources required to fully implement the ESSP,

and limited staffing within MoES to monitor and report on appropriately on ESSP implementation and sector performance.

75. The GPE model worked particularly well in Uganda because of the pre-conditions and particularities of the country context. GPE took a strategic risk in the size of its grant and the choice of modality at a time when other DPs were turning away from the GoU. It was, however, the strength of the pre-existing education sector partnership (particularly the EDP) that enabled stakeholders to seize the opportunity GPE provided and use the GPE ESPIG as a vehicle to renew sector dialogue and some form of mutual accountability. While the CA, GA and CL made important contributions to sector dialogue, they were not driving this process, but rather were participants alongside other, very active and influential education stakeholders in the local education sector partnership. Different from all other countries explored through CLEs, consulted stakeholders in Uganda – from government to DPs to civil society – consistently claimed ‘we are GPE’.

3.4 GPE contributions to sector financing¹¹⁸

Overview

76. This section addresses the following evaluation questions:

- Have domestic or international education financing changed during the review period, in terms of either quantity or quality? If so, how and why? (CEQ 1.5)
- Has GPE contributed to observed changes in sector financing? If so, how and why? (CEQ 1.6) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)
- What other factors contributed to observed changes in sector financing? (CEQ 3.1)
- Going forward, what are implications of findings for the GPE ToC/operational model? (Key Question IV)

77. A high-level overview of evaluation findings on sector financing and related GPE contributions is provided in Table 3.9.

¹¹⁸ This section addresses evaluation questions CEQ 1.5 and 1.6, as well as to (cross-cutting) CEQs 3.1 and 3.2.

Table 3.9 Overview: CLE findings on sector financing and related likelihood of GPE contributions from 2011-2019

PROGRESS MADE TOWARDS MORE/BETTER EDUCATION SECTOR FINANCING					LIKELIHOOD ¹¹⁹ OF GPE CONTRIBUTIONS TO: ¹²⁰			UNDERLYING ASSUMPTIONS APPLIED? ¹²¹	
TOTAL DOMESTIC EDUCATION EXPENDITURE	EDUCATION SHARE OF DOMESTIC BUDGET	MET 20% GOAL? ¹²²	TOTAL INTL. EDUCATION FINANCING TO COUNTRY	QUALITY OF INTL. FINANCING	SHARE OF DOMESTIC FINANCING	AMOUNT OF INTL. FINANCING	QUALITY OF INTL. SECTOR FINANCING	GPE INFLUENCE ON DOMESTIC FINANCE	CONTEXT PERMITS IMPROVED DOMESTIC OR ODA
Modest increase: 67% (inflation-adjusted) between 2011-2017	Decrease from 16.8% to 10.3% (2011-2019)	Not met	Stable, fluctuating between US\$97 million and US\$111 million (2008-2017). Share of education ODA to total ODA declined from 9.3% to 5.2% (2010-2017)	Deterioration due to donors moving away from budget support towards project modality	Low	Moderate	Some improvement with use of on-budget project modality	1	2

Characteristics of sector financing during review period

Domestic financing

¹¹⁹ Note that, different from similar tables in previous chapters, the summary focuses on the 'likelihood' rather than the 'degree' of GPE contributions. This reflects the nature of the respective change processes, which make it difficult to elicit evidence on direct links between GPE support and observed changes.

¹²⁰ Assessment is based on (i) existence/absence of positive change in respective area; (ii) stakeholder views on likelihood of GPE support/funding criteria having influenced domestic or international funding decisions; (iii) absence or existence of additional factors that are as/more likely than GPE support to explain noted trends.

¹²¹ For sector financing, the two underlying assumptions in the country level ToC were: (1) GPE has sufficient *leverage* to influence the amount and quality of domestic education sector financing, and (2) *External (contextual) factors* permit national and international stakeholders to increase/improve the quality of sector financing.

¹²² One of GPE's ESPIG funding requirements is that 20% of government expenditure be invested in education, or that government expenditure on education shows an increase toward the 20% threshold.

Finding 8: Although domestic education financing has increased in absolute terms in Uganda, the share of education financing as a percentage of GDP as well as spending per student remain below the average for sub-Saharan African countries. Expenditure on education as a share of total public spending has steadily declined since 2011 and remains far from the 20 percent benchmark.

78. **Domestic financing for education** in Uganda has increased in nominal and inflation adjusted terms. From 2011-2017, the total education budget increased from UGX 1,246 billion to UGX 3,081 billion, an increase of 147 percent. When adjusted for inflation, the increase was more modest, representing a 67 percent increase (see Table 3.10). This is attributable to an overall increase in the global budget as a result of strong economic growth in the last few years.

79. Relative investments in education, however, remain low. **Education spending as a percentage of GDP** averaged 2.6 percent over the review period, which is lower than the international standard of 4-6 percent. Per student spending on education in Uganda is also low at 6.9 percent of GDP per capita at the primary level and 15.5 percent at the secondary level. This is much lower than the average for sub-Saharan Africa of 12.2 percent for primary and 24 percent for secondary.¹²³

Table 3.10 Domestic education expenditure in Uganda (2011-2019)

CATEGORY	2011	2012	2013	2014	2015	2016	2017	2018	2019	TREND
Total domestic education expenditure, in inflation adjusted UGX (billions) ¹²⁴	1849	1860	1871	2223	2150	2292	2233	2507	3081	Up
Education expenditure as share of GDP, % ¹²⁵	3.04	2.48	2.21	2.25	2.77	2.39	2.94	2.71	n/a	Down, then up
Per capita domestic education expenditure (UGX billions per millions of people) ¹²⁶	55.1	53.7	52.4	60.2	56.3	57.9	54.2	58.7	69.6	Down, then up
Education share of total government expenditure, % ¹²⁷	16.8	14.7	14.6	13.5	13.4	11.8	11.1	11.4	10.3	Down
Share of primary education in total domestic education expenditure, % ¹²⁸	56.9	58.0	57.2	59.2	53.9	50.2	51.3	n/a	n/a	Up then down
Share of domestic expenditure that is recurrent, % ¹²⁹	n/a	n/a	90.5	87.4	89.9	90.7	92.4	90.2	90.9	stable

¹²³ As a comparison, per student spending as a percentage of GDP at the primary level is 9.3 percent in Tanzania, 11 percent in Kenya and 19.4 percent in Burkina Faso, while at the secondary level, per student spending is 29.8 percent in Tanzania and 31.3 percent in Kenya. *Source:* ESSA 2019

¹²⁴ Data obtained from MoFPED Budget Framework Papers for the Education Sector and MoFPED website (www.budget.go.ug). Currency was adjusted for inflation using 2019 reference base year.

¹²⁵ Data from UNESCO-UIS and ESSR Aide-Memoires (2015-2018)

¹²⁶ Based on calculations by author. Population data obtained from <https://www.worldometers.info/world-population/uganda-population/> (accessed November 2019).

¹²⁷ Data from the GPE ESPIG application (2011-2013), the ESSP 2017-2020 (2013-2017), and the 2019 ESSA (2018-2019)

¹²⁸ Data from UNESCO-UIS and ESSR Aide-Memoires (2015-2018)

¹²⁹ Data from UNESCO-UIS and MoFPED budget dashboard

80. In relative terms, the **share of education expenditure** as a percentage of total public expenditure steadily declined over the review period, from 16.8 percent to 11.4 percent between 2011 and 2018, and government projections show a further decrease to 10.3 percent for fiscal year 2019/20. MoFPED data for approved budget allocations to the education sector show a similar decrease from 9.7 percent of the total budget (FY 2015/16) to 8.4 percent (FY 2019/20) (see Table 3.11 below).¹³⁰ Overall, education sector allocations remain far below the 20 percent target and the average for sub-Saharan Africa of 16 percent.

81. In comparison to other key sectors for the 2015/16 and 2019/20 period, only energy and natural resource development shows a similar decline in relative budget allocation (Table 3.11). The decline in the resource allocation for education can be attributed to a shift in government priorities, despite the government of Uganda's stated commitment to increasing education spending.¹³¹ In response to donor concern around this issue, the GoU cited the massive influx of refugees into the country in 2016 and 2017 as a reason for limited available resources for education.¹³² However, the declining trend in education spending pre-dates the current review period as education expenditure had decreased from a high of 24 percent in 1997.¹³³ This negative trend has been a significant concern for most stakeholders consulted, both at MoES and among development partners and CSOs.

Table 3.11 Sector budget allocations as a percentage of national budget¹³⁴

SECTOR	2015/16	2016/17	2017/18	2018/19	2019/20	TREND
Education	9.7%	10.4%	9.8%	9.7%	8.4%	Down
Agriculture	2.1%	3.2%	3.0%	2.9%	2.6%	Up then down
Energy and Natural Resources	11.9%	9.2%	8.2%	7.6%	7.4%	Down
Health	5.4%	7.0%	6.5%	7.2%	6.4%	First up, then stable
Infrastructure	13.9%	14.5%	15.9%	14.7%	15.9%	Up
Security	6.9%	6.0%	5.2%	6.5%	9.0%	Up

82. **Recurrent versus capital expenditures.** The share of recurrent costs, as shown in Table 3.10 above, has remained relatively stable at approximately 90 percent, while the share of capital expenditures

¹³⁰ Figures from MoFPED include on-budget donor contributions and external debt service in the denominator, and therefore are lower than figures presented in UIS.

¹³¹ In a letter from the MoFPED to GPE dated 16 December 2013, the government stated that "Education sector spending as a percentage of domestic expenditure is projected to increase from 14.14% in FY 2014/15 to 15.41% and 15.5% in the subsequent fiscal years." The GoU's commitment to increasing education financing was made as a condition to the approval of the 2014 ESPIG.

¹³² A letter from MoES to GPE dated 2 August 2019 states that the Government has been trying to ensure other basic services (health, security, water) to refugees and that "these emergencies have created a competing demand on the available domestic resources hence the decline in education share."

¹³³ Hedger et al. (2010). Sector Budget Support in Practice. Case Study of Education Sector in Uganda.

¹³⁴ Data from Government of Uganda, Ministry of Finance, Planning and Economic Development (2019). Retrieved from <https://budget.go.ug/dashboard/> (accessed October 2019). Figures include on-budget donor contributions and external debt service in the denominator, and therefore differ from figures presented in other sources (as shown in Figure 3.1 above).

fluctuated between 7 and 10 percent during the same period. Salaries represented the largest share of recurrent costs, at 73 percent in the 2018/19 budget, although this is projected to decrease to 65 percent for the 2019/20 fiscal year.¹³⁵ Primary teacher salaries in Uganda are relatively low, with teachers earning 3.3 times the per capita GDP (compared to the SSA average of 3.7 times per capita GDP).¹³⁶ While there was no increase in primary teacher salaries in the most recent fiscal year (2018/19), salaries for post-primary teachers increased by 20 percent, while university staff salaries increased by 8 percent.¹³⁷

83. **Allocations by sub-sector.** Primary education continues to receive the largest share of the education budget, averaging 55.2 percent between 2011/12 and 2017/18, and therefore continues to be the priority sub-sector for the MoES, with a slight decline in its share since 2014 (Figure 3.1). The share of the budget for secondary education and BTVET fluctuated over the period, with a relative decline since 2011 to these sub-sectors. Only tertiary education has seen a significant increase in its share since 2011, from 10.6 to 19.8 percent in 2017/18. This increase is attributed to additional funding for student loans and increased wages for university professors. There has also been increased funding to other areas within the sector, including physical education and sports, and special needs education, the latter of which represents 0.1 percent of the sector budget.¹³⁸ With regards to pre-primary education, the government currently does not allocate a specific budget for this sub-sector, which is covered entirely by the private sector.¹³⁹

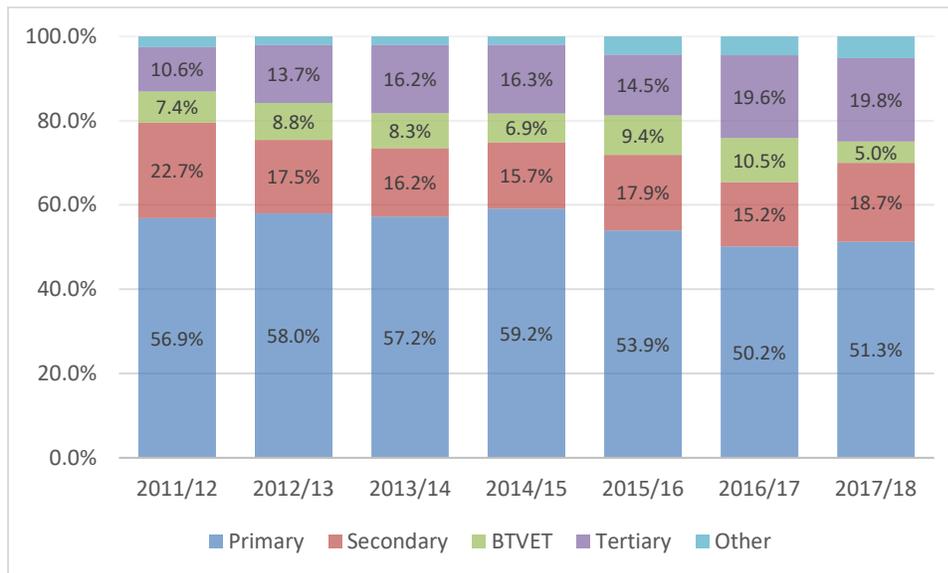
¹³⁵ Ibid.

¹³⁶ Uganda's teachers also earn significantly less than teachers in neighboring countries, where earnings are as high as 6.1 times the per capita GDP in Tanzania, 6.7 times in Kenya, and 7.3 times in Ethiopia. (ESSA 2019, pp. 185)

¹³⁷ ESSA 2019, pp. 183

¹³⁸ The Persons with Disability Act (2006) stipulates that at least 10 percent of educational expenditures should be allocated to the needs of persons with disabilities. (ESSA 2019)

¹³⁹ According to the Education Act 2008 and the 2008 ECD policy, the pre-primary sub-sector is "to be run by private agencies or persons" and the financial provisions are the responsibility of parents or guardians. The Government's role is limited to inspections and oversight. (ESSA 2019, pp. 164)

Figure 3.1 Education spending by sub-sector, 2011 to 2017¹⁴⁰

84. **Household education spending.** With decreasing government expenditure on education, the burden of education spending has fallen on households who contribute up to two thirds of education spending in Uganda. The share of household spending is particularly high at the pre-primary level (100 percent) and secondary level (63 percent for lower secondary and 78 percent for upper secondary). However, even at the primary level, household expenditures represent up to 56 percent of total education expenditures due to the costs of uniforms, materials and other expenses.¹⁴¹

Finding 9: Public financial management systems in Uganda are strong, with good accountability and reporting on expenditures and budget execution rates. However, there are concerns around the transparency of budget decision-making, which has resulted in weak linkages between multiyear budgets and sector strategies.

85. The 2017 public expenditures and financial accountability assessment (PEFA) shows that public financial management systems in Uganda have improved and are considered strong.¹⁴² Uganda also scores high with regard to financial transparency. According to the 2017 Open Budget Index, Uganda scores 60 out of 100 on budget transparency, putting it in second place among countries in sub-Saharan Africa.¹⁴³ A large amount of documents are made available to the public and budgeting and accountability information is freely available on the MoFPED website (www.budget.go.ug). In 2008/09, the government also established the Budget Monitoring and Accountability Unit (BMAU) under MoFPED to monitor and track government expenditures and the implementation of programs and projects (including on-budget donor projects) in key sectors.¹⁴⁴ The BMAU conducts field monitoring exercises to track physical progress on key interventions based on goals and targets, while also tracking use of government funds. These are

¹⁴⁰ Data from UNESCO-UIS (2011-2014) and ESSR Aide-Memoires (2015-2017)

¹⁴¹ ESSA 2019, pp. xviii

¹⁴² UNICEF (March 2018). Uganda: Political Economy Analysis, pp. 8-9.

¹⁴³ Ibid.

¹⁴⁴ These include accountability, agriculture, infrastructure, industrialization, ICT, social services (including education, health, water and environment), public sector management, and science, technology and innovation.

reported in semi-annual and annual monitoring reports produced by MoFPED for each sector. In addition, MoES also reports on budget performance to the MoFPED on outputs and targets in the annual Sector Budget Framework Papers. At the same time, MoES produces annual performance reports (ESSAPR), which also feed into the annual sector reviews. The ESSAPRs are comprehensive reports on Ministry budget expenditures and progress on projects and interventions for the previous fiscal year. There is, therefore, a variety of different reporting processes and tools that exist within the GoU.

86. **MoES budget execution rates** for recurrent government expenses, as well as on-budget donor projects, are generally high, at or exceeding 100 percent, while execution of domestic capital expenses is more variable. Based on data provided in the most recent ESSAPRs, execution rates for capital expenses have been above 90 percent overall, with the exception of 2016/17 (see Table 3.12). However, individual government project budgets have variable execution rates, some as low as 35 percent.

Table 3.12 *MoES budget execution rates, 2014/15 – 2017/18*¹⁴⁵

EXECUTION RATE	2014/15	2015/16	2016/17	2017/18
Recurrent (wage)	112.7%	100.4%	101%	100.1%
Recurrent (non-wage)	107.3%	102.6%	100%	104.5%
Investments	90.5%	94.8%	70%	93.97%
TOTAL	100.4%	100.4%	98%	100.6%

87. As such, while accountability and transparency on expenditures are high, there remain issues around the transparency of budget decision-making and budgeting processes. Budgeting decisions are highly centralized in Uganda. The Public Finance Management Act (PFMA) 2015 law provides significant power and oversight to the President and MoFPED in the budget process.¹⁴⁶ As a result, line ministries, including MoES, do not have full control of what priorities will be funded. While budget processes include stakeholder consultations and budget choices are discussed between government and Ministry stakeholders during local and national level forums, the level of dialogue is said to be limited.¹⁴⁷ According to stakeholders, recurrent expenses such as salaries and allocations to local government are always disbursed by MoFPED at 100 percent, with no negotiation on amounts. However, non-recurrent expenses can be subject to changing priorities and decisions made by MoFPED, which are unpredictable. As a result, sector strategies tend to be poorly linked to the MoFPED budget framework.¹⁴⁸ MoES stakeholders consulted for this evaluation cited frequent budget cuts, delayed disbursements by MoFPED and large numbers of “unfunded priorities”¹⁴⁹ as limiting their ability to accurately and realistically plan for the

¹⁴⁵ Data from Education and Sports Sector Annual Performance Reports (ESSAPR), 2015-2018

¹⁴⁶ UNICEF (March 2018). Uganda: Political Economy Analysis.

¹⁴⁷ “Many stakeholders interviewed, in particular CSOs, but also donors and line ministries, categorized budget consultative meetings such as the national budget consultative workshops as ‘rituals’ that MoFPED is required to organize, without a real willingness to engage other stakeholders.” (UNICEF (2018), pp. 10)

¹⁴⁸ “The link between the medium-term expenditure framework (MTEF) and sector strategies remains weak. On one hand the MTEF is very much a paper MTEF (i.e., there is no clear link between year 2 of the MTEF and the subsequent year’s budget) and on the other, sector strategies lack credibility, being generally not more than wish lists of desired activities.” (UNICEF (2018). Uganda: Political Economy Analysis, pp. 9).

¹⁴⁹ Unfunded priorities are items that MoES consider priorities and are featured in their annual workplans, but that consistently remain unfunded. A good example is the learning assessment, NAPE, which the Ugandan National

sector.¹⁵⁰ The overall issue of transparency of financial decision-making was brought up by several Ministry and DP stakeholders as a key challenge in the sector.

88. This has resulted in sector plans that remain largely unfunded. Both the 2010-2015 and 2017-2020 ESSPs had significant funding gaps, limiting their achievability and affecting their implementation. The 2010 ESSP had an estimated funding gap of 8.2 percent (UGX 651.6 billion out of a total ESSP cost of UGX 7,958 billion), however, it is likely much higher. The financial simulation model used in the 2010-2015 ESSP was based on the assumption that government allocation to the education sector would increase during the timeframe of the plan (from 15 to 17 percent). This assumption did not hold true. In addition, the financial model only used estimates of donor contributions instead of actual donor commitments.¹⁵¹ Similarly, the financial simulation model used in the 2017-2020 ESSP significantly underestimated the population growth rate,¹⁵² and off-budget donor contributions were not taken into account in the model. The total funding gap for the 2017-2020 ESSP was estimated at UGX 10,224 billion or 57 percent of the total cost of the ESSP, which is costed at UGX 17,947 billion. As a result, 42 out of the 83 listed interventions in the plan were underfunded.

International financing

Finding 10: International education financing has remained relatively stable since 2011 but has declined as a proportion of overall ODA. The sector has seen a shift from multilateral to increasing bilateral support.

89. Uganda has been one of the top five recipients of education aid in the last decade. The amount of official development assistance (ODA) to the education sector remained relatively stable over the review period, fluctuating between US\$97 million and US\$111 million between 2008 and 2017. Only 2010 and 2011 were exceptions, when education aid was US\$152 million and US\$65 million respectively. However, as total ODA to Uganda has increased by nearly 27 percent (from US\$1,630 million to US\$2,069 million from 2010-2017), the share of education ODA has declined overall from 9.3 percent to 5.2 percent during the same period (Figure 3.2). The share of ODA to basic education has fluctuated between 21 and 35 percent since 2010, with the exception of 2011, where it represented 51.4 percent of total education ODA.

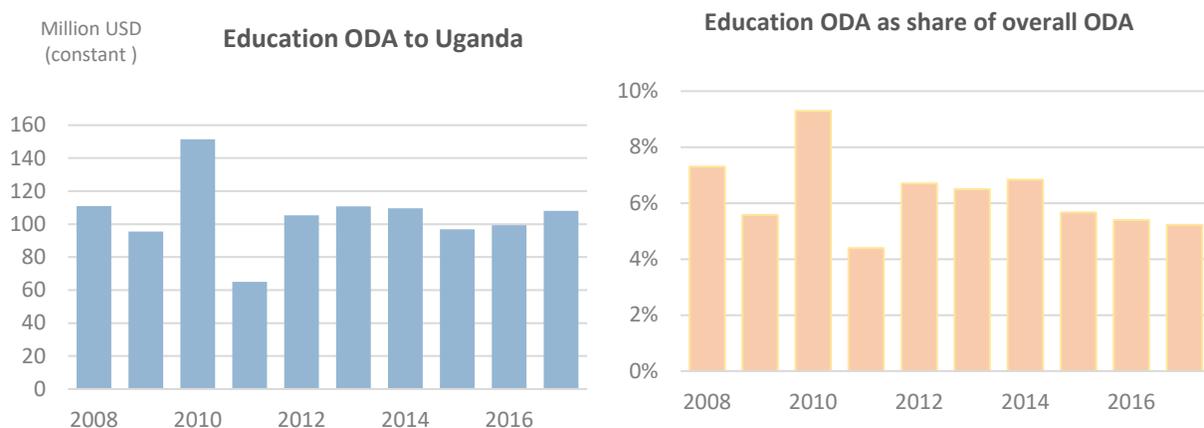
Examinations Board includes in their yearly work plans but have to date never been funded by the government and only receive funding through donors.

¹⁵⁰ Stakeholders explained that although quarterly and yearly workplans are prepared, they are unable to predict when and how much funding they will receive. As explained in the Joint Budget Support Framework developed by EDPs, there is frequent under-budgeting along certain expenditure categories, such as utilities and wages, and over-budgeting for other items that are unlikely to be achieved. Unpredictable and late release of funds to line Ministries and Local Governments also lead to under-spending or rushed spending at the end of the year, further hindering effective planning and effective implementation of sector plans. (Sources: Education Development Partner Group (EDP). Joint Budget Support Framework. Assessment of JAF 5, May 2014, pp. 22; Stakeholder interviews)

¹⁵¹ Cambridge Education (September 2010). Fast Track Initiative. Appraisal Report: Updated Education Sector Strategic Plan 2010-2015, pp. 16

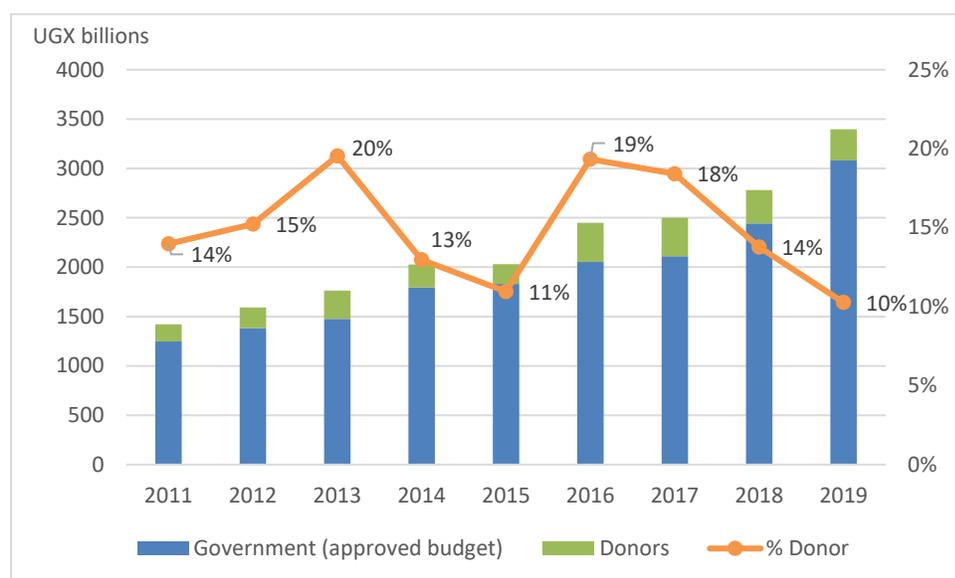
¹⁵² The population growth rates used in the ESSP are between 1.7 and 2.7%, while the national rate is 3.2% (Source: Begue-Aguado, A. et al. (2018). Independent Assessment (Appraisal) Report on the Education and Sports Sector Strategic Plan 2017-2020, UGANDA, pp. 12)

Figure 3.2 Education ODA to Uganda, 2008-2017, based on OECD data¹⁵³



90. Government data on donor support to the education sector (presented in Figure 3.3), which only includes on-budget donor projects (including GPE funding), shows variable support from donors over the review period. The recent decline between 2016 and 2019 was due to the ending of a significant project by the African Development Bank (AfDB).

Figure 3.3 Donor support as a percentage of total government approved budgets (2011-2019)¹⁵⁴



91. The composition of development partner aid has seen a reduction in support from multilateral donors, which in 2012-2013 represented over 60 percent of education ODA. Since 2015, this has shifted towards bilateral support which represented 67 percent of education ODA in 2017. However, AfDB and

¹⁵³ OECD Creditor Reporting System (CRS), <https://stats.oecd.org/Index.aspx?DataSetCode=CRS1> (accessed October 2019). Note that this does not include GPE funds. Other key donors to the sector may also not be represented (e.g., Islamic Development Bank, Saudi Fund, Kuwait Fund, etc.).

¹⁵⁴ Based on data from MoFPED Annual Budget Framework Papers for the Education Sector and the MoFPED website (www.budget.go.ug)

the World Bank continue to be among the biggest donors to the sector, representing 14.9 and 9 percent of education ODA in 2017, respectively. Among bilateral donors, aid from the US has grown significantly since 2011 and was the biggest donor to the sector in 2017. While the UK and Netherlands, who were once major donors to the sector, have reduced education aid over the years, Norway and Belgium have maintained or increased their support in recent years and emerging actors such as South Korea have become important donors to the sector (see Table 3.13 below).

Finding 11: The quality of education aid has shifted significantly since 2011 compared to the previous decade, away from budget support towards off-budget project support, reducing overall harmonization and aid predictability.

92. **Quality of education aid.** While there has been little change in the overall volume of education aid, there was a significant shift in funding modalities when comparing the review period (2011-2019) to the period following the introduction of UPE (1997-2010). Major donors at the time provided aid through sector budget support (SBS), resulting in a high level of harmonization of education aid (see Section 3.2). However, there was a shift in modality over time due to increasing donor concerns over leakage of funds, and the persistence of low education outcomes in the country.¹⁵⁵ While SBS funds averaged US\$55 million per year in the years following the introduction of UPE, funds tailed off between 2003/04 and 2007/08 to average only US\$10 million, as funding increasingly shifted towards project interventions.¹⁵⁶ By 2012, SBS had completely stopped. Currently, most donors work through the project modality, with some pooled funding for specific projects (e.g., BTVET project funded by Belgium’s ENABEL, Irish Aid and GIZ), the majority of which are provided off-budget (see Table 3.13).

Table 3.13 Percentage of total education aid per donor and donor modality, 2011-2017

DONOR	% TOTAL EDUCATION ODA AND TOTAL DISBURSEMENTS (OECD-CRS, UNLESS OTHERWISE INDICATED) ¹⁵⁷								MODALITY ¹⁵⁸
	2011	2012	2013	2014	2015	2016	2017	TOTAL	
AfDB	13.2%	17.4%	19.0%	15.3%	13.4%	18.9%	14.9%	US\$ 120 m	Project (on-budget)
DFID	10.8%	7.3%	3.6%	5.3%	6.8%	1.5%	2.6%	US\$37.5 m	Project (off-budget) (Provided budget support prior to 2011)

¹⁵⁵ A 2010 report evaluating SBS in Uganda states that the reasons for moving away from SBS were “partly political and partly a response to DP frustration over the persistence of low standards of educational attainment in primary education” (Hedger et al., 2010, pp. xi). While a 2008 report on The Efficiency of Public Education in Uganda found that internal efficiency of primary education was low, estimating that one-third of expenditure was either wasted or used inefficiently. Most of the leakage is said to occur at decentralized levels, such as through payment of ‘ghost teachers’, the misuse of UPE grants at the district level, leakage of resources due to high teacher absenteeism and inappropriate allocation of resources within schools (Updated ESSP 2010-2015, pp. 36).

¹⁵⁶ Hedger et al. (2010), Sector Budget Support in Practice. Case Study of Education Sector in Uganda.

¹⁵⁷ Note that financing figures from OECD-CRS do not align with international education financing figures reported in domestic sources (e.g., the ESSP 2017-2020, ESSA and ESSRs). From OECD Creditor Reporting System (CRS) data, <https://stats.oecd.org/Index.aspx?DataSetCode=CRS1> accessed October 2019.

¹⁵⁸ Sources: OECD-CRS data; ESSAPR 2018; ESSA 2019; and Hedger et al. (2010), Sector Budget Support in Practice. Case Study of Education Sector in Uganda.

DONOR	% TOTAL EDUCATION ODA AND TOTAL DISBURSEMENTS (OECD-CRS, UNLESS OTHERWISE INDICATED) ¹⁵⁷								MODALITY ¹⁵⁸
	2011	2012	2013	2014	2015	2016	2017	TOTAL	
ENABEL (Belgium)	2.2%	2.8%	1.6%	3.7%	5.7%	5.7%	5.5%	US\$30.6 m	Project (off-budget) and pooled funding with Irish Aid, GIZ, and EU (Provided budget support prior to 2011)
GPE ¹⁵⁹	17.1%	16.8%	15.6%	US\$100 m (total grant)	Project (on-budget)
Irish Aid	15.5%	2.0%	2.3%	6.4%	4.8%	3.4%	4.5%	US\$37.1 m	Project (off-budget) and pooled funding with ENABEL, GIZ, and EU (Provided budget support prior to 2011)
KOICA (Korea)	1.4%	0.6%	1.5%	1.9%	9.6%	9.6%	8.9%	US\$39.5 m	Mostly provides funding through other multilateral agencies (e.g., UNICEF) and NGOs
Norway	8.6%	6.0%	8.0%	5.6%	7.2%	6.7%	5.0%	US\$49.7 m	Project (off-budget) and support through other multilateral agencies and NGOs
UN	3.8%	4.7%	4.5%	3.7%	4.0%	2.0%	3.1%	US\$27.4 m	Project (off-budget)
USAID	15.9%	5.4%	11.3%	13.7%	14.0%	15.1%	17.6%	US\$100.4 m	Project (off-budget) (Provided budget support prior to 2011)
WB	6.2%	40.9%	34.3%	21.9%	-2.6%	..	9.0%	US\$117.5 m	Project (on-budget) (Provided budget support up until 2012)
Other	22.5%	12.9%	13.9%	22.5%	20.2%	20.9%	15.2%	US\$135.4 m	-

93. As a result of the history of strong sector coordination due to SBS, donor alignment with government priorities remains relatively strong with donor interventions being aligned to the ESSP as well as the NDP. Sector coordination is also high as evidenced by pooled funding among several donors. However, as most donors have moved to off-budget support, harmonization of aid with public systems has been reduced significantly and has created challenges for the government in terms of accountability, as most projects are not accounted for or reflected in overall sector reporting. Nevertheless, the foundations laid by SBS and SWAp continue to be used as a framework within government systems and processes. On-budget projects are well aligned with national budgets and make use of public procurement and accounting systems. In addition, annual performance reports (ESSAPRs) routinely report on budgets and expenditures for both government and on-budget donor projects with a high level of transparency. There has been a recent effort by DPs and the GoU to improve reporting on off-budget projects as well.

¹⁵⁹ Calculated by author. Total ESPIG funding was divided equally over the five years of the grant for ease of calculation.

GPE contributions to sector financing

Finding 12: GPE has contributed significantly to the amount of available education financing in Uganda through the ESPIG. Its use of a results-based, on-budget project modality improved government capacity in financial management and demonstrated continued confidence in harmonization of donor funds. However, GPE's advocacy for increased sector financing has had no observable influence on the volume or quality of domestic resources, nor on the quantity of international financing for education.

94. GPE offers a series of financial and non-financial mechanisms to support the quantity and quality of domestic and international sector financing. Table 3.14 provides an overview of these mechanisms, grouped by whether they are likely to have made a significant, moderately significant or no/limited contribution in Uganda. This grouping does not constitute a formal score.

Table 3.14 Overview of GPE contributions to sector financing in Uganda

SIGNIFICANT CONTRIBUTION TO DOMESTIC FINANCING	SIGNIFICANT CONTRIBUTION TO INTERNATIONAL FINANCING
N/A	ESPIG funding is one of the largest financial contributions to the education sector in Uganda, totaling US\$100 million. From 2015-2017, GPE disbursements represented 12% of all education ODA and 32% of basic education ODA.
MODERATE CONTRIBUTION TO DOMESTIC FINANCING	MODERATE CONTRIBUTION TO INTERNATIONAL FINANCING
N/A	ESPIG modality: The ESPIG used an on-budget project modality, which was seen as a positive approach by both MoES and DP stakeholders as it made use of existing government processes and procedures, contributing to a high-level of government ownership of the project, while the use of a results-based approach contributed to improving internal capacity in financial and project management. ¹⁶⁰ GPE's use of on-budget support is also seen as catalytic in improving dialogue and increasing transparency between GoU and DPs. According to some stakeholders, it also demonstrated that, despite concerns of corruption, working with government systems is possible.
LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO DOMESTIC FINANCING	LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO INTERNATIONAL FINANCING
ESPIG funding requirement on domestic financing: The ESPIG requires countries to increase education financing to 20% of the domestic budget. GoU had committed to increasing domestic financing as a condition to	GPE additionality: There is no evidence that GPE helped attract additional donor financing for the sector.

¹⁶⁰ GPE's RF indicator 29, which assesses system alignment, rated the 2014 ESPIG as meeting all 10 criteria for alignment.

receiving the 2014-2019 ESPIG, however, these commitments were not met.

GPE advocacy (country-level): The partnership has provided a unified and aligned voice for DPs when engaging with the government on the issue of domestic financing and DPs have on multiple occasions used the platform of the GPE partnership to advocate for increasing domestic spending on education, but there is no evidence of any effect to date.

GPE Secretariat advocacy: The Secretariat has repeatedly engaged with GoU on the quantity of domestic financing, but there has been no evidence of influence to date.

GPE support for sector planning: Uganda has a tradition of sector planning and would have developed an ESP independent of GPE support. There is no evidence that the 2017-2020 ESSP better enabled MoES to advocate with MoFPED for increased funding.

CSEF grant: There is no evidence the CSEF grant enabled FENU to advocate for or influence GoU on increasing domestic financing. Civil society engagement and advocacy remains overall weak in Uganda.

NOT APPLICABLE FOR CONTRIBUTION TO DOMESTIC FINANCING IN UGANDA	NOT APPLICABLE FOR CONTRIBUTION TO INTERNATIONAL FINANCING IN UGANDA
N/A	<p>GPE Multiplier: The multiplier mechanism was not in effect in Uganda during the review period.</p> <p>New funding Model (NFM) and Fixed/variable Tranche: The 2014-2019 ESPIG did not use the NFM.</p>

95. Domestic financing for education has been a significant concern for all stakeholders consulted, including the GPE Secretariat, and has been a key issue since Uganda joined GPE in 2011. At the time of development of the 2014 ESPIG, the government had committed to increasing its domestic financing as a share of the national budget and demonstrated that education was a priority.¹⁶¹ However, this commitment was not followed through, evidenced by the continuing decline of resources to the sector. Although GPE and donor partners have continued to engage with the government on this matter, there is no evidence this had any influence on government financial decision-making. With preparations for a new ESPIG underway, government engagement on this matter continues to be a critical issue. Development partner stakeholders expressed that their ability to engage with the government on this matter has been enhanced by GPE's presence and that GPE funding provides significant leverage for dialoguing with the government. However, some DPs also noted the importance of the GPE Secretariat's role in that dialogue and the potential leverage provided by the NFM funding requirements with regards to increasing domestic financing. DPs expressed the need for the Secretariat to uphold the NFM requirements to ensure government commitment for the next ESPIG.

“Because we don't do budget support, we have not had to deal with government processes. Through GPE, we have had the opportunity to engage with the Ministry, get a better understanding of the government's internal mechanisms and have a realistic picture of government capacity” – Bilateral development partner

Additional factors beyond GPE support

96. Additional positive factors contributing to the quantity and quality of domestic and international financing beyond GPE support include: (a) overall growth in the government budget due to sustained economic growth during the review period, which has provided increased nominal resources to the sector, (b) sustained levels of financial support from donors to the education sector from traditional actors (World Bank, AfDB, USAID) and increased support from new actors such as KOICA, and (c) Uganda's history of donor coordination and harmonization.

97. Additional negative factors that limited the volume and quality of financing include the limited transparency and political nature of financial decision-making in the country, and donors increasing reliance on project modality due to low internal government efficiencies and low donor confidence in government systems.

¹⁶¹ In a letter from MoFPED to GPE dated 16 December 2013, the government stated that “Education sector spending as a percentage of domestic expenditure is projected to increase from 14.14% in FY 2014/15 to 15.41% and 15.5% in the subsequent fiscal years.” (MoFPED. “Government Commitment to increase funding for the education sector over the medium term” (Letter from Maria Kiwanuka to Alice P. Albright), December 16, 2013)

Implications for GPE's ToC and country-level operational model

Finding 13: Despite GPE's significant influence and leverage in the education sector, the political context in Uganda makes dialogue around domestic financing challenging for both GPE and development partners.

98. Available evidence suggests that only one of the two assumptions about sector financing underlying the GPE country-level ToC held in the context of Uganda. The first assumption (1) that GPE has sufficient leverage to influence the amount and quality of domestic financing was found to **not hold true**, as GPE has had no observable effect on MoES advocacy for increased domestic allocations. This is despite significant and continuous government engagement by both the GPE Secretariat and donor partners over the years. This issue has gained increasing importance lately as it is a requirement to access the next ESPIG funding; GPE has stepped up policy dialogue efforts on this issue in the last two years through meetings with top-level government officials. However, because of the de-prioritization of the education sector, there has been a lack of willingness by the government to increase financing for education. In this context, dialogue around increasing domestic education financing has been challenging and has gained little traction. As one development partner explained, "If GPE cannot have influence on this issue, no one can."

99. The second assumption (2) that external (contextual) factors permit national and international stakeholders to increase/improve the quantity and quality of sector financing was found to be **partially true**. Donor support and partnership in the education sector is strong due to Uganda's history with an effective SWAp, and donors continue to provide significant funding to the sector. However, confidence in government systems has waned due to past financial irregularities, leading some donors to reduce their support while the majority of DPs moved towards off-budget project modalities.

3.5 GPE contributions to sector plan implementation¹⁶²

Overview

100. This section addresses the following evaluation questions:

- What have been the strengths and weaknesses of sector plan implementation during the review period? Why? (CEQ 1.3)
- Has GPE contributed to observed characteristics of sector plan implementation? If so, how and why? (CEQ 1.4) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)
- What other factors contributed to observed characteristics of plan implementation? (CEQ 3.1)
- Going forward, what are implications of findings for the GPE ToC/operational model? (CEQ 7)

101. Table 3.15 provides an overview of evaluation findings on sector plan implementation and on related GPE contributions during the review period. These observations are elaborated on in the findings and supporting evidence presented below.

¹⁶² This section addresses evaluation questions 1.3 and 1.4, as well as (cross-cutting) CEQs 3.1 and 3.2.

Table 3.15 Overview: CLE findings on sector plan implementation and related GPE contributions

PROGRESS MADE TOWARDS SECTOR PLAN IMPLEMENTATION	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ¹⁶³					
		1	2	3	4	5	6
Moderate - Several activities and results were achieved. However, lack of credible implementation plans, and monitoring frameworks makes it difficult to assess progress of planned interventions. In addition, high funding gaps limited MoES capacity for plan implementation.	Strong – The GPE UTSEP project implemented several key initiatives under the ESSP that would not have been implemented otherwise, despite representing only 1.08% of total ESSP costs. ¹⁶⁴						

102. This section presents an overview of key achieved outputs linked to both the updated 2010-2015 ESSP and the 2017-2020 ESSP, based on evidence emerging from stakeholder consultations and reviewed documentation. The section also provides an overview of the contributions, strengths and weaknesses of the GPE-financed UTSEP project.

Strengths and weaknesses of sector plan implementation

Finding 14: Although many activities were implemented during the 2011-2019 review period, it was not possible to determine whether ESSP objectives and expected results were achieved due to previously mentioned limitations in sector planning and sector monitoring.

103. As explained in previous sections, the 2010-2015 and 2017-2020 ESSPs presented many limitations in terms of achievability due to large financing gaps,¹⁶⁵ unpredictable funding allocations, weak monitoring frameworks and resulting challenges for MoES in planning, prioritizing interventions, implementing and monitoring sector plans against indicators and targets.¹⁶⁶ As a result, assessing overall

¹⁶³ For sector plan implementation, the six underlying assumptions in the country level ToC were: (1) Relevant government actors having the *motivation* to implement the sector plan, (2) government actors have the *opportunity* (resources, time, conducive environment) to implement the plan, (3) government actors have the technical *capabilities* to do so, (4) country level stakeholders have the motivation and opportunity to align their own activities with the priorities of the ESP, (5) country level stakeholders take part in regular, evidence-based joint sector reviews and apply resulting recommendations to enhance ESP implementation, and (6) the sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.

¹⁶⁴ ESPIG share of ESSP cost was estimated by dividing the total ESPIG amount (US\$ 100m) by the total costs of both ESSPs (based on their financial frameworks). If we only look at the total ESPIG amount disbursed to date (US\$ 88.36m) as a share of government budgets (including on-budget donor projects) between 2015-2019, the ESPIG amounts to 2.5% of the total.

¹⁶⁵ The overall funding gap for the 2010-2015 ESSP was estimated at UGX 651.6 billion out of a total cost of UGX 7,958 billion, or 8.2 percent of the total cost of the plan. For the 2017-2020 ESSP, the total funding gap was estimated at UGX 10,224 billion or 57 percent of the total cost of the ESSP of UGX 17,947 billion.

¹⁶⁶ See Finding 1 in section 3.2 Sector Planning; Finding 5 in section 3.3 Sector Monitoring; and Finding 11 in section 3.4 on Sector Financing. There were many unfunded activities in both ESSPs, while financial releases to MoES and its Departments would come late and not necessarily in the amount expected. ESSPs lacked adequate implementation plans and monitoring frameworks to track progress on ESSP implementation. Linkages are weak between ESSP objectives and key interventions on the one hand, and the monitoring data provided in ESSAPRs and Aide-Memoires

progress in the sector is very challenging. With this in mind, Table 3.16 provides an incomplete and non-exhaustive overview of key activities and interventions that were undertaken (in yellow) and not-undertaken (red) during the 2011-2019 review period, based on what the ESSPs aimed to accomplish. It shows activities implemented by the central government and its agencies, with some donor projects included.¹⁶⁷ Further discussion on many elements from the table are described in Chapter 4 and a more detailed version of the table is provided in Appendix VII .

Table 3.16 *Key output-level achievements of the 2011-2019 review period against the 2010-2015 and 2017-2020 ESSP objectives¹⁶⁸*

EQUITY/ACCESS	QUALITY/RELEVANCE	MANAGEMENT
PLANNED ACTIVITIES UNDERTAKEN BETWEEN 2011-2019		
<ul style="list-style-type: none"> • Pre-primary: Licensing of community-based Early Childhood Development (ECD) centers to increase access to ECD in marginalized communities. Community level advocacy was also done to promote pre-primary education. • Primary - expanding and strengthening UPE: There was continued implementation of the UPE policy through the provision of capitation grants to government primary schools; 7 million primary school students benefited from capitation grants in 2017 (a 3% increase from 2011). Between 2011-2016, 178 classrooms were constructed (out of 152 planned).¹⁶⁹ Infrastructure development contributed to classroom 	<ul style="list-style-type: none"> • Curriculum development - Primary: Since 2011, MoES has been rolling out the Primary Thematic Curriculum for P1 to P7 in English. 132,500 teachers were trained in 2011/12 and 930 teachers were trained between 2016-2018 in the new curriculum. In addition, the Early Grade Reading (EGR) curriculum for P1-P3 was adapted into 12 local languages to enhance literacy outcomes in lower primary. • Curriculum development – Secondary: Development and roll-out of competency-based curriculum at the lower secondary level since 2010. • Curriculum development – BTVET: Development of curricula for at least 6 BTVET programs 	<ul style="list-style-type: none"> • EMIS: EMIS is currently being updated since 2016 due to outdated baseline data. A school mapping is currently underway to create a master list of schools. MoES is also developing a new EMIS policy. • School inspection and monitoring: An electronic school inspection system was developed and rolled out in 46 districts. A central server was established, and 315 tablets were distributed to trained inspectors. E-inspection has been undertaken in 1,151 schools to date. Monitoring tools and inspection handbook were revised and simplified. An SMS system and dashboard were created to improve school

on the other. ESSAPRs and Aide-Memoires also contain incomplete information since off-budget donor projects and activities by local governments are not reported on.

¹⁶⁷ Local governments implement the vast majority of government interventions following Uganda’s decentralization policy (see Chapter 4), including school construction, distribution of materials and textbooks, teacher recruitment and deployment, and school inspections, but reporting from local levels is weak.

¹⁶⁸ Sources of information include the Education and Sports Sector Annual Performance Reports (ESSAPRs) for fiscal years 2014/15 to 2017/18, the Education and Sports Sector Review Aide-Memoires for fiscal years 2014/15 to 2017/18, the MoFPED Semi-Annual Monitoring Report for FY 2018/19 (April 2019), the National Budget Framework Paper for the Education sector for fiscal years 2010/11 to 2018/19. Some data comes from the MoES Education and Sports Sector Fact Sheet 2002-2016, which provides EMIS data; this was used only when no other sources were available due to lack of reliability of EMIS data.

¹⁶⁹ This number is estimated based on reporting from the budget performance reports. According to data from EMIS, the number of primary schools increased by 3,034 schools (2011-2016) (MoES Stats Fact Sheet, 2016).

EQUITY/ACCESS	QUALITY/RELEVANCE	MANAGEMENT
<p>construction and improvement of facilities (latrines, water tanks, admin blocks) in at least 192 schools since 2017.¹⁷⁰</p> <ul style="list-style-type: none"> • Secondary: Continued provision of capitation grants to secondary schools; 1 million students benefited from capitation grants in 2017 (a 30% increase from 2011). Between 2011-2016, 62 schools (out of 93 planned) were constructed or renovated.¹⁷¹ • BTJET: Capitation grants were provided to 17,865 students in 2017. Between 2011-2015, 3 new BTJET centers were established (out of 23 planned) and 21 classrooms constructed (out of 58 planned). From 2016-2018, 4 additional new BTJET centers were constructed, with 2 more still in progress. • Higher education: A student loan scheme was established and came into effect in 2014. Between 2014 and 2018, 4,000 students benefited from student loans. • Gender: Several initiatives were undertaken during the review period: e.g., training workshops on gender awareness for teachers; implementation of the 	<p>(since 2015); tools and training were provided in competency-based education and training (CBET) and continuous assessments.</p> <ul style="list-style-type: none"> • Pre-service teacher training: Under 3 projects,¹⁷² at least 19 Primary Teacher Colleges (PTCs) underwent or are undergoing construction/renovation since 2015; multiple trainings were provided to Teacher Instructors to improve teacher training; monitoring and supervision visits were conducted in training institutes; capacity development activities were conducted in 2 National Teacher Colleges (NTCs) to improve management; GoU provided capitation grants to teacher trainees (at least 32,768 trainees in PTCs and 51,482 in NTCs between 2011-2016). • In-service teacher training: 11,773 teachers were trained in EGR in 2017/18 (under 3 EGR programs).¹⁷³ Between 2011-2016, 10,827 (out of 15,600) secondary teachers were trained in science and math (through JICA project). • Pre-primary: ECD training was introduced in PTCs, with 45 	<p>level monitoring and teacher management.</p> <ul style="list-style-type: none"> • Improving school management and community participation: Various capacity building activities were conducted with School Management Committees (SMCs), Parent-Teacher Associations (PTAs), and school leaders (incl. school boards of governors, head-teachers and deputy head-teachers). • Teacher management: Development and implementation of the Teacher Management Information System (TMIS) that allows for online teacher registrations; Teacher Education Harmonization Framework was developed, which provides competency profiles for teachers, and includes tools to streamline training and professional development; a National Teacher Policy was developed and approved (2019); a new teacher allocation formula was implemented to rationalize teacher deployment and improve student-teacher ratios.

¹⁷⁰ This includes 138 schools under UTSEP and 54 schools under the Emergency Construction Project Phase II (funded by GoU).

¹⁷¹ This number is estimated based on reporting from the budget performance reports. According to data from EMIS, the number of secondary schools increased by 416 schools (2011-2016) (MoES Stats Fact Sheet, 2016).

¹⁷² These include i) Development of PTCs project, ii) Improvement of Muni and Kaliro National Teachers Colleges, and iii) Improvement of Secondary Teachers Education – Kabale and Mubende NTCs.

¹⁷³ Early Grade Reading is being implemented by three different programmes in Uganda: i) USAID - Uganda School Health and Reading Program (SHRP), ii) USAID – Uganda Literacy Achievement and Retention Activity (LARA) and iii) GPE Uganda Teacher and School Effectiveness Project (UTSEP). All three programs use the same methodology and materials and are being implemented in different districts. Through the three programs, EGR covers most of the country (93 out of 134 districts). However, MoES only directly implements UTSEP, while both USAID projects are being implemented through RTI International (who don't systematically report to the Ministry). As such, only UTSEP data were systematically reported on in most reports and overall data from the three programmes is not available, except for 2017/18.

EQUITY/ACCESS	QUALITY/RELEVANCE	MANAGEMENT
<p>National Strategy on Prevention of Violence in Schools including the development and operationalization of Reporting, Tracking Referral and Response (RTRR) tool; gender module was developed and implemented in pre-service teacher training.</p> <ul style="list-style-type: none"> • Special Needs Education (SNE): Around 100 SNE schools received subvention grants every year; teachers and staff received training in basic sign language; materials in Braille were distributed to SNE schools; the primary curriculum and secondary leaving exam were adapted to Braille; hearing aids were provided to children with hearing impairments in 2019. • HIV/AIDS: 2,271 teachers were trained on HIV prevention and management, and guidelines and materials were disseminated in 150 schools. 	<p>master trainers and 400 teacher trainers trained, while 4,166 caregivers were trained across 50 districts.</p> <ul style="list-style-type: none"> • School inspections: Between 2014-2018, 8,574 secondary schools and 1,896 BTVET institutions were monitored for compliance to Basic Required Minimum Standards (BRMS).¹⁷⁴ • Learning assessments: Various learning assessments were conducted during the review period. NAPE was conducted in 2015 and in 2018 for P3 and P6 students in English literacy and numeracy. In addition, baseline, midline and endline Early Grade Reading Assessments (EGRA) were conducted in 2016, 2017 and 2018. The EGRA was conducted in P1, P2 and P3 in English and 11 local languages.¹⁷⁵ 	<ul style="list-style-type: none"> • Policy development: Several policies, strategies and frameworks were developed or are being developed e.g., Early Childhood Care and Education (ECCE) policy; TVET policy; National Teacher Policy; Gender in Education Sector Policy; EMIS policy; Sexuality in Education Framework; Gender in Education Strategic Plan (2015-2020), the National Strategy for Girls' Education (2014-2019), National Strategic Plan on elimination of Violence Against Children in Schools (2015-2020), and Education Response Plan for Refugees and Host Communities (adopted 2018). • Establishment of TVET council is in process. The aim is to provide an institutional framework to better coordinate BTVET and skills development programs.

PLANNED ACTIVITIES THAT WERE NOT IMPLEMENTED IN 2011-2019

<ul style="list-style-type: none"> • Increasing access to pre-primary • Ensuring at least 1 primary school per parish and 1 secondary school per sub-county • Revise capitation grants to better reflect school needs and student characteristics • Providing incentives to private schools to lower costs for families • Providing bursaries/scholarships to disadvantaged students • Increasing deployment of female teachers to rural areas 	<ul style="list-style-type: none"> • Developing pre-primary curriculum and instructional materials • Implementing continuous assessment of student performance • Setting minimum standards for entry into post-primary • Construct and equip secondary schools and BTVET centers with libraries and laboratories • Establishing a nationally approved limited list of core textbooks 	<ul style="list-style-type: none"> • Develop and implement primary school improvement plans • Rationalizing teacher deployment • Making use of double-shift and multi-grade approaches to improve teaching in schools with high enrollment • Train and employ more teachers, tutors, head-teachers, CCTs and SNE teachers in order to meet student-teacher ratios • Piloting school-level teacher recruitment
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¹⁷⁴ The 2010-2015 ESSP aimed to establish the BRMS as the basis for school improvement and school monitoring. Data on primary school inspections for BRMS are not provided as these are overseen by local governments. It is also unclear what the difference is between BRMS inspections and regular school inspections.

¹⁷⁵ These were conducted in the districts covered by the GPE UTSEP project. USAID conducted its own EGRA in the districts covered by the SHRP and LARA projects, but information on these were not available to the evaluators.

EQUITY/ACCESS	QUALITY/RELEVANCE	MANAGEMENT
<ul style="list-style-type: none"> Strengthening provision of Non-Formal Education (NFE) Building schools for learners with severe disabilities in every region Develop and implement a school-feeding strategy Develop programs to increase participation of disadvantaged groups (girls, special needs, refugees, etc.) in BTJET 	<ul style="list-style-type: none"> Enforcing required minimum of 2 inspection visits per school per term Develop an Education and Training Assessment Policy that encompasses all levels (Primary to Tertiary) 	<ul style="list-style-type: none"> Increase/strengthen Teacher Development Management System Establish a semi-autonomous body in charge of inspection and supervision of Education and Training institutions Develop and implement a comprehensive strategy to improve community and parent participation and engagement Develop a policy to regulate private education providers

GPE contributions to sector plan implementation

Finding 15: GPE's primary contribution to implementation of the 2010-2015 and 2017-2020 ESSPs was through ESPIG funding of US\$100 million. Because the funding was provided on-budget, using government systems and disbursement-linked indicators, it contributed to strengthening MoES capacity for project delivery and results-based management.

104. GPE uses a series of financial and non-financial mechanisms to support sector plan implementation. Table 3.17 gives an overview of these mechanisms, organized by whether they are likely to have made a significant, moderately significant, or insignificant contribution to plan implementation in Uganda. This classification does not constitute a formal score.

Table 3.17 GPE contributed to plan implementation through financial support and incentives

SIGNIFICANT CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<ul style="list-style-type: none"> ESPIG modality: The ESPIG used an on-budget project modality, which ensured a high level of government ownership of the project. In addition, the use of disbursement-linked indicators was seen as innovative and positive by stakeholders, both at MoES and DPs, in improving project management and financial management capacity, with a focus on achieving results. ESPIG-supported interventions: The Uganda Teacher and School Effectiveness Project (UTSEP) undertook several key interventions planned under the ESSPs, such as school construction, implementation of the primary curriculum, in-service teacher training, distribution of instructional materials, school inspections, improving school management, learning assessments and policy development.
MODERATE CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<ul style="list-style-type: none"> ESPIG share of ESSP: ESPIG funding would have originally accounted for 2.2% of the share of the updated 2010-2015 ESSP. If we consider both the 2010-2015 and 2017-2020 ESSPs, ESPIG accounted for 1.08% of the total cost of both ESSPs.¹⁷⁶

¹⁷⁶ It is important to note that because the ESSPs remained largely unfunded, particularly the 2017-2020 ESSP, the share of GPE funds for the implementation of the ESSPs is more significant. However, because MoES does not

- **CA:** UNICEF was a key partner in the implementation of UTSEP, providing technical and capacity building support for the ECD component of the project. It was also involved in the negotiations during the restructuring of the project.
- **GA:** The GA (World Bank) played an important role in technically supporting the implementation of the ESPIG, particularly in areas of procurement, financial management, safeguards, and other technical aspects of project implementation, through ongoing assistance and regular support missions. The GA also played a key role during project restructuring by strengthening financial systems and controls to minimize fiduciary risks. In addition, the World Bank had several other projects, mostly under the BTVET and Higher Education sub-sectors, that were implemented on-budget and contributed to ESSP implementation.
- **LEG (2012-2017):** The LEG established by GPE in 2012 was a key forum for the development, implementation, monitoring and dialogue around the GPE ESPIG.
- **GPE Secretariat:** The Secretariat played a crucial role in facilitating dialogue between the GA and the MoES during the restructuring of the GPE project in 2016-17.

LIMITED/NO CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION

- **LEG (ESCC):** The ESCC was considered by many stakeholders as an ineffective forum for dialogue around and monitoring of ESSP implementation. Once SBS ended and DPs moved off-budget, the extent to which the ESSPs were used to guide DP activities was also likely limited.¹⁷⁷
- **ESPIG financing strengthened plan implementation capacity:** Although capacity for the implementation of the UTSEP project was strengthened, the overall capacity to implement the sector plan remained low, mostly due to inadequate prioritization and financing of the ESSPs.
- **ESPIG financing's strengthening of plan monitoring capacity:** GPE did not contribute to improvement in the monitoring of the sector plan. The production of ESSAPRs predated the partnership with GPE and these reports do not adequately track sector plan implementation. In addition, EMIS is seen as unreliable and was non-functional for a significant part of the review period (since 2016). Some GPE funding was targeted to support a baseline for EMIS, but funds have not yet been disbursed for this. Some GPE funding supported the learning assessment system.
- **CSEF/GRA funds:** There is no evidence that CSEF or GRA-funded activities supported plan implementation.

105. **ESPIG modality:** At the concept stage of the ESPIG, a ring-fenced project approach was originally proposed. But, given Uganda's well-established education sector and history of SWAp, the Secretariat and the World Bank suggested a more aligned modality would be preferable. Due to concerns of increasing corruption at the time of the ESPIG application (2012-2013) and DPs moving away from SBS, the LEG opted for a middle-of-the-road approach; a results-based modality using Disbursement-Linked Indicators.¹⁷⁸ DLIs had been used by the World Bank successfully in the past.¹⁷⁹ The project used credit disbursements made against selected education budget lines of the MoES, referred to as Eligible Expenditure Programs, up to capped absolute amounts. The amount of the credit disbursements was based on the achievement of pre-specified results (the DLIs), which were determined in partnership with MoES. The majority of DLIs were

provide information on funding sources for its activities and not all donor funding was reported, it was not possible to determine the actual share of GPE funds in the overall sector. Looking only at approved budgets and total ESPIG disbursements between 2015-2019, the ESPIG represented 2.5% of total GoU budgets.

¹⁷⁷ The evaluators did not have access to ESCC meeting minutes to be able to fully assess the role the ESCC played in implementation of the ESSPs.

¹⁷⁸ GPE, Uganda – QAR Phase III Final Readiness Review, September 2013

¹⁷⁹ "The DLI approach within an Investment Project Financing instrument has been tried for over 5 years in the education sector with success." (ibid, pp. 2)

operational or output-level indicators that would contribute to project achievement.¹⁸⁰ The funding was to be added directly to the government budget but could only be used on specific project activities as identified in the project document. The modality was seen to have several benefits in the context of Uganda. It ensured a focus on results, increased MoES ownership of the project, and, importantly, improved fiduciary oversight by providing a joint framework for accountability and monitoring of expenditures. It also strengthened the capacity of MoES staff to manage the project using an RBM approach and improved fiduciary procedures within the project coordination unit of MoES.¹⁸¹

Finding 16: The GPE-funded UTSEP is one of the largest projects during the 2011-2019 period and has contributed to implementation of key initiatives under both ESSPs. The project is on track to meet all targets and objectives despite significant delays during its early implementation.

106. GPE's US\$100 million ESPIG 2014-2020 funded the Uganda Teacher and School Effectiveness Project (UTSEP). UTSEP is considered one of the key donor-funded projects that have contributed to the overall implementation of the sector plans. The project aims to improve teacher performance and school effectiveness in the public primary education system through improving education service delivery at the school and classroom level. UTSEP features three components:

- *Effective Teachers*, which focuses on improving teacher quality and performance, specifically related to early grade reading, use of instructional materials and presence in school. This component was originally allocated US\$31.4 million (before the restructuring).
- *Effective Schools*, which seeks to improve the overall school environment through enhanced school management, accountability, and learning conditions. This component was originally allocated US\$45.8 million.
- *Technical Assistance*, which focuses on monitoring, evaluation, and implementation, as well as providing capacity-building support to the education system. This component was originally allocated US\$14.9 million.¹⁸²

107. UTSEP implemented many of the key elements of the 2010 and 2017 ESSPs. In addition to its use of an on-budget modality, an important innovation of UTSEP's design is its use of partnerships with other donors, namely USAID, UNICEF and DfID, which allowed for synergy with other government programs, the scaling up of existing donor projects, and improved opportunities for sustainability of planned interventions. Through its partnership with USAID, UTSEP was able to scale up the existing early grade reading (EGR) program, implemented by USAID, to 27 new districts. The EGR curriculum (which is part of the primary thematic curriculum developed by MoES) has been adapted from English to 12 local languages, and training has been provided to teachers on effective delivery of the curriculum using

¹⁸⁰ On the operational level, for example, several DLIs are linked to procurement and the contracting of firms (e.g., DLI 2.2 procurement contracts for instruction materials concluded and signed). At the output level, DLIs were linked to teacher trainings (in-service teachers and ECD caregivers trained), the delivery of textbooks (delivery of textbooks published online), the design of the ICT inspection system, among others. (Source: World Bank, UTSEP Restructuring Paper, August 15, 2014).

¹⁸¹ GPE, Program Implementation Grant Application – Uganda, September 2013, pp. 16.

¹⁸² Budget allocations presented here are based on the World Bank Project Appraisal Document (PAD) (August, 2014, pp. 9-11). The budget included an unallocated US\$7.9 million that was to be allocated to “price contingencies, project activities for which the budget was downscaled during appraisal [...] and well performing project activities, and/or unforeseen activities with a high impact on the Project Development Objective”.

materials and methodology previously developed by USAID. GPE partnered with UNICEF to deliver capacity building and technical support related to Early Childhood Education and delivery of ECD training to caregivers. This has led to the development of a new ECD policy, and training of over 4,000 caregivers through the Community Child Care Program (CCCP).¹⁸³ The development of the draft ECD policy is considered a significant achievement by several stakeholders interviewed as it opens the door for increased government responsibility over the sub-sector, which to date has been minimal.¹⁸⁴ Finally, DfID provided support (both technical and additional financial) for capacity building of the Uganda National Examinations Board (UNEB), to strengthen and implement the national learning assessment framework.

108. Table 3.18 provides an overview of the main activities and results of UTSEP.

Table 3.18 *Main activities and results of UTSEP (2015-2019)*¹⁸⁵

UTSEP COMPONENTS AND ALLOCATED FUNDS (POST-RESTRUCTURING)	COMPONENT ACTIVITIES	MAIN PROJECT RESULTS	STATUS (AS OF SEPT 2019)
Effective teachers (US\$45.4 million)	<ul style="list-style-type: none"> Scale up of EGR Strengthening of in-service teacher training Rolling out of ECE training program Provision of instructional materials (including textbooks, teacher guides, curricula and materials for students with disabilities) Strengthening teacher supervision through ICT-based inspection and reporting system 	Reduction in teacher absenteeism - Improvement in percentage of teachers present in targeted schools, from 73% to 91% of teachers	Target achieved
		Improved school inspections - 956 (out of 1000) schools in targeted districts with at least 2 inspection visits per year	On track
		Improved learning assessments - Conducted 3 EGRA and 2 NAPE assessments for P3 and P6 students	Target achieved
		Improved implementation of primary curricula - 25,629 teachers trained (out of 24,100 planned) in EGR methodology in English and local languages	Target surpassed
		Improved quality of ECE - 4,168 caregivers trained (out of 4,000 planned), benefiting 80,000 children enrolled in ECD centers in 50 districts	Target surpassed

¹⁸³ The CCCP is a one-year in-service course to equip caregivers in methods and skills to support children's holistic development. The program uses the TDMS, a government system used to provide in-service training and capacity building to teachers.

¹⁸⁴ According to stakeholders, the delivery of pre-primary services has not been a priority to the GoU, who sees it as the responsibility of parents and the private sector. Dialogue around this has, therefore, been challenging. The new policy proposes a model for public-private partnerships in the provision of ECD services.

¹⁸⁵ All information in table is based on post-restructuring of the project. *Sources:* World Bank ISRs (2014-2019)

UTSEP COMPONENTS AND ALLOCATED FUNDS (POST-RESTRUCTURING)	COMPONENT ACTIVITIES	MAIN PROJECT RESULTS	STATUS (AS OF SEPT 2019)
Effective schools (US\$38 million)	<ul style="list-style-type: none"> Strengthen school governance, leadership, management and accountability through training of head-teachers and SMCs Provision of needs-based School Facility Grants to finance construction of classrooms, latrines, water tanks and other facilities 	Improved pupil-textbook ratio - 6.5 million English and Math textbooks procured and distributed to primary schools, for P1-P7 students (textbook ratio decreased from 14:1 to 2:1, exceeding target of 10:1)	Target surpassed
		Reduction in number of schools with less than 3 permanent classrooms - 138 schools benefited from classroom construction and construction of facilities (latrines, water tanks, admin blocks, teacher houses)	Target achieved
		Improved capacity in school management - 2,362 head-teachers and 5,905 SMC members trained in school management, accountability and learning conditions. 1,150 schools benefited (compared to 1,181 planned)	On track
		Increased school accountability on use of UPE grants – 1,140 schools (out of 1,181 planned) in targeted districts have made information on UPE grants publicly available to the community	On track
		Improved child protection in schools – 103 schools (out of 138 planned) established systems to address child protection	On track
Implementation support and capacity-building (US\$16.6 million)	<ul style="list-style-type: none"> Improving the enabling environment for provision of ECE (incl. development of ECD policy, enhancing MoES staff capacity for implementation of ECD policy) 	Evaluation of ECD Community Child Care Program completed	Target achieved
	<ul style="list-style-type: none"> Development and implementation of an ICT-based integrated school data management system Strengthening overall capacity of MoES in implementation, coordination and management. 	Draft Early Childhood Education policy developed	Target achieved

109. In addition to the outputs described above, as part of the establishment of the Integrated Inspection System, a server was installed within the Directorate of Education Standards and 315 tablets were procured and distributed to district and regional inspectors, who were then trained in their use; 1,151 schools were inspected using the new e-inspection system. UTSEP also provided funding for the provision of hearing aids for students with hearing impairments. In 2019, six healthcare facilities in Uganda received equipment to be able to diagnose children with hearing impairment, with 1,500 children receiving hearing aids through a successful public-private partnership.

110. Despite the successes of UTSEP, the project faced several challenges. Although the ESPIG was approved in 2013, UTSEP only became effective in 2015 and had an original end date of June 2018. Reasons for initial delays related to negotiating DLIs and how funds would be allocated, selecting targeted districts, staffing the project coordination unit, as well as the need to clarify roles and responsibilities of the various actors, considering the large number of activities that fell under different MoES departments and agencies.¹⁸⁶ Once the project became operational, there were significant implementation delays caused by inefficient procurement processes. At project mid-term (2016), only 20 percent of funds had been disbursed and it was clear that project objectives would not be reached by the 2018 end-date. Two extensions were granted, extending the project until 2020.

111. **Project restructuring.** The first project extension was accompanied by a restructuring of the project. As described in Section 3.3 on Sector Dialogue (see Finding 4), the restructuring of UTSEP involved intense dialogue between the GA, GoU and DPs, due to concerns around project management and significant implementation delays.¹⁸⁷ There was an impasse within the LEG on project restructuring, with particular concern over the school construction component which was being delivered through two different modalities: a centralized modality overseen by the central government and a decentralized modality overseen by local governments. Delays particularly affected activities under the decentralized modality, which had seen no progress by mid-term.¹⁸⁸ In the end, a compromise was reached: The number of schools targeted for renovation under UTSEP was reduced from 290 to 138, and funds from Component 2 of the project were shifted to Component 1, which enabled the provision of additional teacher training and textbooks. Several other activities were either reduced in scope or removed entirely. These included activities related to reforming the teacher payroll system, scaling up the teacher certification proficiency program, rolling out the continuous assessment framework for teacher trainees, and reducing the scope of the e-inspection system, which would have originally provided regional inspection systems in four regions instead of just at the national level, and would have incorporated the TELA system for teacher management. Several DLIs and indicators were also modified during the restructuring process to reflect these changes.

¹⁸⁶ For example, there was significant disagreements between MoES and donors on how much of the funds would go towards school construction, which was a key government priority, while WB and DPs were keen to target improving education quality instead. (Source: stakeholder interviews)

¹⁸⁷ The World Bank ISR states that concerns were related to “(i) weak accountabilities for the implementation of project activities by the departments within the MoES; (ii) weak project coordination and leadership by the MoES, and (iii) low capacity to implement in a timely and effective fashion the innovative results-based operation with numerous activities at national, district and school levels and multiple implementing departments and actors.” (World Bank, UTSEP ISR No. 4, June 2016, pp. 5).

¹⁸⁸ There was initial concern of mismanagement of funds of up to US\$ 4 million. This was eventually resolved with most funds being accounted for and ineligible expenses being reimbursed. Stricter financial management procedures were implemented to improve accountability, as well as staff changes within the Project Implementation Unit. Throughout the process, MoES received support from DPs who insisted on the importance of not reducing the amount of funding and continuing school construction to ensure that project outcomes were achieved. (Source: World Bank ISRs; stakeholder interviews)

112. Beyond the restructuring, some development partner stakeholders observed that the on-budget modality used for the ESPIG resulted in a project that was not transformative or innovative. Given the size of GPE's funding, stakeholders felt that UTSEP could have been better used to spearhead reforms, test new approaches, or apply lessons from past initiatives, rather than rolling out existing programs, such as EGR, which was already supported by other EDPs. In addition, in light of decreasing domestic resources to the sector, GPE funding could be seen as replacing government funding for existing activities such as school construction and textbook distribution, which GoU classifies as recurrent expenditure. UTSEP is also seen to have lacked a comprehensive strategy, and corresponding resource allocation, for institutional capacity development within MoES and at local levels, to address education quality concerns. The few elements that were perceived as innovative (the e-inspection system for example) were limited in scope and further reduced under the project's restructuring.

113. As of September 2019, 88 percent of GPE funds (US\$88.36 million) have been disbursed. There are concerns around some activities and whether they will be able to deliver on time. For example, funds allocated to the development of the EMIS baseline have not yet been disbursed as counterpart funding from the government has not yet been released. Nevertheless, the remaining funds are expected to be disbursed by project closing in March 2020.

Additional factors beyond GPE support

114. Additional factors beyond GPE support that **positively** supported the implementation of the ESSP were primarily contributions from other development partners. Major donors such as UNICEF, DfID and USAID substantially contributed, both financially and technically, to the implementation of complementary activities to improve basic education, particularly in relation to Early Grade Reading, teacher training, support for school inspection, teacher supervision and school management (see textbox below). Other donors, such as ENABEL, Irish Aid, and the World Bank, also contributed significantly to other education sub-sectors through financial support for secondary education, BTVET and higher education. However, because achievements under the ESSP did not fully distinguish between government and donor initiatives and because most off-budget donor projects were not properly accounted for, it was not possible to accurately track specific contributions from donors.

Major donor-funded initiatives aligned with the 2010-2015 and 2017-2020 ESSPs

USAID supports the improvement of learning outcomes through Early Grade Reading through two projects, the School Health and Reading Program (SHRP) and the Literacy Achievement and Retention Activity (LARA). The former project also supports reducing HIV incidence among youth, while the latter also focuses on promoting safer and positive learning environments through the reduction of violence in schools. USAID also supports the Better Outcomes for Children and Youth project that supports the provision of services to orphans and vulnerable children.

DfID supports the improvement of learning outcomes through its program Strengthening Education Systems and Improved Learning (SESIL). The program focuses on creating a motivated and skilled teaching workforce, as well as improving leadership, management and accountability from the school level up to the district level. It also supports better use of data and evidence for improved policy and planning.

ENABEL/GIZ/Irish Aid/EU support the Skilling Uganda project through pooled funding. The project, which has been on-going since 2010, focuses on the implementation of key reforms under the national BTVET strategy, including the development of the TVET policy, construction/renovation of BTVET centers and strengthening delivery of TVET programs to improve employability of youth.

Norway has primarily supported the Norwegian Program for Capacity Building in Higher Education Research and Development, working with public universities in Uganda through collaborative research programs. They have also provided financial support to other donor projects and NGOs.

UNESCO has supported the strengthening of national capacities to plan and manage the teaching workforce, supporting the development of the National Teacher Policy and teacher competency profiles and the development of the Teacher Management Information System. It has also supported the development of the educational framework on Sexuality Education and providing support for the improvement of EMIS.

UNICEF supports MoES through institutional capacity building at both national and decentralized levels, through support for the development of policies and strategies. It particularly supports the expansion of Early Childhood Education, improving the quality of education in the Karamoja region and other low performing districts, and the provision of education for refugee children through the Education Response Plan.

World Bank primarily supports the BTVET and higher education sub-sectors through the Skills Development Project, which supports skills development and training and linking them to job market needs, and through support for the Education Centers of Excellence, a regional project to enhance capacity and quality of post-graduate education and research in East Africa. The WB also supports the Uganda Multi-Sectoral Food Security and Nutrition Project, which integrates health, agriculture and education interventions. The education component supports the provision of training materials for primary schools as well as training of district authorities.

Implications for GPE's ToC and country-level operational model

Finding 17: The financial modality of the GPE's ESPIG and use of disbursement-linked indicators greatly increased country ownership of UTSEP and increased accountability and delivery of project results. However, MoES' limited control over financial decision-making greatly impeded implementation of ESSP interventions.

115. Of the six underlying assumptions of the GPE ToC, only three were found to hold partially true (assumptions 4 and 6) or completely true (assumption 3); the remaining assumptions did not hold true (assumptions 1, 2 and 5).

116. Uganda presents a unique context in which government actors, at least at the central level, have high levels of technical capacity for the implementation of education sector plans (assumption 3), but motivation and opportunities to do so are limited (assumptions 1 and 2). Because MoES actors have little leverage with regard to financial decision-making (i.e., which sectors and interventions get funded), this impedes planning and limits sector plan implementation. According to several stakeholders, ESSPs are developed without considering what can be realistically implemented, given the unpredictable nature of funding by MoFPED. As a result, motivation to develop credible plans, based on credible financial frameworks, and to implement these has been low. The highly politicized environment within which the education sector operates thereby limits what and how much of the ESSP is implemented.

117. As stated previously, despite inclusive and participatory annual sector reviews, ESSP monitoring is very limited (assumption 5). While the strengthening of EMIS and LAS were key interventions in sector plans, these were not adequately funded by the government to ensure the production of timely and reliable data (assumption 6).

118. The strong relationship and high level of dialogue between government and DPs, at a technical level, ensured that development projects were more or less aligned with ESSP priorities although it is unclear to what extent DPs made use of the ESSPs when developing, implementing and monitoring their projects (assumption 4). The UTSEP project, on the other hand, was aligned with priorities and many of the activities outlined in the ESSPs. In addition, GPE's use of an on-budget project modality and use of government systems increased local ownership and mutual accountability. The use of disbursement-linked indicators ensured a strong focus on results. Despite initial challenges in the use of DLIs, all stakeholders considered the approach innovative and useful in improving government capacity and accountability for project implementation. There were, however, concerns from some stakeholders that the project was not sufficiently innovative, that it lacked a capacity strengthening strategy and was largely focused on the delivery of existing initiatives.

4 Progress towards a stronger education system

Introduction

119. This section summarizes evaluation findings related to Key Question II from the evaluation matrix: “Has sector plan implementation contributed to making the overall education system in Uganda more effective and efficient?” Key sub-questions are:

- During the review period, how has the education system changed in relation to (a) improving access and equity, (b) improving education quality and relevance, and (c) improving sector management? (CEQ 4)
- How has sector plan implementation contributed to observed changes at the education system level? (CEQ 5)
- Going forward, what are the implications of findings for the GPE ToC/operational model? (KQ IV)

120. Progress towards a stronger education system is measured by drawing on evidence of achievements under the three strategic objectives outlined in the 2010-2015 ESSP and the 2017-2020 ESSP. The analysis focuses on changes that go beyond specific outputs, and instead, constitute changes in the existence and functioning of relevant institutions (e.g., schools, MoES), as well as changes in relevant rules, norms and frameworks (e.g., policies, standards, curricula, teaching and learning materials) that influence how actors in the education sector interact with each other.¹⁸⁹

121. To be counted as a ‘system-level change’, an intervention needs to be planned, nationwide in scope (at least in the medium-term), and at least partly led by the ministry. Ideally, it should also be sustainable in terms of funding (e.g., government co-funding, cost recovery), or make sensible plans for future sustainability. Actual implementation is not a necessary criterion as policy or program design can in and of itself be a valuable first step, but timely implementation needs to at least be likely, and its likelihood is enhanced if timelines, funding and responsibilities are clearly outlined. Whether system-level changes actually enhanced education outcomes (enrollment, learning) is reviewed in Chapter 6.

122. Table 4.1 below summarizes related CLE findings.

¹⁸⁹ Please see definition of ‘education systems’ in the terminology table of this report. The GPE 2020 corporate results framework defines six indicators for measuring system-level change: (a) increased public expenditure on education (RF10, covered in section 3.3 on education financing); (b) equitable allocation of teachers (RF11, covered here under Access and Equity); (c) improved ratios of pupils to trained teachers at the primary level (RF12, covered below under Quality and Relevance); (d) reduced student dropout and repetition rates (RF13, covered in section 5; (e) the proportion of key education indicators the country reports to UIS (RF14, covered here under Sector Management), and (f) the existence of a learning assessment system for basic education that meets quality standards (RF15, covered below under Quality and Relevance).

Table 4.1 Overview: CLE findings on the contribution of plan implementation to systems change

IMPROVEMENTS MADE DURING REVIEW PERIOD? ¹⁹⁰	HAD ISSUE BEEN ADDRESSED IN THE 2010-2015 AND 2017-2020 ESSPS? ¹⁹¹	LIKELIHOOD THAT ESSP IMPLEMENTATION CONTRIBUTED TO NOTED IMPROVEMENTS ¹⁹²	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ¹⁹³			
			1	2	3	4
Access – Low: There have been limited improvements in terms of access, especially at the primary and secondary levels, as school construction was limited in scope due to insufficient investments in these sub-sectors. Similarly, school capitation grants have not kept pace with growing costs and remain insufficient to reach UPE and USE goals.	Yes. The ESSPs targeted school construction and infrastructure development at all education levels, as well as the continuation of UPE, Universal Post-Primary Education and Training (UPPET) and Universal Post O-Level Education and Training (UPOLET) programs.	Limited. Although initiatives to increase access, equity, quality and efficiency were outlined in the ESSPs, the broad scope of the ESSP objectives, the lack of adequate prioritization, and limited funding during the review period meant that ESSP implementation likely made limited contributions to overall system changes.				
Equity – Moderate: There has been little improvement in reducing inequities in the education sector, especially for rural children and children from disadvantaged households. Some progress in access to education was noted in terms of gender and for refugee children.	Yes, but with limitation: Initiatives to address rural disparities, marginalized children, gender disparities, disparities for SNE learners, and access for refugees were reflected in the ESSPs but were limited and provided little operational details. Some efforts have been made with regard to addressing gender disparities and supporting children from refugee communities with the					

¹⁹⁰ Meaning, for example, new or expanded mechanisms or frameworks having been put in place. Rating options and related color coding: Green = strong/comprehensive. Amber = modest/fragmented; Red = limited/in isolated areas only; Gray = insufficient data.

¹⁹¹ Green = yes, comprehensively. Amber = yes, albeit partly/with gaps. Red = no or insufficiently. Gray = unclear. Of note, the fact that an issue was **addressed** in an ESP does not guarantee that positive changes in this area **were due** to ESP implementation. This table thus has two columns, one for whether the issue was addressed in the relevant ESP, and a second for whether there is evidence that improvements were due to ESP implementation (as opposed to, say, being due to a donor project that had little or no connection with the ESP).

¹⁹² Green = High. Amber = Moderate; Red = Low. Gray = Insufficient data.

¹⁹³ The four underlying assumptions for this contribution claim are: (1) sector plan implementation leads to improvements of previous shortcomings in relation to sector management; (2) there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LAS; (3) ESP implementation leads to improvements of previous shortcomings in relation to learning; and (4) it leads to improvements in relation to equity.

IMPROVEMENTS MADE DURING REVIEW PERIOD? ¹⁹⁰	HAD ISSUE BEEN ADDRESSED IN THE 2010-2015 AND 2017-2020 ESSPS? ¹⁹¹	LIKELIHOOD THAT ESSP IMPLEMENTATION CONTRIBUTED TO NOTED IMPROVEMENTS ¹⁹²	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ¹⁹³			
	development of policies and strategic plans. In addition, there have been a limited number of activities targeted at children with disabilities.					
Quality – Moderate: There have been some improvements with regard to quality, notably the implementation of the primary and secondary curricula and distribution of textbooks. However, many challenges remain with regard to teacher deployment, training, supervision and monitoring.	Yes. Initiatives to improve learning outcomes, teaching quality, curriculum reform and ECD were outlined in both ESSPs.					
Governance and systems – Low: There were limited improvements during the review period, especially in improving capacity at the local government level. EMIS is currently non-functional and has been under review since 2016 due to significant weaknesses in the system. Finally, LAS has been funded exclusively by donors since 1996 with no sustainable government funding provided.	Yes. Both ESSPs outline priorities to improve management, EMIS and LAS.					

Progress towards a stronger education system during the 2011-2019 period¹⁹⁴

Finding 18: Over the review period (2011-2019), system-level progress in access, quality and efficiency has been limited due to inadequate government investments in the sector, particularly at the pre-primary, primary and secondary levels.

Access

123. Uganda has one of the highest population growth rates in the world, with the number of children 0-14 years old increasing by an average of 3 percent per year. From 2009-2017, the population of 0-14-

¹⁹⁴ Sources of the information provided in this section come from the Education and Sports Sector Analysis (ESSA), 2019, unless otherwise specified.

year-olds increased from 16.2 million to 20.5 million, a 26 percent increase. This has put enormous pressure on the system in terms providing equitable access to education.

124. **Pre-primary.** To date, the pre-primary education sub-sector receives no government funding, with schools overseen entirely by the private sector. Nevertheless, the sub-sector has been growing rapidly in the last decade as the number of pre-primary schools is reported to have increased from 703 in 2007 to 7,201 in 2017.¹⁹⁵ The number of children enrolled also increased by 183 percent.¹⁹⁶ The pre-primary pupil-classroom ratio is 27:1, only slightly higher than the ratio stipulated by the government of 25:1. However, the ratio varies widely across the country and is as high as 100:1 in rural areas. Regardless of the high growth in the sub-sector, enrollment in pre-primary remains low with 2.87 million children without access to pre-primary education. This has resulted in large numbers of under-aged enrollment in primary¹⁹⁷ and many children being inadequately prepared for primary school.

125. **Primary.** The Government of Uganda implemented the Universal Primary Education (UPE) policy in 1997, which essentially abolished school fees and significantly increased access to education for Ugandan children. However, despite huge enrollment numbers in the early years after implementation, since then, the number of children enrolled has not kept pace with the growing population.¹⁹⁸ A key reason for this is inadequate funding for the UPE program, as capitation grants provided to schools have not kept pace with growing costs and inflation. In 1997, capitation grants were at UGX 7,000 per student (equivalent to about UGX 38,000 today) but they have only increased to UGX 14,000 per student.¹⁹⁹ A recent government study reported that capitation grants would need to be increased to UGX 59,503 (for rural children) and UGX 63,506 (for urban children) to effectively reach UPE objectives.²⁰⁰

126. School construction in Uganda has also not kept pace with needs, as investment in school infrastructure has been low. The average student-classroom ratio for primary schools declined slightly from 72:1 in 2006 to 56:1 in 2016, but there has been minimal change since 2010 and ratios remain much higher than the target of 30:1 (see Figure 4.1). In addition, the classroom ratio remains much higher in government schools (69:1) as compared to private schools (29:1). An objective of the 2017 ESSP was to ensure one primary school per parish, meaning that 658 new government primary schools would need to be built. However, there is inadequate data on school infrastructure development to be able to assess

¹⁹⁵ Numbers are based on voluntary reporting by ECD centers during the annual school census. As a result, it does not capture all ECD centres in the country and numbers vary widely from year to year. For example, there were 6,579 ECD centers reported in 2010, whereas the following year (2011) there were only 2,361. The lack of comprehensive EMIS data on ECD centers is due to not all centres being fully licenced or registered and few incentives for them to respond to the annual school census.

¹⁹⁶ From 214,797 (2011) to 608,973 (2017). (Source: MoES, Education Sports Sector Fact Sheet 2002-2016).

¹⁹⁷ Many parents enroll their under-aged children in primary school to benefit from free access to education under UPE and as an alternative to paying for private pre-primary schooling. EMIS data estimates under-aged enrollment at 5% of P1 enrollment, however the Uganda Early Years Study (DFID/RTI, 2018) found that 29.4% of parents enrolled their under-aged children in P1.

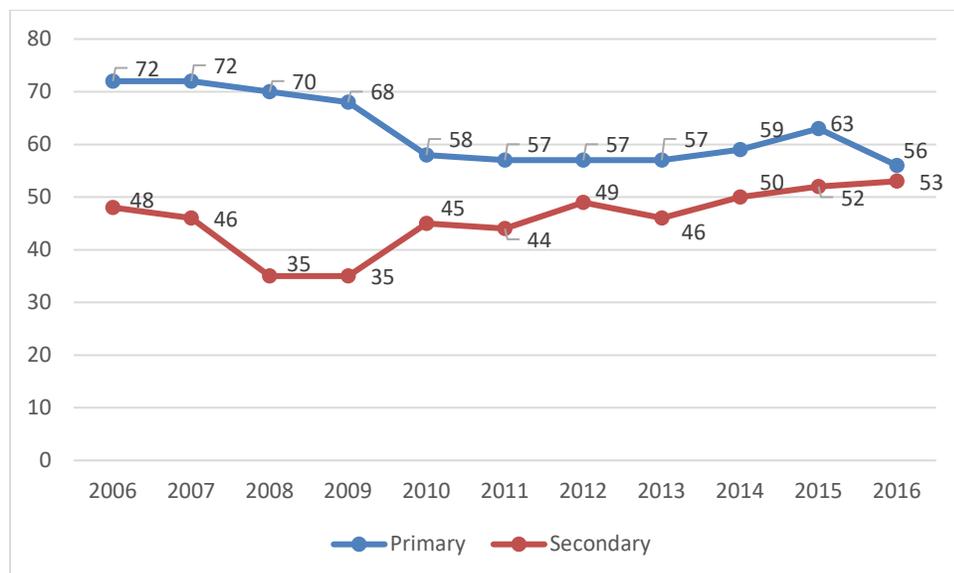
¹⁹⁸ The net enrollment rate decreased from 96% in 2010 to 92.1% in 2016, while gross enrollment decreased from 128% to 110% during the same period. Although gross enrollment rates remain above 100%, this is primarily due to high numbers of under-aged and over-aged enrollments, representing up to 52% of total enrollments (see Chapter 5).

¹⁹⁹ Begue-Aguado, A. et al. (2018). Independent Assessment (Appraisal) Report on the ESSP 2017-2020, pp. 22.

²⁰⁰ Ahimbisibwe, P. (2019, October 26). Poor funding killing UPE – report. *Daily Monitor*. Retrieved from <https://www.monitor.co.ug/News/National/Poor-funding-killing-UPE---report/688334-5324910-n9bq05/index.html>

progress on this target. Only 59 schools were targeted for expansion/renovation under the government funded Emergency School Construction project and 138 schools were expanded/renovated under UTSEP.²⁰¹

Figure 4.1 Student-classroom ratios in Primary and Secondary, 2006-2016²⁰²



127. **Secondary.** In 2007, Uganda became the first country in sub-Saharan Africa to implement a Universal Secondary Education (USE) policy (also known as UPPET, or Universal Post-Primary Education and Training), which aimed to increase access for lower secondary education and training opportunities (S1-S4). This was followed in 2011 by the Universal Post O-Level Education and Training (UPOLET) policy aimed at post S4 education.²⁰³ Under USE, public-private partnerships (PPP) were developed with private secondary schools, and capitation grants were provided to both government and private schools, to provide access to secondary education at a lower cost to the government, while eliminating school fees for eligible students at participating private schools.²⁰⁴ From 2007-2016, the number of private secondary schools receiving grants grew from 363 to 874, covering nearly a third of all secondary students in the country.²⁰⁵ A review of the PPP program, conducted in 2018, concluded that the program played a significant role in increasing access to secondary and that 30 percent of students enrolled in PPP schools

²⁰¹ Given the insufficient number of schools, both ESSPs propose the use of double-shifting. However, to date, only a few schools have integrated the double-shift program and there is insufficient evidence on efforts put in place to expand this. (Source: MoES (2016). A comprehensive report on the UPPET/USE and UPOLET National Headcount Exercise 2015, pp. 75)

²⁰² MoES, Education Sports Sector Fact Sheet 2002-2016.

²⁰³ The UPPET provides fee free education for students who successfully pass the Primary Leaving Exam (PLE), while UPOLET provides fee free education for those who pass the lower secondary leaving exam – the Uganda Certificate of Education (UCE).

²⁰⁴ Capitation grants equal UGX 41,000 for government schools and UGX 47,000 for private schools. However, similar to primary school capitation grants, these have not kept pace with rising living costs and inflation. (Sources: MoES (2013). A comprehensive report on the UPPET/USE & UPOLET National Headcount Exercise 2013; ESSA 2019).

²⁰⁵ O'Donoghue et al. (2018). A review of Uganda's Universal Secondary Education Public Private Partnership Programme.

would not have been enrolled if it were not for government subsidies.²⁰⁶ The government recently announced the phase-out of the PPP program in favor of building more government schools, in line with the GoU's commitment of having one secondary school per sub-county.²⁰⁷ However, there is concern that the loss of the PPP program will lead to reduced access for many secondary students, particularly given that 60 percent of secondary students are currently enrolled in private schools. In addition, the target of 385 secondary schools (as per the 2017-2020 ESSP), which would need to be built to achieve one school per sub-county, is far from being met. While that number has been reduced to 367, the continuous creation of new administrative units poses an additional challenge to meeting this objective. Through World Bank funding, the government aims to build 250 schools in the next few years, while the PPP program phases out between 2018 and 2020.²⁰⁸

128. Following the introduction of the USE policy, enrollment in secondary education increased significantly between 2007 and 2010, but enrollment numbers slowed afterwards and have not kept pace with population growth (detailed further in Chapter 5). Meanwhile, student-classroom ratios have increased since 2010, but remain below the national target of 60:1 (see Figure 4.1 above).

129. **BTJET.** The BTJET sub-sector has been growing thanks to increasing government and donor resources and interventions. The sub-sector includes several categories of training, including formal BTJET (i.e., post-primary and post-secondary education that forms part of the formal education pathway), non-formal skills development (i.e., short-term or long-term training programs that target out-of-school youth, the unemployed or skills upgrading in the workforce), informal BTJET (such as apprenticeships or on-the-job training that do not require formal qualifications), and firm-based training (i.e., internships that may or may not be part of a formal BTJET program). To date, government has focused primarily on the formal BTJET category. There were 152 public BTJET institutions in Uganda in 2018, a 21 percent increase compared to 2012. GoU policy aims to establish at least one BTJET center in each district and it is estimated that 78 percent of districts currently have at least one institution. In addition to public institutions, there are 384 licensed private BTJET providers and another 169 registered providers (but not licensed to operate). These likely reflect only a fraction of BTJET providers as most private providers are not registered or licensed. Some BTJET centers receive capitation grants under the UPPET (which covers post-primary training for students who have completed P7) and UPOLET programs (for those who have completed lower secondary). As a result, enrollment in BTJET centers rose significantly during the review period.²⁰⁹

130. **Higher Education (HE).** Like BTJET, there have been increasing resources going towards higher education, particularly in support of public universities. Three new public universities were established in 2017, and the government aims to transform more HE institutions into public universities. The number of

²⁰⁶ Ibid. The study also found that the PPP schools delivered a similar level of quality of education compared to government schools at a lower cost, making it more effective.

²⁰⁷ The PPP program was introduced as a temporary solution to increase USE opportunities to students while the government mobilised adequate resources to provide secondary education through new constructions. However, in 2014, President Museveni stated that the money being used to subsidize private secondary education could be better used towards constructing new schools. A key issue with the program was the lack of monitoring and accountability of the schools. PPP schools had been given relative freedom in terms of management and teaching, which was a concern for the government. In addition, some PPP schools were located in sub-counties where there were already government schools. (O'Donoghue et al., 2018).

²⁰⁸ The World Bank UGIFT project is being implemented since 2017. Project reports were not available to assess progress to date on school constructions.

²⁰⁹ Enrollment numbers nearly tripled between 2012 and 2018, from 34,380 to 95,841 students.

HE institutions (including public and private universities and other degree-awarding institutions) has grown by 62 percent, counting 241 institutions in 2017 (up from 148 in 2006). To increase equitable access to higher education, several government mechanisms have been put in place, including the national merit scheme, which sponsors around 3,000 students a year in public universities, and the district quota system, which aims to improve access for excellent students from underprivileged schools. MoES also introduced the Student Loan Scheme that provides access to financing for low-income students who are not eligible for government sponsorship. The student loan scheme has been implemented since 2014 and has benefited close to 4,000 students.

131. **Adult Literacy.**²¹⁰ Between 1998-2010, the government funded a nation-wide literacy program (the Functional Adult Literacy (FAL) program), which contributed significantly to improving literacy rates in Uganda.²¹¹ In 2010, funding for the program ended due to budget constraints. A five-year pilot program was initiated in 2014, through the German Adult Education Program and with EU funding, to build capacity within districts to develop literacy materials and train literacy facilitators. The literacy training is combined with economic empowerment activities and targets primarily women. The aim is for the program to be taken over by the government when the pilot ends in 2019.

Equity

132. **Pre-Primary.** Pre-primary schools are inequitably distributed in Uganda, with 39 percent located in the region of Buganda, compared to only 1.7 percent in Karamoja. A study on equity conducted by the Uganda Bureau of Statistics and UNICEF found that the regions furthest away from the center²¹² have higher rates of children with no access to pre-primary education. There are also considerable differences in access to pre-primary between poor and more affluent households. According to the Uganda Early Years Study (2018), lack of financial resources was the main reason why parents were not able to send their children to pre-primary school. Because pre-primary education is mostly privately-owned and run, access to ECD for families from poorer backgrounds remains limited, which has led to parents enrolling their under-age children in primary instead. There is little evidence of government efforts to improve equitable access to pre-school for rural and less affluent children.

133. **Primary/Secondary.** Similar to pre-primary, financial constraints were the main reason why many children and youth did not attend school. Despite the UPE and USE policies, households continue to pay over half of primary education costs and 63 percent of lower secondary costs, including uniforms, meals, school materials, exams and transportation. In the 2016 Uganda National Household Survey, which assessed reasons for school drop-out among 6 to 24-year olds, 68 percent of male and 65 percent of female respondents cited financial constraints as the main reason for leaving school. Regions with higher poverty ratios, such as Karamoja, Acholi and Bukedi, also have fewer schools than urban and peri-urban areas. Students in rural communities are five times more likely to travel over 2 km to the nearest primary school compared to urban students, while 71 percent of secondary students in the Northern region traveled at least 3 km to school compared to 1 percent for urban students. With regard to wealth, only 5

²¹⁰ Adult literacy programs are not considered part of the formal education system and are not under the governance of the MoES. The unit in charge of adult literacy and non-formal education within the Ministry of Gender, Labour and Social Development also do not participate in education sector dialogue meetings or the annual sector reviews, and MoES documents do not cover the sub-sector. As such, there was limited information on adult literacy programs available to the evaluators.

²¹¹ JICA (2012). Basic Education Sector Analysis Report - Uganda, pp. 19

²¹² These include Karamoja, Teso, Busoga, Bukedi, West Nile and Kigezi

percent of girls and 8 percent of boys from the poorest quintile attend secondary school, compared to 35 and 42 percent, respectively, from the wealthiest households.

134. **Gender.** The GoU has developed several gender policies, strategies and frameworks for the education sector, including the 2016 Gender in Education Policy (GEP), the Gender in Education Strategic Plan 2015-2020 and the National Strategy for Girls' Education 2014-2019, which all aim to narrow the gender gap in education and address the various barriers that limit girls' education. One key achievement during the review period was the adoption of the National Strategic Plan on Violence Against Children in Schools, which aims to reduce violence and create safe learning environments for children.²¹³ This involved the development and implementation of the Reporting, Tracking, Referral and Response (RTRR) guidelines and tools as well as specific performance indicators on violence against children. In 2018, MoES also launched the National Sexuality Education Framework, which aims to guide and regulate the delivery of appropriate sex education in schools. There were also several sensitization and capacity building trainings provided to school managers, teachers and teacher trainers on HIV/AIDS, gender-based violence, promoting safe learning environments, menstrual hygiene, reproductive health, teenage pregnancy, child marriages and female genital mutilation throughout the review period, but it is unclear whether all districts were covered by these initiatives.

135. **Special Needs Education (SNE).** Three types of schools exist to cater for SNE learners, including special schools (17 at the primary level and 5 at the secondary level), mainstream schools that have SNE units (84 primary and 10 secondary), and inclusive schools (27 primary and 26 secondary) that allow SNE students to learn in the same setting as non-SNE students. However, only 5 percent of SNE learners have access to an inclusive school and 10 percent to a special school. A 2018 study by UNICEF and UBOS estimates that 7.5 percent of Ugandan children 5-17 years old have a disability,²¹⁴ while according to government statistics, 2 percent of students with special needs were enrolled in primary school in 2017. Of these, 27 percent had hearing impairments, 26 percent visual impairments, 23 percent had a mental disability and 18 percent a physical disability. There are an inadequate number of qualified teachers, equipment, and learning materials for SNE students, and infrastructure is poorly adapted to address the needs of these students. During the review period, a dedicated budget line was created to provide capitation grants to SNE schools. Several initiatives were also undertaken, including the distribution of materials (e.g., Braille kits, hearing aids), school construction in SNE schools (construction and renovation of the Mbale School for the Deaf) and guidelines for new school construction to include access ramps and adapted latrines.

136. **Refugees.** Uganda is one of the largest refugee-hosting countries in the world and the largest in Africa, with over 1.4 million refugees and asylum seekers, 61 percent of which are children under 18. Uganda has a progressive approach to refugees, providing settlement, freedom of movement, the right to work and access to social services, including education. Nevertheless, a significant number of refugee children do not have access to school as refugee host communities are among the least developed, with limited resources and poor infrastructure. The influx of refugees has put pressure on already deprived areas, affecting education provision and the quality of services. It is estimated that 225,000 or 45.8 percent of primary and secondary-aged children in refugee host communities are currently out of school.

²¹³ The Strategy is not targeted to a specific gender; it uses a gender responsive approach and acknowledges that violence affects boys and girls differently, while emphasizing the specific impact of sexual violence on girls. Gender equality and female empowerment are also key strategic interventions that are part of the overall strategy. The implementation of the Strategy is overseen by the Gender Unit of MoES.

²¹⁴ UNICEF (2018). Situational Analysis of Children in Uganda, pp. 21. Statistics come from the 2017 Uganda Functional Disabilities Survey (UBOS & UNICEF, 2018)

Among those with access to school, quality of education within settlements is poor as pupil-classroom ratios are more than double that of schools outside settlements (113:1) and textbook ratios are as high as 51:1.²¹⁵ To address these challenges, MoES, with support from donors, developed the Education Response Plan for Refugees and Host Communities 2018-2021. The plan is an annex to the 2017 ESSP and provides the way forward for providing improved education services to children and youth from 12 refugee-hosting districts, targeting both refugee and host community children between 3 and 24 years old, with the aim to bridge humanitarian response with long-term sustainable development support.

137. **School feeding and school health:** In 2013, the MoES developed the Guidelines on School Feeding and Nutrition Intervention Program, which states that the responsibility for providing food at school lies with parents and guardians. School Food Committees have been set up and are accountable for parental contributions to school-level feeding programs. However, in areas with high poverty and in refugee areas where parents are unable to contribute, the government provides support to school feeding programs through local partners. School health programs have largely focused on HIV/AIDS, which continues to significantly affect education access and quality in Uganda. EMIS (2016) estimates that 28,674 primary students and 5,154 secondary students live with HIV, while an estimated 2,816 teachers live with HIV.²¹⁶ The MoES is responsible for implementing the Presidential Initiative on AIDS Communication to Youth (PIASCY), which has been in place since 2001. HIV/AIDS is considered a key cross-cutting issue within the sector, and the HIV/AIDS unit of MoES developed the HIV Prevention Strategic Plan (2011-2015) to guide HIV prevention activities in schools, such as training sessions for teachers and inspectors, and educational sessions for students.

Quality

138. **Pre-Primary.** There are several issues related to quality in pre-primary education. The first is the low number of centers that are licensed and registered. Pre-primary schools²¹⁷ are supposed to obtain a government license (within three months of operation) and are expected to register with the government after two years of existence. However, compliance is low with only 32 percent of ECD centers licensed and 17 percent registered, due to complex and expensive registration requirements. This has limited monitoring and quality assurance of ECD centers in the country, which are also affected by inadequate government funding for the sub-sector.

139. Teaching quality has also been an issue and has seen some improvement during the review period. The number of qualified pre-primary teachers has increased with 23,669 trained teachers in 2017 (up from 16,741 in 2015). Of these, 75 percent have either a certificate or diploma in ECE. Primary teacher colleges in 50 districts now offer ECD training and GoU aims to make ECD training compulsory in year one of teacher training. The MoES also developed the Early Childhood Development Caregivers' Training Framework in 2012. This framework articulates the policy guidelines that govern training and management of ECD teachers, while streamlining the process for licensing, classification and registration of ECD teachers and teacher training institutions in Uganda. Despite this effort, 40 percent of caregivers

²¹⁵ Uwezo (2018). Are our children learning? Uwezo learning assessment in refugee contexts in Uganda, pp.9

²¹⁶ ESSA 2019, pp. 172

²¹⁷ There are four types of pre-primary institutions in Uganda: i) nursery schools/kindergartens, which provide ECD services to prepare children 3-6 years old for entry into primary, ii) community-based centres, which are community-led programs for 3-6 year olds and provide services based on parents' needs, iii) day care centres, that care for children under 3 years of age, and iv) home-based centres, which are operated by individuals in their homes. Of the 7,201 pre-schools reported in 2017, 92% were nurseries. The majority of pre-primary schools (48%) are owned by individuals or entrepreneurs, followed by faith-based organizations (27%) and communities (23%).

still have no qualifications and there is a severe shortage of ECD teachers due to many leaving the profession because of low pay and poor working conditions.

140. In terms of curriculum, GoU developed an ECD learning framework in 2005 to guide and promote a child-centered, play-based learning approach. A 2017 study conducted by Cambridge Education²¹⁸ revealed poor implementation as many pre-primary teachers struggled to use and understand the framework. Half of pre-primary schools that were assessed also lacked basic teaching and learning materials to apply the framework or provide quality education.

141. **Primary.** The primary curriculum has undergone several reforms, the most recent in 2007-2010, which introduced local language instruction in 12 local languages that make use of various thematic areas to enhance literacy and numeracy learning. This includes the early grade reading (EGR) program for P1-P3. From P4 onwards, the curriculum is taught in English using a subject-based approach, with P4 being a transition year. The roll-out of the thematic curriculum, which began in 2012, has been a key focus during the review period, with a particular emphasis on EGR, as a result of donor support. To date, the curriculum has been rolled out in 93 districts (out of 134).²¹⁹ This has entailed developing curricula and materials in the 12 local languages spoken in these districts, teacher training in EGR, and the distribution of textbooks to improve student-textbook ratios. Overall, primary student-textbook ratios have significantly improved for P1-P7, from 14:1 (English and Math) in 2013 to 1:1 (English) and 2:1 (Math) in 2019, while the textbook ratio for local languages was at 5:1 in 2017.

142. **Secondary.** The lower secondary curriculum is being reformed to introduce a competency-based approach. It also reduces the number of subjects offered from 40 to 21 and aims to standardize the number of subjects offered across schools. The reform began in 2011 but experienced delays²²⁰ and is still being rolled-out. Teacher allocations for subject-specific teaching continues to be a significant challenge, as there is an inadequate number of teachers specialized in key subject areas for all schools, particularly for the compulsory science and math courses. The average student-teacher ratio is 21:1, but this can vary from as low as 8:1 in rural areas, to a high of 70:1 in urban schools.

143. **BTJET.** The Government recognizes skills development as an important strategy for achieving national development goals and there has been increasing focus on the BTJET sub-sector. The sub-sector has its own strategic plan, the BTJET Strategic Plan 2012-2022. A BTJET policy was developed in 2019, aimed at making the sub-sector more responsive to labor market needs and implementing key sub-sector reforms. Among these reforms is the objective to establish an independent body, the BTJET Council (similar to the National Council for Higher Education), which would provide oversight of the system and better engage with the private sector. Several other reforms have been implemented aimed at improving the quality and relevance of BTJET programs through the implementation of the Uganda Vocational Qualifications Framework (UVQF), which aims to ensure that all training content is aligned with labor market demands and that training is focused on developing practical competencies.

²¹⁸ Cambridge Education (2017). Review of the 2007 Education Sector Early Childhood Development Policy and Operational Standard.

²¹⁹ The remaining 41 districts do not use the 12 languages for which materials have been developed so far. Roll out in the remaining districts is presently under discussion and is dependent on the development of appropriate materials in the remaining languages.

²²⁰ The original curriculum reform involved the development of learning areas. A framework had been developed in 2014, including a costed implementation plan. However, the curriculum received criticism, particularly from academics, who considered that topics had been “dumbed down”. The curriculum was also considered too ambitious and costly, which stalled its roll-out. In 2017, MoES moved away from the learning areas approach, back to a subject-based approach, with a focus on reducing the number of subjects offered. (Bashir, S et al. (2018). Facing Forward: School for Learning in Africa, pp. 209-210)

144. **Teachers.** There are several challenges with regard to the efficient recruitment and deployment of teachers, as well as the quality of teaching and teacher training in the country. These include poor quality of pre-service teacher training leading to poorly prepared and poorly skilled teachers; low pay and insufficient incentives for teachers, leading to low motivation; disparities in teacher deployment, particularly in rural and hard-to-reach areas; high levels of teacher absenteeism due to weak monitoring, inspection and supervision; and insufficient provision of in-service training and professional development. In 2018, the government adopted the National Teacher Policy, which aims to improve teacher management, ensure efficient and effective recruitment and deployment, and standardize teaching and management practices. This policy has not yet been implemented.

- Pre-service training is provided by 47 Primary Teacher Colleges (PTCs) and five National Teacher Colleges (NTCs) that provide training for primary and secondary teachers, respectively. Teachers may also get training from universities (mostly for secondary level) or from Instructors Training Colleges, which train BTVET instructors. The government and donors have made significant investments in the rehabilitation and expansion of PTCs, and renovations are on-going in the five NTCs. However, challenges remain, including inadequate funding, low quality of teacher trainers,²²¹ outdated training curriculum, and inadequate staffing.²²² Entry level qualifications for PTCs are low and many applicants who become teachers are poorly qualified and poorly motivated.²²³ An evaluation of UPE found that a significant number of trained teachers were not able to interpret the primary curriculum.²²⁴ In 2015, the NAPE assessment for P6 was administered to pre-service teachers and found that 22 percent were proficient in numeracy and 39 percent were proficient in literacy. The numbers were better for in-service teachers, at 60 and 66 percent, respectively.²²⁵ Similarly, a 2013 study, which surveyed P4 English and Math teachers, found that only 1 in 5 teachers demonstrated sufficient knowledge and mastery of the curriculum.²²⁶
- In-service training is currently offered to primary teachers through the Teacher Development and Management System (TDMS).²²⁷ Under the TDMS, there are 539 Coordinating Centers managed by Coordination Center Tutors (CCTs) who are in charge of providing support and training to teachers in their areas. However, stakeholders reported that many centers are inadequately staffed and lack the resources to conduct regular school visits. Stakeholders reported that the number of schools assigned to each CCT was too high to be effective. At the secondary level, MoES developed the secondary TDMS, although this system has yet to be implemented. To date, there is no institutionalized in-service training provided at the secondary level.

²²¹ In a 2013 report by the Teachers Initiative in sub-Saharan Africa, many NTC tutors only had a secondary level education.

²²² The same report found that half of teaching positions in PTCs were vacant.

²²³ Requirements to become a teacher are lower than for more prestigious professions. This combined with low salaries, limited career progression and poor conditions make teaching an unattractive profession to talented candidates. (World Bank (2012). Uganda - Saber Country Report 2012. Teacher Policies.)

²²⁴ ESSA 2019, pp. 144

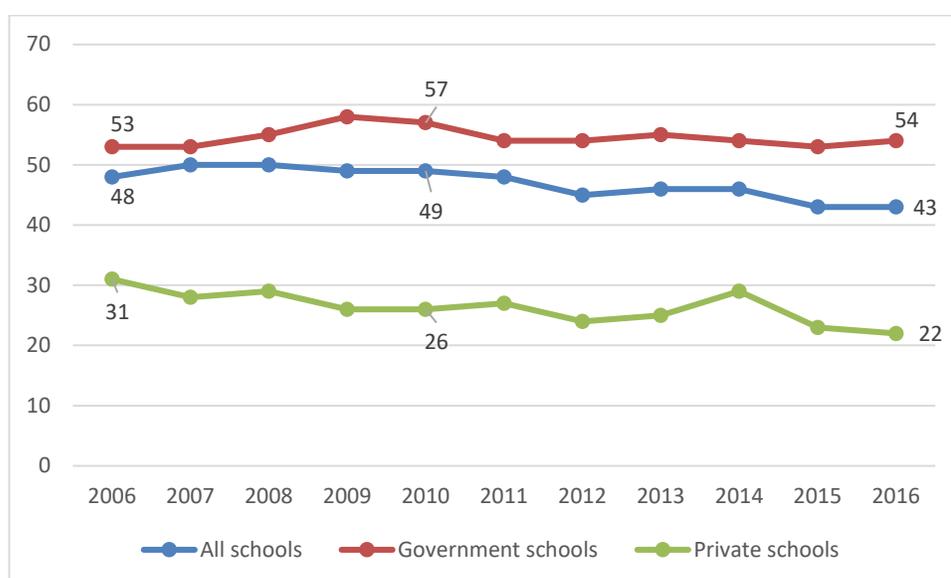
²²⁵ UNEB (2015). The Achievement of Primary School Pupils and Teachers in Uganda in Numeracy and Literacy in English. National Assessment of Progress in Education (NAPE) Report.

²²⁶ Service Delivery Indicators (SDI) (2013). Education and Health Services in Uganda. Data for Results and Accountability

²²⁷ The TDMS was established in 1994 through a World Bank project. (JICA (2012). Basic Education Sector Analysis Report)

- Teacher recruitment and deployment.** The number of primary school teachers in Uganda has increased since 2013 from just over 185,000 to over 205,000 in 2017 and the target student-teacher ratio at the primary level of 53:1 has been largely achieved.²²⁸ However, there are substantial disparities in teacher ratios, with government schools having much higher ratios compared to private schools (Figure 4.2). Geographically, student-teacher ratios vary from 40:1 in the Buganda region to 72:1 in the West Nile region. Within districts, student-teacher ratios can reach as high as 300:1, underscoring challenges in the efficiency of teacher deployment rather than the overall number of teachers. Teacher deployment in rural and hard-to-reach areas is of particular concern. Under ESSP 2010-2015, MoES proposed hardship allowances of up to 30 percent of the basic monthly salary to incentivize teachers to work in remote areas. Around 15,000 teachers at primary, secondary and tertiary levels benefited from this strategy in 2011.²²⁹ There is no data on whether this was implemented in subsequent years and no information on its effectiveness.

Figure 4.2 Student-teacher ratios for government and private primary schools, 2006-2016²³⁰



- Teacher absenteeism.** Uganda has one of the highest teacher absenteeism rates compared to other SSA countries. A 2013 World Bank study found that 24 percent of teachers from surveyed schools were absent on a daily basis, and 53 percent were absent from classrooms.²³¹ The same study found that head teachers, responsible for supervision and school management, were also frequently absent from school. The issue of absenteeism is linked to poor supervision and monitoring of teachers, as well as low incentives and salaries for teachers. A number of donor projects, including

²²⁸ The average reported ratio was 42:1 in 2017. The policy on student-teacher ratio stipulates that there should be an assigned teacher for every 53 students enrolled in a school. In practice, however, if a classroom or school has 100 students, they would not be eligible to obtain a second teacher. As such, student-teacher ratios often exceed the 53:1 standard.

²²⁹ World Bank (2012). Uganda - Saber Country Report 2012. Teacher Policies.

²³⁰ MoES, Education Sports Sector Fact Sheet 2002-2016.

²³¹ In comparison, this was 15 and 43 percent, respectively for Kenya; 15 and 47 percent, respectively for Tanzania; and 5 and 22 percent, respectively for Ethiopia. (World Bank (2013). Service Delivery Indicators Surveys for Primary Schools)

UTSEP, have targeted this problem. Preliminary results from the 27 districts covered by UTSEP showed higher teacher attendance rates (79 percent).²³² However, there have been no systemic approaches to deal with absenteeism to date.²³³

- Teacher supervision and monitoring. School management remains weak as head teachers are found to lack proper management and leadership skills.²³⁴ As such, there is ineffective supervision of teachers, affecting the quality of teaching and contributing to high rates of absenteeism. School inspection systems are also lacking, with inadequate numbers of inspectors to monitor head teachers and schools. School inspectors tend to focus on overall school performance and do not assess teacher performance or skills. Several donor projects are aimed at addressing this issue (e.g., SESIL and UTSEP) while the new National Teacher Policy aims at improving school management.
- Teacher working conditions and professional development. Working conditions for teachers remain poor as Ugandan teachers are among the lowest paid in the region²³⁵ and less than 10 percent of teachers are provided with adequate housing, especially in rural areas. Teacher salaries do not reflect their education level, and there are few performance-based incentives.²³⁶ The Teacher Scheme of Service was introduced in 2008 as a human resource tool to manage the career pathways of teachers and to create transparency around career progression and salaries. It introduced promotion opportunities based on merit and a teacher appraisal framework. However, the extent to which it has been implemented is unclear; consulted stakeholders stated the system is not functioning.²³⁷ In 2017, MoES also developed the Teacher Incentives Framework (TIF), which aims to improve teachers' welfare and motivation. It is unclear how this framework fits into the existing Scheme of Service and there is limited information on what the framework entails.

²³² Teacher presence is linked to one of the project's DLIs in which rewards are tied to the level of teacher presence in schools, with different amounts earned according to achievement of set targets. Independent verifications that were conducted in 580 sampled schools between June 2018 and March 2019 reported a 3 percent increase in attendance between baseline (76 percent) and verification III (79 percent). Similarly, teacher time on task was found to have significantly improved with 85 percent of teachers teaching the time tabled lesson (compared to 66 percent at baseline). (Source: MoES (2019). Independent Verification of Teacher Presence in Public Primary Schools Under UTSEP.)

²³³ The Office of the Prime Minister piloted a monitoring system in 20 focus districts in 2017, which showed some initial positive results, including a drop in absenteeism rates, disciplinary action to teachers and the removal of ghost teachers from the payroll. However, it is unclear if these results were sustained and whether the pilot project was expanded and adopted sector-wide. (Source: *Prime Minister's Delivery Unit Efforts on Attempts to Reduce UPE Teacher Absenteeism Bearing Fruit*, <https://opm.go.ug/2018/04/30/prime-ministers-delivery-unit-efforts-on-attempts-to-reduce-upe-teacher-absenteeism-bearing-fruit/>)

²³⁴ ESSA, pp. 152-153

²³⁵ Teacher salaries are 3.3 times the GDP per capita, which is lower than the average for sub-Saharan Africa of 3.7 times GDP per capita. Uganda teachers earn two times less than those in Ethiopia, Kenya and Tanzania.

²³⁶ Teacher salaries are based on the number of years of experience and their education level. Scheme of service determines four tiers of teacher ranks. However, the ratio of the highest salary (not including head-teachers) compared to base salary is less than 1.2. (World Bank (2012). Uganda Teacher Policies. SABER Teachers Country Report)

²³⁷ Head teacher appraisals of teacher performance are supposedly only marginally taken into account in a teacher's evaluation when applying for higher positions. These appraisals also have no impact on teacher salaries. In a 2012 survey, around 40 percent of teachers claimed that they perceive no link between their performance and rewards in the education system. (World Bank (2014). UTSEP Project Appraisal Document)

Governance and system-level strengthening

145. **Government capacity.** Because of the history of a SWAp, the administrative and technical capacity of the central government is considered quite high in comparison to other sub-Saharan countries.²³⁸ However, decentralized governments, which have taken on an increasing share of functions and responsibilities in the system, have overall weak capacity due to lack of human resources, financial resources and technical capacity. Weak management and implementation capacity affects many activities such as school construction, resulting in delays and mismanagement of funds, weak enforcement of guidelines and regulations, and weak monitoring.²³⁹ While budgets are adequately audited and monitored at the central level, there are inadequate accountability mechanisms at lower levels, which have led to significant leakages and inefficiencies in the system. Capacity strengthening at the local level has been ad-hoc and limited to a few donor projects, with no system-wide approach to building local capacity.

146. **Decentralization.** Decentralization of authority has progressed gradually over the years and is most advanced for the pre-primary and primary levels, with district governments providing most services, including overseeing school construction, procurement and distribution of textbooks and materials, recruitment and deployment of teachers, management of capitation grants and school inspections. In fact, local governments (LGs) have been given both legislative and executive powers to develop their own five-year plans and manage their own budgets. Services are overseen by District Education Officers (DEOs) and District Inspectors of Schools (DISs) who report to the Chief Administrative Officers of local governments. At the secondary and BTVET levels, local governments are comparatively less involved. For instance, teacher recruitment and deployment is overseen by head teachers who report directly to MoES, while inspections are overseen by the central level Directorate of Education Standards (DES). Nevertheless, the role of MoES has increasingly been limited to policy development, development of curriculum and standards, and enforcing quality standards, with district governments in charge of most of the management of the sector. A key challenge has been the increasing number of districts, which has strained human, technical and financial capacity at local levels. In addition, policy and budgetary decision-making in Uganda remains quite centralized and top-down. Thus, while local governments shoulder much of the responsibility, they have little control over budget allocations. Communication and dissemination of information between central and local levels is also a challenge, which affects how policies are implemented at a local level.

147. **Inspection and monitoring.** Overall inspection and monitoring systems remain weak. In 2009, MoES revised its Basic Requirements Minimum Standards (BRMS), which established the minimum standards of quality that schools and institutions are supposed to adhere to. The DES conducts monitoring visits to ensure compliance to BRMS at the secondary level and higher, while DIS conduct inspection visits at the primary level. However, several challenges remain with regard to the timeliness and quality of inspections and the capacity of inspectors to support schools in improving quality. While several pilot initiatives during the review period were aimed at improving inspection services,²⁴⁰ these have not translated into system-

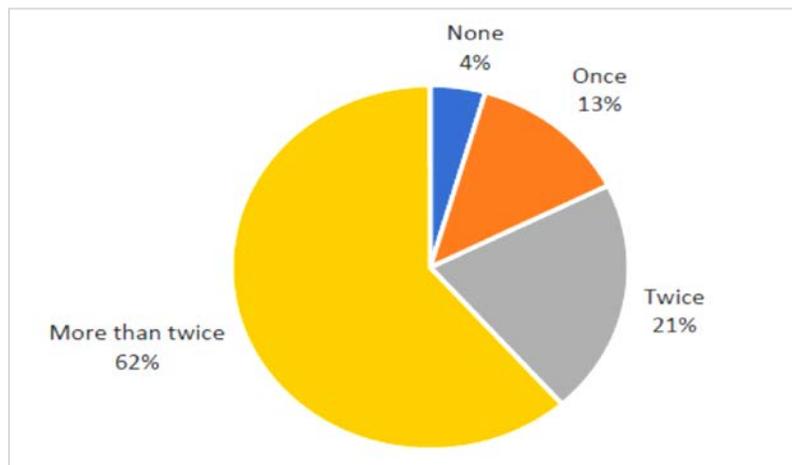
²³⁸ JICA (2012). Basic Education Sector Analysis Report – Uganda, pp. 44.

²³⁹ This was ultimately what led to the restructuring of the UTSEP project as the decentralized modality for school construction suffered severe delays and challenges, unlike the centralized modality.

²⁴⁰ For example, the Integrated Inspection System developed through UTSEP, which provides an ICT-based approach to primary school inspections, as well as the Teacher Effectiveness and Learner Achievement (TELA) developed through SESIL, which uses an SMS-based system to monitor primary teachers and learning outcomes in schools.

wide improvements.²⁴¹ There have also been several donor initiatives to strengthen the capacity of school inspectors. However, lack of funding and human resources, particularly at local levels continue to be a significant challenge. District Education Offices and DISs are severely under-staffed, with limited financial and technical resources to monitor schools. There is no funding provided for the monitoring of pre-primary schools, while limited transportation means that schools located in remote or hard-to-reach areas are less likely to be inspected.

Figure 4.3 Number of inspections conducted in primary schools in 2017²⁴²



148. **EMIS.** Since 2016, EMIS has been non-functional due to several limitations and weaknesses in the existing system (see Section 3.3). An EMIS review task force was set-up in 2017 and MoES has taken the initiative to revamp the system. An EMIS policy is under development with an aim to strengthen the legal framework. MoES is reconstructing the data frame and conducting comprehensive baseline data collection to guarantee the quality and reliability of data. There is also an attempt to move away from only the technological aspect, which had been the focus of past EMIS reforms, to focus equally on human resources and practices to ensure a more holistic approach to the new EMIS. However, government funding for this has been insufficient and it remains to be seen what impact these initiatives will have on improvements to EMIS.

149. **LAS.** Uganda's National Examinations Board (UNEB) oversees the National Assessment of Progress in Education (NAPE), which has been conducted since 1996. Capacity levels at UNEB are considered high, with staff able to develop and implement the assessments and carry out data analysis functions. However, NAPE has been funded exclusively by donor projects, with no government support. As donor funding changed, NAPE has evolved over time. Under World Bank funding (2008-2014), NAPE covered both primary and secondary levels, and covered several subjects including Language, Math, Biology, Science and Social Studies. Since 2015, NAPE has been funded through UTSEP. The most recent NAPE assessments

²⁴¹ Reasons for this are due to the limited scope and small scale of donor-funded initiatives, namely UTSEP's ICT-based system, which was significantly downscaled and only recently put in place as a pilot. Similarly, DFID's TELA project is also small scale and very recent. There has yet to be uptake and institutionalization by MoES, which remains a significant challenge due to limited financial resources allocated to this.

²⁴² Figure from ESSA 2019, pp. 172

were conducted in 2015 and 2018 and only covered Language and Math at the primary level.²⁴³ The 2015 and 2018 NAPE assessments were also administered to teachers to assess their competencies.

150. Beyond NAPE, UNEB is also responsible for the development and administration of national exams, such as the primary leaving exam (PLE). Under UTSEP, UNEB was responsible for the implementation of the Early Grade Reading Assessments (EGRA) for grades 1-3 in the 27 districts of the UTSEP project, with USAID overseeing EGRA in the other districts. The goal is to eventually nationalize and institutionalize EGRA. UNEB has also taken the lead in reforming classroom-based assessments and is trying to move the national exams towards competency-based assessments.²⁴⁴ The system is under review since 2017 and has received support from donors (including DfID and the World Bank) to improve overall assessment processes and methodologies and to build internal capacity. Overall, the sustainability of NAPE and EGRA remain questionable due to lack of government funding and willingness by MoES to take ownership.²⁴⁵

Did ESP implementation contribute to system-level changes?

Finding 19: Although sector investments were aligned with overall ESSP objectives, the ESSPs were not detailed or operational enough to drive specific reform initiatives that would have led to system-level changes.

151. Table 4.2 provides an overview of eight significant system-level changes identified in the previous finding, whether they were planned under 2010-2015 and 2017-2020 ESSPs, and whether their achievement was likely linked to the respective ESSP implementation.

Table 4.2 System-level improvements in the review period, against ESSP 2010-2015 and ESSP 2017-2020

SYSTEM-LEVEL IMPROVEMENT	LIKELY DUE TO ESSP IMPLEMENTATION? ²⁴⁶	IMPROVEMENT SUPPORTED BY DONORS? ²⁴⁷
ALREADY SIGNIFICANT AND LIKELY SUSTAINABLE		
Development of TVET policy (2019)	Yes. This was part of interventions listed in the 2017 ESSP.	Yes. Supported by ENABEL, GIZ, WB, and others.
POTENTIALLY SIGNIFICANT IF IMPLEMENTED AND/OR STRENGTHENED FURTHER		
Development and implementation of the primary thematic curriculum and lower secondary	Yes. Both were key interventions in the ESSPs	Yes. The primary curriculum implementation was supported by GPE and USAID through EGR.

²⁴³ Previous NAPE assessments were conducted in 1996, 1999 and 2003 (in primary grades 3 and 6). Between 2005-2014, NAPE was conducted annually at the primary level. NAPE was introduced in secondary (grade 9) in 2008, where it was conducted annually until 2014. (Kanjee, A. and Acana, S. (2013). Developing the Enabling Context for Student Assessment in Uganda)

²⁴⁴ NAPE uses a competency-based assessment approach, which is not used in the primary and secondary leaving exams. UNEB wishes to adapt national examinations to use the same approach.

²⁴⁵ Despite NAPE being included every year in UNEB's annual work plan and budget, NAPE has never received funds from the government.

²⁴⁶ Assessment was based on whether the initiative was listed in the ESSP and the likelihood that other factors influenced its implementation.

²⁴⁷ It was not always possible to determine all the donors involved. As such, some donors may have not been mentioned.

SYSTEM-LEVEL IMPROVEMENT	LIKELY DUE TO ESSP IMPLEMENTATION? ²⁴⁶	IMPROVEMENT SUPPORTED BY DONORS? ²⁴⁷
competency-based curriculum		Secondary curriculum revision was partly supported by Dfid.
The revision and updating of EMIS and development of the EMIS policy.	Yes. Both plans include proposed interventions for improving EMIS.	Yes. Several donors supported EMIS, including GPE, Dfid, and UNESCO
Development of the National Teacher Policy (2019)	Yes. This was part of interventions listed in the 2017 ESSP.	Yes. Supported by UNESCO
Improvement in student-textbook ratios for Language and Math at the primary level	Yes. The reduction in the student-textbook ratio was included in proposed interventions under both ESSPs.	Yes. Supported primarily by GPE.
Infrastructure development at primary, secondary, tertiary and BTJET levels resulting in stability in student-classroom ratio at the primary/secondary and improvement in other levels.	Partly. Increasing access to schools and improving school environments through school construction and renovation were key initiatives under both ESSPs. However, construction and renovation are also recurrent expenses that the government must assume regardless, and therefore implementation is not only due to ESSP implementation.	Yes. Several donors supported infrastructure including GPE, World Bank, ENABEL, and AfDB.
Review of 2007 ECD policy, which led to the development of the national Early Childhood Education policy in 2016. Inclusion of ECD training module for pre-service teachers.	Partly. The review of the ECD policy is included in the 2017 ESSP, however, the policy was already under development prior to the development of the ESSP and donors played a key role in pushing for the need to improve ECD services. ECD training for pre-service teachers was part of listed initiatives under both the 2010 and 2017 ESSPs.	Yes. Financial support for the policy review and ECD training was provided by GPE, while technical support for the policy review was provided by UNICEF and Dfid.
Development of the Education Response Plan for Refugees and Host Communities in 2018	Partly. The development of a program to improve provision of education to refugee communities was listed in the 2017 ESSP, however the development of the response plan was primarily spearheaded by donors through Education Cannot Wait, which was launched the same year as the Response Plan. ²⁴⁸	Yes. The initiative was primarily led by donors including UNICEF, UNHCR, USAID, WB, Dfid and others.

²⁴⁸ Education Cannot Wait is a global fund dedicated to providing education during emergencies and crises.

SYSTEM-LEVEL IMPROVEMENT	LIKELY DUE TO ESSP IMPLEMENTATION? ²⁴⁶	IMPROVEMENT SUPPORTED BY DONORS? ²⁴⁷
Development and implementation of the National Strategy and Action Plan on Violence against Children in Schools, and the RRTR tools and guidelines	No. Neither ESSP included this.	Yes. The initiative was supported (and likely led) by UNICEF and USAID and was supported by GPE.

152. The table above shows that the link between ESSP implementation and system-level changes are more likely for some elements than others but making a clear linkage between the two is difficult. As previously mentioned, monitoring evidence for ESSP implementation was limited, and interventions that were implemented were generally tied to available funding by the government or by donors. Because ESSP objectives were broad and the plans lacked operational detail as well as prioritization, all government and donor interventions can be tied to the ESSPs. The ESSPs provided a general guideline to orient government and donor investments in a broad sense, but it remains unclear to what extent the ESSPs were the main driver for government and donor investments in the sector or whether, in the absence of the ESSPs, the same investments would have been made regardless. During the period under review, there have been investments in areas aligned with ESSP objectives and key priorities, but these have not proven sufficient in scope or targeted to ensure system-level changes. Beyond ESSP implementation, other factors have likely also contributed to decision-making around which priorities obtained funding and how resources were allocated. For instance, while reforming EMIS is a priority for MoES and has been supported by donors, there has been limited government funding. On the other hand, the ECD policy, the Education Response Plan and the strategy for reducing violence in schools were primarily donor driven and, although they were not explicitly proposed in the ESSPs, they were developed because of significant donor engagement with the government.

153. With regard to sustainability, the extent to which observable changes at the system level can be sustained is unclear, due to limited and diminishing domestic financing in the sector, inadequate staffing at MoES, and modest investments in institutional capacity development, particularly at the local level. Implementation of the primary and secondary curriculum can only be ensured through improvements in the quality of teaching and learning materials. The new National Teacher Policy shows promise and was praised by many stakeholders as key to improving the teaching profession in Uganda. However, several stakeholders also expressed doubt about the extent to which the policy will be implemented and noted the insufficient attention it was being given under the new ESSP in development.²⁴⁹ Only the BTVET sub-sector shows some level of sustainability due to the significant amount of resources and attention provided by both government and development partners.

²⁴⁹ At the time of the evaluation, some stakeholders expressed concern about the extent to which implementation of the policy would be a priority in the new ESSP. Without increased domestic financing and staffing, it is unclear how MoES will be able to implement and sustain policy components including the creation of a viable in-service teacher training and professional development system, merit-based pay scales, transparent and efficient systems for teacher deployment, etc.

Implications for GPE's ToC and country-level operational model

Finding 20: In Uganda, the ESSPs were only partially implemented due to shifting political priorities and diminished funding. As such, they did not contribute sufficiently to the institutional capacity building necessary to drive system-level changes. Implications for GPE's ToC are the need to influence political leadership at the central government level while improving managerial capacity at the local government level.

154. In Uganda, the evaluation found that two of the four assumptions of the GPE ToC **did not hold true**. The assumption that sector plan implementation leads to improvements in sector management was found to not hold true as there were few initiatives implemented that built management capacity, especially at the local government level, where much of the responsibility lies for service delivery in pre-primary and primary education. While there is sufficient technical capability at the central level with regard to EMIS and LAS, there has been a lack of political will and financial resources to develop these systems, which has affected capacity to effectively produce and use data to improve accountability and decision-making in the sector. Even the use of data has caused tension among government and donors as exemplified during the development of the 2019 Education and Sports Sector Analysis (ESSA), where government solely wished to use EMIS data that is known to be unreliable, while donors pushed to include more independent sources of data, which painted a more negative picture of sector progress. As such, assumption 2 did not hold true.

155. In terms of ESSP implementation leading to improvements in learning (assumption 3) and improvements in equity (assumption 4), these were found to hold **partially true**. Improvements in learning and equity remained limited during the review period, such as the development of policies to address gender and refugees, improvements in student-textbook ratios and roll-out of the curriculum. Although these were included in the ESSPs, donor priorities and funding were key to providing sufficient resources to achieve outcomes. Without this, it is unclear whether these would have been achieved.

5 Progress towards stronger learning outcomes and equity

Introduction

156. This section summarizes findings related to Key Question III: “Have improvements at education system level contributed to progress towards impact?”²⁵⁰ Key sub-questions are:

- During the period under review, what changes have occurred in relation to (a) learning outcomes in basic education, (b) equity, gender equality and inclusion in education? (CEQ 6)
- Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4? (CEQ 6)
- What other factors can explain changes in learning outcomes, equity, etc.? (CEQ 6)
- Going forward, what are the implications of findings for the GPE ToC/operational model? (CEQ 7)

157. The section below provides a brief overview of medium-term trends in relation to basic education learning outcomes, equity, gender equality and inclusion that occurred in Uganda up to and during the review period. The evaluation is not attempting to establish verifiable links between specific system-level changes that occurred during the review period and impact-level trends, given that the CLE covered only a relatively short timeframe and that in most cases it is likely too early to expect specific changes to be reflected in impact level trends. However, where links are plausible, those are discussed. Table 5.1 summarizes CLE findings on any such plausible links, which are further elaborated on below.

Table 5.1 *Overview: CLE findings on the contribution of system-level changes to impact-level changes*

IMPROVEMENTS MADE DURING REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ²⁵¹	
<p>Equity, Gender Equality and Inclusion: There were limited improvements during the review period. Although gender parity has been achieved in pre-primary and primary and there was improvement in secondary enrollment for girls, progress against most other indicators have</p>	<p>Moderate. The limited Improvements in gender parity are likely due to system-level changes that have targeted girls’ education such as the UPE and USE policies, which likely contributed to improved access for</p>	1	2

²⁵⁰ Key sub-questions are: CEQ 6: (i) During the period under review, what changes have occurred in relation to (a) learning outcomes in basic education, (b) equity, gender equality and inclusion in education; (ii) Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4?; (iii) What other factors can explain changes in learning outcomes, equity, etc. CEQ 7 (iv) Going forward, what are implications of findings for the GPE ToC/operational model?

²⁵¹ The underlying assumptions for this contribution claim are: (1) changes in the education system positively affect learning outcomes and equity, and (2) country-produced data on equity, efficiency and learning allow measuring/tracking these changes.

IMPROVEMENTS MADE DURING REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ²⁵¹	
stagnated or reversed for both boys and girls. Meanwhile, there has been reduction in enrollment rates for students with disabilities, and disparities persist between rural and urban children, and children from poorer versus wealthier households.	girls. However, the lack of system changes in access since 2011 and the reduced funding for education have likely contributed to lack of progress in primary and secondary enrollment and completion overall.		
Learning: There has been no progress in learning outcomes over the review period and overall learning assessment scores remain below those of comparator countries in literacy and numeracy.	Limited. Focus on education quality during the review period, especially through implementation of new curriculum, early grade reading, distribution of textbooks and teacher training, do not appear to have contributed to improvements in learning outcomes.		

Trends in learning outcomes, equity, gender equality and inclusion in the education sector in Uganda from 2011 to 2019

Equity, Gender Equality and Inclusion in Education

Finding 21: There were limited improvements in education access and equity during the review period, particularly at the primary and secondary levels where enrollment and completion rates have either stagnated or deteriorated since 2011. While the gender gap has been narrowed in pre-primary, primary and secondary enrollment, disparities remain especially in completion rates for primary and secondary education. Disparities in access also persist for rural and marginalized children.

158. During the review period, Uganda made limited improvements in education access and equity. Table 5.2 provides an overview of trends in the key impact-level indicators listed in the evaluation matrix, grouped by whether they showed improvement, stability, deterioration, or whether available data is inconclusive. Main takeaways from the table include:

- There have been improvements in access to pre-primary, BTVET and higher education, but access at the primary and secondary levels have not improved:** Although the absolute numbers of students have increased at all levels, gross and net enrollment rates reflect deterioration in access at the primary level and stagnation at the secondary level. While the number of students enrolled in primary increased by 5.6 percent since 2010, this has not kept pace with population growth as the number of primary-aged school children increased by 25.4 percent during the same period.²⁵² In fact, Uganda is one of the few countries in sub-Saharan Africa with negative trends in primary

²⁵² MoES, Education Sports Sector Fact Sheet 2002-2016; UNESCO Institute of Statistics (UIS) database, data.uis.unesco.org

enrollment.²⁵³ Similarly, increases in the population of secondary-aged students have led to stagnation in enrollments at around 25 percent since 2010, which is significantly lower than in neighboring countries.²⁵⁴ The phase-out of the secondary PPP program is predicted to lead to a decline in enrollments.²⁵⁵ While access to pre-primary improved over the review period, 80 percent of pre-primary aged children still have limited access to school and Uganda continues to have the lowest pre-primary enrollment compared to other SSA countries.²⁵⁶ Only BTNET and higher education show positive enrollment trends, with the number of BTNET students tripling from 2012-2019 and the number of university students increasing by 31 percent between 2010 and 2016.

- **There has been no progress in improving internal efficiency in primary and (overall) secondary education:** Primary and secondary completion rates remained low during the review period, with two thirds of children dropping out before reaching the last year of primary. Of those that make it to secondary, another two thirds do not reach the last year of lower secondary. Primary survival rates are much lower in Uganda than in neighboring countries.²⁵⁷ Of students who complete P7 and S4, fewer students go on to lower secondary and upper secondary, respectively, compared to previous years. Repetition rates at the primary level remain high, but have shown some decline at the secondary level.
- **There was some progress in achieving gender parity during the review period.** There is no gender gap in enrollments at the pre-primary level, a positive gender gap for girls at the primary level, and there have been improvements in lower secondary enrollment for girls. The gender gap in completion rates has achieved parity at the primary level and has slightly narrowed at the secondary level. However, transition rates from lower to upper secondary have worsened for girls, with fewer girls going to upper secondary compared to the past. Among girls dropping out of school, the main reasons are pregnancy (40 percent), marriage (28 percent) and financial reasons 7.3 percent).²⁵⁸
- **Marginalized populations, including rural children, children from low-income backgrounds, children with disabilities and children from refugee populations, continue to have low access to education.** Although trends are not available for all categories of children, current figures show limited access to school for most marginalized children in the country at all levels of schooling. For instance, children from less affluent households are 4.4 times less likely to receive pre-primary education, while only half of refugee children are enrolled in primary school (compared to nearly 80 percent enrollment for non-refugee children in host communities).

159. Data is available for most access, quality and efficiency indicators, and most data is disaggregated by gender. However, historical data for marginalized populations, particularly rural versus urban children and refugee children, is not readily available to assess trends. The quality and reliability of EMIS data is also of concern due to inaccurate baseline population and school census data, as well as issues of under-

²⁵³ ESSA 2019, pp. 54-55.

²⁵⁴ Lower secondary GER is 58% in Kenya, 37% in Rwanda and 38% in Ethiopia (World Bank (2019), Uganda Economic Update, 13th edition, pp. 40)

²⁵⁵ The World Bank assessment predicts that GER in secondary will likely decrease to 22 percent by 2025 and considers it “a major setback rarely seen in any country in a time of peace” (Ibid, pp. 55).

²⁵⁶ The pre-primary enrollment rate is 62.2% in Kenya and 33.3% in Tanzania, while the SSA average is 32.9%, compared to just 15% in Uganda (ESSA 2019, pp. 34)

²⁵⁷ In 2017, the survival rate to the last grade of primary was 95% in Kenya, 63% in Ethiopia and 68% in Rwanda, compared to 44% in Uganda (World Bank (2019), Uganda Economic Update, pp. 48)

²⁵⁸ ESSA 2019, pp. 96

reporting. The data provided in Table 5.2 comes primarily from EMIS and complementary data from independent studies and the 2019 ESSA are provided when possible.

Table 5.2 Trends in indicators for Equity, Gender Equality and Inclusion in Basic Education²⁵⁹

INDICATORS THAT IMPROVED FROM 2011-2017
<p>Overall:</p> <ul style="list-style-type: none"> • Pre-primary enrollment: The number of children enrolled in pre-primary increased from 214,797 (2011) to 608,973 (2017). Between 2011-2017, GER increased from 7.5% to 15.4%, while NER increased from 6.6% to 8.4%.²⁶⁰ • Secondary repetition rate: Repetition rates have steadily declined from 2.3% (2010) to 1.37% (2016). • BTJET enrollment: Enrollment in formal BTJET has increased from 34,380 students (2012) to 95,841 students (2018). • Higher education enrollment: Enrollment in HE institutions increased from 198,100 students (2011) to 259,000 (2016). GER in higher education was 6.8% in 2016 and increased by 1.4% in comparison to 2010. <p>Equity, Gender and Inclusion:</p> <ul style="list-style-type: none"> • Pre-primary enrollment: In 2017, GER for girls was slightly higher (14%) compared to boys (13%) (GPI in 2017 was 1.02).²⁶¹ In 2011, that difference was smaller, with 7.6% for girls and 7.4% for boys. • Secondary enrollment: The share of girls in USE secondary schools marginally increased from 45% (2011) to 47.2% (2016). GER for boys is around 3.4% higher than for girls, but while GER for boys showed minimal change since 2010, GER marginally improved for girls by 1.4%. GPI improved from 0.83 (2010) to 0.88 (2016). • Primary enrollment in low income vs high income households: The gap between the richest quintile and poorest quintile narrowed between 2011 and 2016. In 2011, 43.7% of 6-year olds from the richest quintile were enrolled in school versus 31.9% from the poorest quintile (gap of 11.8%). While enrollment decreased for all quintiles in 2016, these numbers were 35.8% and 27.4% respectively, representing a gap of 8.4%. A similar trend can be observed for other age groups.²⁶²
INDICATORS THAT STAGNATED FROM 2011-2017
<p>Overall:</p> <ul style="list-style-type: none"> • Primary survival and drop-out rates: Survival rate to the last grade of primary (P7) saw little change and only marginally increased from 31.2% (2011) to 32.0% (2016), with a high of 33.1% in 2014.²⁶³ Similarly, there was no change in drop-out rates, which were 62.8% (2011), 65% (2012) and 64.5% (2016).

²⁵⁹ Data provided in the table is primarily from EMIS or the ESSA 2019 (which also primarily uses EMIS data) that is known to be unreliable and inaccurate. However, it constitutes the most complete, and often only, source of data to be able to assess trends. Where other sources of data were available, these have been included.

²⁶⁰ The Ugandan National Household Survey (UNHS 2016) shows higher enrollment numbers in pre-primary, as high as 43%, while the 2019 Uwezo report shows that the percentage of 6-year-olds in their sample enrolled in ECE increased from 11% to 36% compared to 2015. Also note that 2017 EMIS data on pre-primary enrollment shows a significant amount of underaged (13%) and overaged (32%) children enrolled in pre-primary. This data is confirmed by Uwezo that shows a significant number of children over the age of 6 enrolled in ECE.

²⁶¹ UNHS 2016 figures show 45% enrollment for girls and 42% for boys.

²⁶² Data is derived from the 2011 and 2016 DHS survey, available at <http://iresearch.worldbank.org/edattain/>

²⁶³ The World Bank report notes a marginal improvement in survival rates. It states that the 2017 survival rate for Uganda was 44% and that, in 2017, on average, it took 12.6 years for a student to graduate primary school compared to 14 years in 2008. (World Bank (2019), Uganda Economic Update, pp. 48)

- **Secondary enrollment:** While the number of students increased from 1.25 million to 1.37 million between 2011 and 2016, enrollment rates have not changed significantly. **GER** went from 28.0% to 27.1% (with a high of 30% in 2014), while **NER** went from 25.0% to 24.0% (with a high of 26% in 2014 and a low of 21.8% in 2015).²⁶⁴
- **Lower secondary completion:** There has been no significant change in the lower secondary completion rate, which has gone from 39% (2010) to 37.8% (2016), with a low of 33% in 2011.²⁶⁵ Similarly, the gross intake rate to S4 went from 28% (2010) to 26.4% (2017), with a high of 30% in 2014.

Equity, Gender and Inclusion:

- **Proportion of SNE students in primary:** There has been a marginal decrease in the proportion of SNE students enrolled in primary, from 2.4% (2011) to 2.06% (2016).²⁶⁶
- **Primary survival:** Survival rates to P7 for boys and girls show no significant change, going from 32% (2011) to 31.7% (2016) for boys and 31% (2011) to 32.3% (2016) for girls.
- **Secondary completion:** Completion rates for boys and girls show opposing trends. From 2010-2016, completion rates decreased for boys (from 45% to 39.6%, going as low as 35% in 2011), but increased for girls (from 32% to 36%), thereby narrowing the gender gap.
- **Secondary out-of-school children (OOSC):** The number of OOSC 13-18 years old marginally increased from 2.5 million (2012) to 2.8 million (2016), with a high of 3.2 million reported in 2013. However, as a percentage of total secondary level school-aged population, OOSC slightly decreased from 51.5% (2012) to 48.7% (2016), with a high of 62.5% (2013).

INDICATORS THAT DETERIORATED FROM 2011-2017

Overall:

- **Primary enrollment:** While the number of children in primary increased (from 8.09 million to 8.84 million between 2011 and 2017), **GER** has decreased from a high of 133% (2009) to 117% (2011) to 111% (2017). Similarly, **NER** decreased from a high of 97.5% (2011) to 92.1% (2016).²⁶⁷
- **Transition rates:** Transition from P7 to S1 increased up until 2013, from 63.9% (2009) to 72.2% (2013) but have since declined to 61% in 2017. Transition from lower secondary (S4) to upper secondary (S5) has declined more significantly, from 53.6% (2011) to 29.2% (2016).

Equity, Gender and Inclusion:

- **Primary enrollment:** Between 2011 and 2017, **GER** and **NER** decreased for girls from 118% to 111% (GER), and from 97.9% to 94.0% (NER). However, there was a greater decrease for boys during the same period, from 118% to 108% for GER, and from 97.1% to 89.6% for NER.

²⁶⁴ A significant number of students are over-aged. In 2016, an estimated 10.8% of secondary students were over 18 years old, while 77% of new entrants into S1 were over the age of 13. The percentage of over-aged S1 enrollments has remained stable over the last decade at 79-81% (ESSA 2019, pp. 81)

²⁶⁵ Completion rate here is based on the ratio of students who take the lower secondary leaving exam (UCE – Uganda Certificate of Education).

²⁶⁶ The Uwezo 2016 study shows that out of 22,952 children aged 6-7 years old that made up their sample, 6.1% had a disability. Of these, 66.8% were enrolled in either pre-primary or primary school (Uwezo Uganda Sixth Learning Assessment Report, 2016)

²⁶⁷ Overaged enrollment in 2017 was 15.2% or 1.4 million children aged over 13 years old, while 5% of P1 enrollments in 2017 were underaged. However, this number is likely higher as under-reporting of under-aged students is common. The Uganda Early Years Study (DFID/RTI 2018), which assessed 120 schools in 24 districts, found that 29.4% of parents enrolled their under-aged children in P1.

- **Proportion of orphaned children enrolled in primary** decreased from 15.6% (2011) to 12.4% (2016).
- **Secondary transition:** Transition from lower to upper secondary has decreased more significantly for girls than for boys. From 2011-2016, S4-S5 transition rate for girls decreased from 47.7% to 24.2%, while for boys, it decreased from 41% to 33.9%.

INDICATORS FOR WHICH DATA IS INCONCLUSIVE

- **Primary repetition rate:** There are different figures for repetition rates. EMIS data shows a decrease in the repetition rate from 10.2% in 2011 to 8.8% in 2017. However, other sources show higher rates. The 2019 Uwezo report estimates the national repetition rate at 13.4%, which is slightly higher compared to 2015 (11.6%).²⁶⁸
- **Primary OOSC:** Number of out-of-school children decreased from 370,317 in 2011 to 154,522 in 2016, representing 2% of children. These numbers are, however, likely much higher than reported and therefore trends may not be accurate considering decreasing enrollment rates.²⁶⁹
- **Rural vs Urban - primary:** The gap in enrollment between rural and urban 6-year olds increased between 2011 and 2016. In 2011, 39.6% of rural 6-year olds and 40.5% of urban 6-year olds were enrolled in school, representing a 0.9% gap. This gap significantly increased in 2016 to 5.2%. However, this trend is not seen for other age groups, hence it is not possible to draw any firm conclusions from this data.²⁷⁰ Completion rate was 6.5% for rural areas and 14% for urban areas in 2016.²⁷¹
- **Rural vs Urban – secondary:** In 2015, GER in Kampala was 50%, while it was below 10% for many districts in the Northern region and some districts had GERs as low as 1%. Data over time are not available to assess trends.
- **Refugee populations:** In 2019, of the 491,509 school-aged refugee children in 12 refugee communities, 54.2% are enrolled in school, with a GER of 69.4% for primary and 15.3% for secondary. This is lower in comparison to enrollment rates of host-community children, which is 79.7% overall (121% for primary and 18% for secondary). Trends in enrollment for refugee populations are not available.

²⁶⁸ Repetition rates are under-reported by schools due to the government policy of automatic promotion. However, repetition is common, especially in lower grades. The Uganda Early Years Study (2018) show P1 repetition as high as 41% among schools surveyed, while Uwezo estimates P1 repetition at 32%, compared to 2.9% in P7. Repetition rates are also higher in government schools (9.7%) compared to private schools (5.1%) (EMIS 2017 data).

²⁶⁹ EMIS estimates the number of OOSC by subtracting the number of 6-12-year olds enrolled in pre-primary and primary from the total population of 6-12-year olds. However, this may be affected by unreliable baseline population data and under-reporting of over- and under-aged students. Other sources suggest that OOSC is likely higher. The 2019 Uwezo report found that 24.7% of sampled children (6-14 years old) were not enrolled in school (23.3% had never enrolled and 1.3% had dropped out). Whereas a 2019 news article stated that 12% of children are out of school (Ahimbisibwe, P. (2019, October 26). Poor funding killing UPE – report. *Daily Monitor*).

²⁷⁰ For example, the gap between rural and urban 7 year olds was larger in 2011 (12.6%) compared to 2016 (8.9%), but this trend is reversed for 9 year olds (1.1% gap in 2011 and 5.8% gap in 2016). In some cases, there were higher rural enrollments compared to urban (e.g., there were more rural 12 year olds enrolled in school in 2016 compared to urban 12 year olds). (Data is derived from the 2011 and 2016 DHS survey, available at <http://iresearch.worldbank.org/edattain/>)

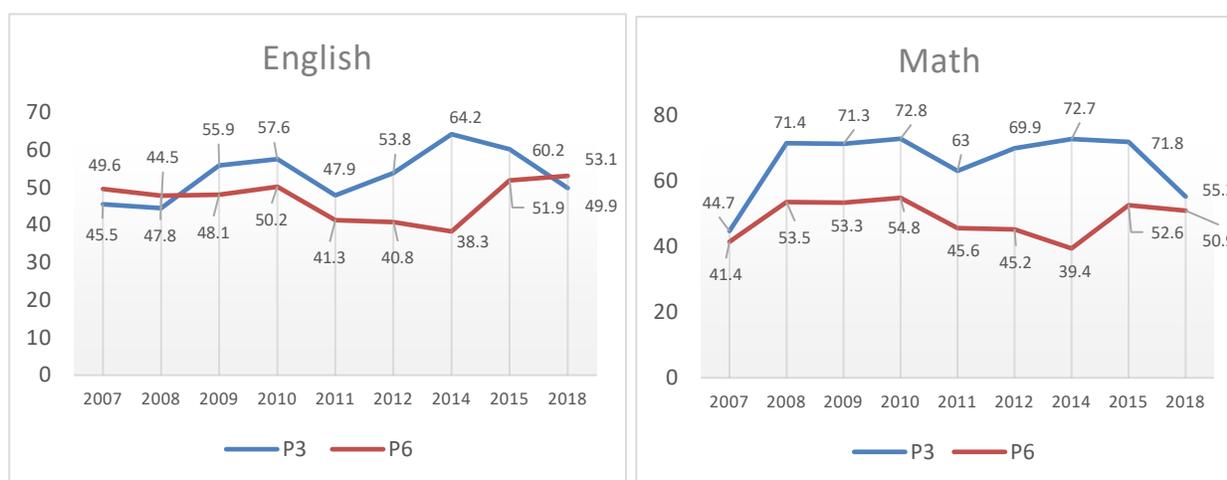
²⁷¹ Completion rate here is defined as the proportion of students completing P7 compared to students entering P1, which differs from completion rate used earlier.

Learning Outcomes in Basic Education

Finding 22: Learning outcomes stagnated over the 2011-2019 review period in both literacy and math. There are significant disparities in learning outcomes between districts, between rural and urban areas, between government and private schools, as well as between refugee and non-refugee children and among children with disabilities. Uganda's overall performance is below average compared to neighboring countries.

160. Several types of learning assessments were conducted in Uganda over the review period. The main learning assessment is NAPE, which has been in place since 1996 and assesses numeracy and literacy in the third and sixth grades of primary (P3 and P6). Figure 5.1 shows NAPE results for select years between 2007 and 2018. Overall, there has been mixed progress since 2011, with improvements in P3 English and Math between 2011 and 2014, but deterioration in scores in 2015 and 2018. In P6, English literacy has improved slightly since 2011, while Math scores have remained stagnant. In comparison to 2007, scores have marginally improved. Overall, only half of students in both P3 and P6 grade levels were proficient in English and Math.

Figure 5.1 Percentage of P3 and P6 students rated as proficient in English and Math based on NAPE assessments 2007-2018²⁷²



161. In addition to NAPE, Uwezo, a civil society organization in East Africa, has conducted learning assessments in Uganda as well as Tanzania and Kenya since 2010.²⁷³ Results from Uwezo assessments show no progress in either Literacy or Numeracy, as shown in Table 5.3. Results differ significantly from NAPE, showing much lower outcomes for Literacy, with over two thirds of children from P3-P7 unable to read and understand a P2 level story. Competency in Math is similar to NAPE with only half of P3-P7 students able to complete basic math functions at a P2 level of difficulty. Overall, outcomes for P6 students worsened over the review period in both English and Math compared to P3 students. Uwezo also assessed Literacy in local languages, but on a smaller scale. Between 2014 and 2018, there was some improvement in local language literacy rates for all grades. The latest results from Uwezo (2018) estimate

²⁷² NAPE reports for 2015 and 2018

²⁷³ Assessments were conducted yearly between 2010-2015. Since 2015, Uwezo has reduced the frequency of its learning assessments to every 3 years and has shifted its focus towards communication and advocacy.

that at a national level, only 27 percent of 12-year-olds can read and understand a story at a grade 2 level and only 40 percent are proficient in grade 2 Math.

Table 5.3 *Percentage of P3 and P6 students rated as proficient in Literacy and Math based on Uwezo assessments²⁷⁴*

	2011	2012	2014	2015	2018	CHANGE FROM 2011-2018
English Literacy (% students with full competency)²⁷⁵						
P3	8.3	9.5	19	15.4	10.4	Mixed results
P6	70.6	76.8	70	66.7	56.9	Deterioration
Overall (P3-P7)	n/a	32	42	39	32.5	No significant change
Local Language Literacy (% students with full competency)²⁷⁶						
P3	n/a	13.8	9.5	16.1	14.6	No significant change
P6	n/a	66.7	24.6	54.2	41.7	Mixed results
Overall (P3-P7)	n/a	n/a	16.9	34.9	28.1	Improvement compared to 2014
Math (% students with full competency)²⁷⁷						
P3	12.9	12.9	28	30.5	22.8	Mixed results
P6	73.6	71.6	71	74.6	67.8	Deterioration
Overall (P3-P7)	n/a	42.2	50	52.3	45.4	No significant change

162. Regional data comparing learning outcomes in Uganda to those of Kenya and Tanzania show that Uganda performed significantly worse. Figure 5.2 presents Uwezo results for the three countries from 2014. Although more recent country comparisons were not available, it is unlikely that the situation has changed given the stagnation in learning outcomes.²⁷⁸

²⁷⁴ Uwezo reports 2011-2015 and 2019 (2013 report was not available)

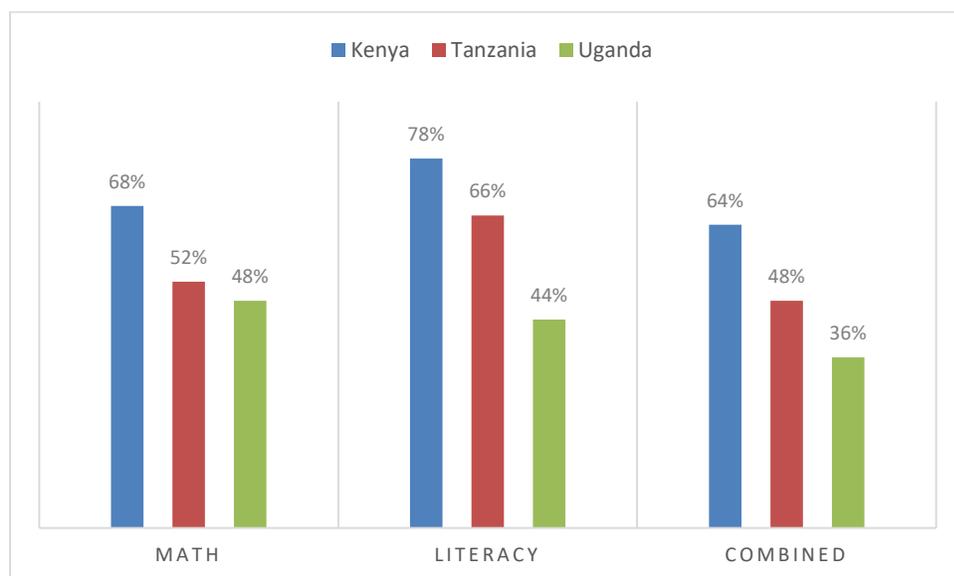
²⁷⁵ Full competency is defined as being able to read and understand a P2 level story.

²⁷⁶ Local language assessment was piloted in 2012 for 4 languages in 11 districts. In 2015, 58 districts were assessed in 7 local languages, while in 2018, assessment was limited to 4 languages again and in only 13 districts.

²⁷⁷ Full competency is defined as being able to count and recognize numbers up to 99 and complete the four basic operations of addition, subtraction, multiplication and division at P2 level of difficulty.

²⁷⁸ Although Uwezo does not provide more recent country comparisons, more recent country reports were available for Tanzania (2017) and Kenya (2016), which show slight improvement in performance of Tanzanian children since 2011 and no change in performance of Kenyan children, which were significantly higher than that of Ugandan children.

Figure 5.2 Average pass rates in Math and Literacy for students 10-14 years old in Kenya, Tanzania and Uganda, 2014²⁷⁹



163. **Early Grade Reading.** EGR was a significant component of the new primary curriculum. Over 10,000 schools benefited from the EGR program, which reached over 6 million P1-P4 students. Through USAID and UTSEP, early grade reading assessments were conducted in P1-P3. Results from EGRA (Table 5.4) show significant improvement in literacy in students who benefited from the program, with over a quarter of students being able to read at least 20 words per minute by grade 3 in both the local language and English and almost a third having improved reading comprehension in their local language. However, these results, which are limited to the 27 districts covered by UTSEP (out of a total of 134 districts as of 2019), are only for students who received three continuous years of the EGR program.

Table 5.4 Progress in literacy in P1-P3 students based on EGRA results for English and 11 local languages²⁸⁰

	2016 (P1)	2017 (P2)	2018 (P3)	CHANGE FROM 2016-2018
% of students reading 20 or more words per minute				
Local Language	0.5	10.2	27.5	Improvement
English	0.4	7.1	26.5	Improvement
% of students able to read and correctly answer at least one comprehension question				
Local Language	0.7	15.2	31.8	Improvement
English	0.5	12.4	25.8	Improvement

²⁷⁹ Uwezo (2014). Are our children learning? Literacy and Numeracy Across East Africa, pp. 6.

²⁸⁰ Results shows progress of students from P1 to P3 as students in P3 in 2018 would have started in P1 in 2016 and would have benefited from 3 years of the program.

164. While EGRA results are positive, these are not reflected in NAPE and Uwezo scores. This may partly be due to the fact that EGR was not implemented in all schools, but it is likely also due to the different methodologies used during assessments. For instance, EGRA and Uwezo only assessed reading, while NAPE also assessed writing ability. In addition, because Uwezo uses a household-based assessment that includes children who are out of school and therefore who would not have received any formal schooling, it would explain why results are much lower in comparison to NAPE and EGRA.

165. **Disparities in learning outcomes.** The overall stagnation in learning outcomes hides significant disparities within the country where there has been improvement in some areas but declining outcomes in others. Both NAPE and Uwezo provide results that are disaggregated by gender, region and school ownership. Recent Uwezo assessments have also looked at disability and learning outcomes in refugee communities.

- *Gender disparities:* Uwezo 2018 results show little differences in gender at the national level, with 33.8 percent of P3-P7 girls achieving full English competency (compared to 31 percent of boys) and 45.6 percent of girls achieving full Math competency (compared to 45.3 percent of boys). This has not changed much as 2011 results also showed no significant difference between boys and girls for English and only slightly better results for boys in Math compared to girls.²⁸¹ NAPE shows similar results, except for P6 Math where girls scored much lower than boys (see Figure 5.3 below). Despite overall parity in results, gender differences are more pronounced when looking at the regional level. For example, Uwezo found that boys outperformed girls in English in the Karamoja region, but the opposite was found in Kigezi.²⁸²
- *Regional disparities:* Significant disparities exist between the various districts as well as between urban and rural areas. These differences exist at all grade levels but worsen at higher grade levels. If looking only at urban versus rural areas, children in urban areas outperform those in rural areas significantly with P3 scores at least 15-20 percentage points higher. These differences are much larger by P6, with urban children having scores 20-30 percentage points higher in English and Math (Figure 5.3 below). At the district level, there were significant disparities in scores, ranging from 17 to 95 percent proficiency in P6 English and 13 to 92 percent in P6 Math in 2018.²⁸³ Some districts showed significant improvement in learning outcomes between 2015 and 2018, while others worsened. For instance, the number of high-performing districts (those with over 75 percent of students considered proficient) increased between 2015 and 2018 for P6 English and Math. In 2015, there were only two high-performing districts in P6 English (1.8 percent of districts), while in 2018, 19 districts (15 percent) were high-performing. However, we observe the opposite trends for P3 English and Math, where there are fewer high-performing districts in 2018 (Figure 5.4). Reasons for these opposing trends are unclear.

²⁸¹ English competency in P3 was 6.8% (boys) and 7.2% (girls) with the gender gap closing in P7 (82.6% for boys and 82.5% for girls). In Math, P3 scores were 22.8% for boys and 20.9% for girls, while at P7, they were 89.1% for boys and 88% for girls (Uwezo, 2011).

²⁸² In the Karamoja region, boys scored 39% (combined English and Math) while girls scored only 22%, but girls outperformed boys in the Kigezi district (38% for boys and 54% for girls). The report states that: “well-known cultural beliefs and practices in Karamoja is likely to contribute to the disadvantage of girls, but the comparative disadvantage of boys in Kigezi and similar areas may need further research” (Uwezo 2019, pp. 26-27).

²⁸³ For example, the highest performing district (Kampala) had a proficiency rate of 94.7% in P6 English, while the lowest (Kaliro) had a proficiency rate of 17.3%.

Figure 5.3 Percent of P6 learners considered proficient in English and Math (NAPE scores), 2015 and 2018²⁸⁴

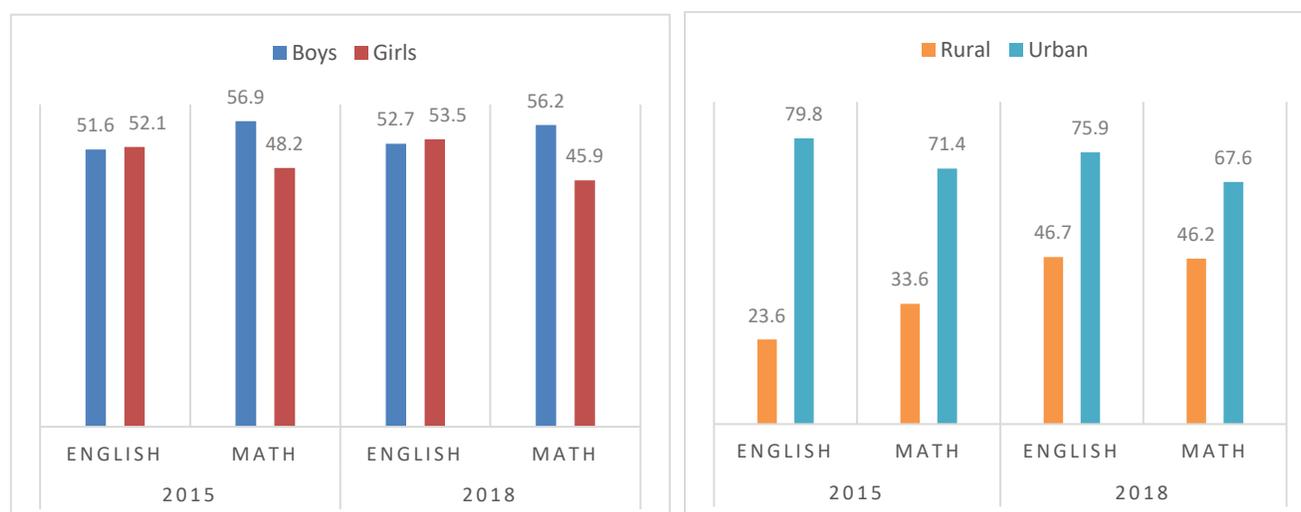
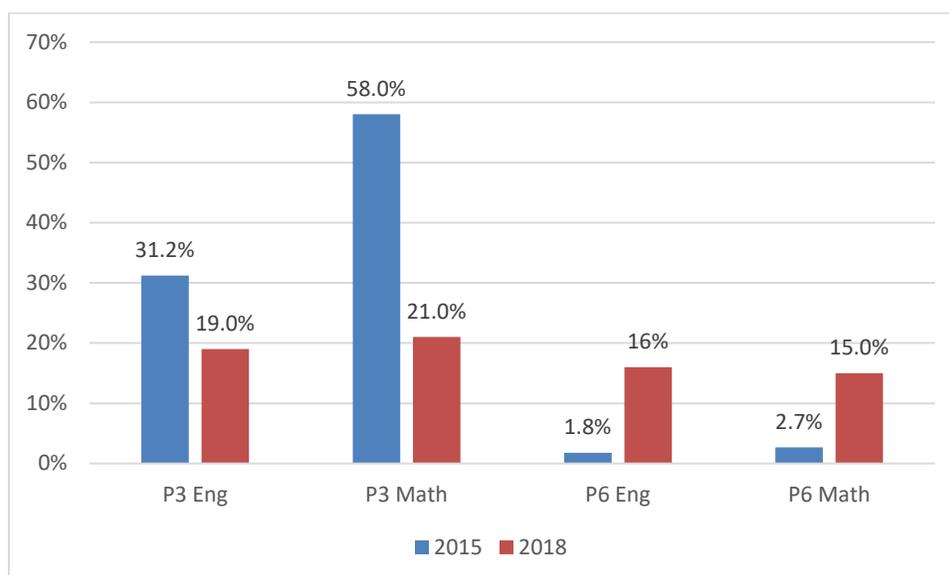


Figure 5.4 Percentage of high-performing districts, 2015 and 2018²⁸⁵



- Government vs private schools:** There are also large disparities in learning outcomes when comparing students in government and private schools, with students in private schools outperforming public school students in both Math and Literacy. For instance, in P3 numeracy, only 65.3 percent of students were rated as proficient in the 2015 assessment, with this decreasing to

²⁸⁴ Source: NAPE reports, 2015 and 2018.

²⁸⁵ Chart shows the percentage of districts considered high-performing (i.e., where over 75% of learners were considered proficient). There were 112 districts in 2015 and 122 in 2018. (NAPE reports, 2015 and 2018)

50.1 percent in 2018. Students in the private sector, on the other hand, were rated as 94.8 percent proficient in Math in 2015, decreasing to 85.1 percent in 2018.²⁸⁶ A similar trend is observed for P3 literacy, and for P6 numeracy and literacy. Uwezo reports show similar results. In 2019, P2 level students from government schools had, on average, a 28 percent competency level in English reading, compared to 44 percent for private school students.²⁸⁷

- *Disparities for learners with disabilities:*²⁸⁸ 2018 Uwezo results show that children with one or more disabilities performed more poorly than children with no disabilities in both English and Math regardless of the type of disability.²⁸⁹ However, the type of disability played a significant role in how well they performed – children with visual, hearing and physical impairments performed better than those with memory and concentration issues.²⁹⁰
- *Refugee communities:* In 2018, Uwezo conducted a pilot learning assessment in refugee host communities, comparing outcomes for refugee and non-refugee children. The assessment found that just 21 percent of refugee children had full competency in both reading and math (28 percent were proficient in reading only and 45 percent in math only). In comparison, 28 percent of non-refugee children had full competency (33 percent for reading and 54 percent for math). Although non-refugee children performed better, overall results are lower compared to the general population for both groups.²⁹¹

Is there evidence to link trends in learning outcomes, equity, gender equality and inclusion to system-level changes identified? What other factors can explain observed changes (or lack thereof)?

Finding 23: Increased access to BTVET and higher education are likely linked to increased investments in these sub-sectors, while limited progress in other areas may reflect the limited number of related systems-level changes over the review period.

166. Table 5.5 provides an overview of the main impact-level improvements identified in the two previous findings, and of the likelihood that system-level improvements identified in Chapter 4 contributed to these.

²⁸⁶ NAPE reports, 2015 and 2018.

²⁸⁷ UWEZO (2019). Are Our Children Learning? Uwezo Uganda Eight Learning Assessment Report, pp. 6. The Uwezo report also notes that private schools have a lower pupil-teacher ratio, a higher percentage of female teachers and lower teacher absenteeism rates, which may lead to better education quality in private schools.

²⁸⁸ Note that the study mostly included children with mild to moderate levels of disability, with very few cases of severe disabilities. As stated in the report: “children with severe difficulties may have been in institutions outside the scope of the survey” (Uwezo 2019, pp. 17).

²⁸⁹ Children with one disability had scores of 44% and 27% for Math and English respectively, while children with three types of disabilities had scores of 34% (Math) and 12% (English) (Uwezo 2019, pp. 25)

²⁹⁰ E.g., Literacy scores were 31% for children with visual impairments, 26% for those with hearing impairments, 24% for those with physical impairments and 9% for those with memory and concentration issues. (Uwezo 2019, pp. 26)

²⁹¹ Uwezo (2018). Are our children learning? Uwezo learning assessment in refugee contexts in Uganda.

Table 5.5 Contributions of system-level improvements to identified impact-level improvements

IMPACT-LEVEL IMPROVEMENTS	LIKELIHOOD THAT SYSTEM-LEVEL CHANGES CONTRIBUTED TO THE IMPROVEMENT?
Improvement in BTVET and higher education enrollments	Strong. Increasing investments in the BTVET and Higher Education sub-sectors have contributed to greater access and therefore enrollments at these levels. Two key factors that contributed to this have been the growth in the number of BTVET schools and public universities and the provision of capitation grants and student loans that increased access for students from low-income backgrounds.
Improvement in secondary enrollment for girls and gender parity in primary enrollment	Moderate. The implementation of the USE policy in 2007 improved access to secondary schools for both boys and girls, which likely led to more girls having access to secondary schools. Meanwhile, the implementation of gender policies and strategies, which included awareness campaigns on gender issues such as teenage pregnancy, menstrual hygiene, violence in schools and early marriage, likely removed some barriers for girls.
Growth in pre-primary enrollment	No evidence. Due to the lack of government investments in pre-primary education, growth in pre-primary enrollment is most likely due to the increasing numbers of privately-run ECD centers in the country.
Secondary repetition rates improvements	No evidence. Available evidence does not establish any clear links between system-level changes and improvements in secondary repetition rates.

167. The above table reflects the limited number of impact-level improvements observed during the review period. In fact, most impact-level indicators showed no improvement, such as reduced primary enrollments, stagnation in secondary enrollment, lack of progress in primary and secondary completion, and lack of improvement in learning outcomes. Challenges raised previously in terms of poor investments in the education sector and moderately credible planning have likely contributed to the limited improvements in system-level changes and lack of overall progress in education outcomes. Limited institutional capacity building, particularly at the local government level where much of the education service delivery is provided, also likely limited impact-level improvements. For the most part, system-level changes have been linked to donor funding, with most external assistance targeted at a district or regional level, rather than at national, systemic reforms. Despite efforts at coordination between donors in the sector, individual donor investments do not appear to have affected systemic improvements in outcomes. Key to improving education outcomes is increased government investment in the sector, to be able to provide systemic and reliable funding to pre-primary, primary and secondary education.

168. Some key areas that documents²⁹² and stakeholders identified as having the potential to improve outcomes in the future include:

- Implementing the new ECD policy, which aims to increase pre-primary enrollment to 50 percent. The new policy would require increased government investments in pre-primary education by adding pre-primary classrooms in existing primary schools and making use of public-private partnerships, similar to those used in the secondary sub-sector. Improved access and quality of pre-primary education has the potential to reduce under-aged enrollments and to better prepare children for primary, leading to lower repetition and drop-out rates and better educational outcomes.

²⁹² These include: ESSA 2019; World Bank (2019). The Uganda Economic Update (13th edition); and Ahimbisibwe, P. (2019, October 26). Poor funding killing UPE – report. *Daily Monitor*

- Increasing capitation grants at the primary and secondary levels that would provide adequate funding to schools, which could increase access to school for marginalized and low-income students.
- Continuing investment in lower secondary education through school and classroom construction, particularly in underserved areas, and rolling out the streamlined secondary curricula. However, the curricula would need to be further streamlined for schools in smaller communities in order to make better and more efficient use of teachers and resources.
- Implementing the new National Teacher Policy, which has the potential to improve conditions for teachers, teacher deployment and management, teacher training, and overall improve teaching quality in Uganda, contributing to better learning outcomes.
- Keeping investments in upper secondary, BTVET and higher education consistent with current needs as rapid growth in higher levels of education could create mismatches between supply and demand.

Implications for GPE's ToC and country-level operational model

Finding 24: The assumptions underpinning GPE's ToC only held partially true as there have been limited system-level changes in the sector, leading to poor education outcomes. While country-level data exists, these have not been used to adequately inform decision-making.

169. The evaluation found both underlying assumptions of the ToC to hold partly true. Assumption 1 states that changes in the education sector positively affect learning outcomes and equity. In Uganda, the opposite can be seen, as the lack of substantive changes in the education sector have led to limited effects and, in some cases, have even negatively affected learning outcomes and progress in achieving equity. On the other hand, assumption 2 states that country-produced data on equity, efficiency and learning allow for measuring/tracking of these changes. While Uganda regularly produced data (at least up until 2016), this data is known to be unreliable, and therefore, ineffective in measuring progress in the sector. In addition, when government and independent data has shown clear evidence of poor progress, this data has not been used to develop adequate and effective policies to address the underlying issues.

6 Conclusions and strategic questions/issues

6.1 Introduction

170. This final section of the report draws **overall conclusions** deriving from the evaluation findings and formulates several **strategic questions** that have been raised by the findings of the Uganda evaluation. These questions are of potential relevance for GPE overall and may warrant further exploration in other upcoming country-level evaluations.

171. This section answers CEQ 7 and CEQ 8 from the evaluation matrix:

- What, if any, aspects of GPE support to Uganda should be improved? What, if any, good practices have emerged related to how GPE supports countries? (CEQ 7)
- What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle? (CEQ 8)

6.2 Conclusions

GPE's engagement in Uganda took place in a context that was challenging due to several factors, including reductions in domestic resources, weakening of donor finance mechanisms, erosion of collaboration between MoES and donors, and challenges to financial accountability. In this context, GPE support was instrumental in revitalizing sector dialogue and providing a renewed focus for mutual accountability after SBS ended. GPE's advocacy efforts did not leverage additional international or domestic education spending, nor did they affect the quality of available financing, although GPE's direct financial support to the education sector was significant in its timing, modality and the size of its grant.

172. Evidence emerging from stakeholder consultations and reviewed documents highlight that GPE's contribution to Uganda was strong in the following areas:

- **Enhancing the evidence base and quality of education sector planning since 2018.** There were noted limitations in the development of ESSPs 2010-2015 and 2017-2020, particularly with regard to their evidence base, level of operational detail and prioritization, monitoring frameworks and overall achievability. Since 2018 and the recommendations of the independent appraisal of the last education sector plan, GPE appears to have been effective in improving education sector analysis and planning, as a result of the following factors: GPE funding requirements and the level of indicative GPE funding for Uganda at a time of declining domestic investment in the sector; a shared goal among education sector stakeholders to provide a credible sector plan to make the case for improved education sector investment; a strong partnership and coordinated policy dialogue by the GPE Secretariat and DPs around the importance of GPE funding requirements and ESP quality standards, which influenced MoES commitment to the ESP process; and the 2018 GPE ESPDG which supported the country's first ESA and was used to leverage additional resources from the government and other stakeholders to support a robust ESP development process. The new GPE ESP development guidelines and the efforts of the grant agent for the ESPDG are also perceived as having contributed to a more structured, comprehensive and inclusive process for education sector analysis and planning. It is

too early in the current ESP development process to assess whether these factors are sufficient to result in the development of a credible and achievable ESP.

- **Improving education sector dialogue and mutual accountability:** Uganda joined GPE at a time where mechanisms for coordination and policy dialogue were strong, but where relationships were tense and joint frameworks for mutual accountability were eroding at the end of SBS and budget support. The GPE model is seen to have added value in Uganda because of the particularities of the country context. As the majority of DPs were moving off-budget, reducing their assistance and turning to project modalities, partners took a calculated risk when they elected to mainstream GPE investments through government systems and invest in deepening relationships with GoU. The size, timing and modality chosen for GPE's ESPIG were the most significant contributions to sector dialogue and mutual accountability in Uganda during the period under review. Members of the EDP noted that without the GPE ESPIG and its on-budget support, sector dialogue would not be as coordinated, constructive or open as it is today, and that the EDP would not have the access to or quality of dialogue it currently enjoys with senior technical MoES leadership.

173. Areas of more modest contribution by GPE during the review period include the following:

- **Limited GPE contribution to education sector planning from 2010-2017:** There is a long history of sector planning in Uganda which pre-dates its membership in GPE. While GPE funding requirements appear to have influenced the timing, content and independent review process of the country's ESSPs from 2010, there is less evidence of GPE's influence on improving the quality, credibility, or achievability of these sector plans. ESSPs developed in 2010 and 2017 lacked an appropriate evidence base, the financial and monitoring frameworks were weak, while prioritization and operational detail were lacking. In the case of the ESSP 2010-2015, GPE's ability to directly influence the sector plan was limited; Uganda was not yet a member of GPE in 2010, the ESPDG mechanism was not available at the time, and as a result, GPE partners were satisfied with locally agreed processes for sector plan development and appraisal. In the case of the ESSP 2017-2020, this plan was perceived by the GPE Secretariat as an internal review, undertaken solely to satisfy GoU administrative requirements, so no GPE support for its development was deemed necessary. The GPE Secretariat's view of the ESSP 2017-2020, however, was at odds with that of the EDP, which did engage with MoES on ESSP quality and did undertake an external assessment of the ESSP.
- **Limited GPE contribution to improved sector monitoring:** Uganda has a long history of annual and participatory education sector reviews which pre-dates its membership in GPE. With the end of SBS in 2012, the joint frameworks created to monitor education sector performance, focus policy dialogue and trigger the release of sector budget support, broke down. The joint frameworks left behind to track education sector performance were the 2010 and 2017 ESSP monitoring frameworks, which were very weak; these frameworks lacked a reliable baseline and realistic targets, and were not sufficiently linked to MoES workplans and budgets. As a result, MoES annual performance reports – which were the focus of annual sector reviews – reported inconsistently on education sector indicators and targets and did not effectively track ESSP implementation or results. Education sector monitoring has not improved during the period under review. There is no evidence of GPE's contribution to improved sector monitoring in Uganda, whether through the provision of

guidelines, tools or advocacy by the Secretariat.²⁹³ There is a difference of opinion among stakeholders on what GPE contributions to sector monitoring should be. Some stakeholders feel that the GPE Secretariat very appropriately left the responsibility to review and address the quality of sector monitoring to local education stakeholders. Other stakeholders feel that the GPE Secretariat should have been more engaged in ensuring appropriate monitoring and evaluation of the ESSP – by requiring effective monitoring frameworks in sector plans, supporting evaluations of the performance of ESSPs (above and beyond annual monitoring of implementation progress), and using ESPIG funding to further support improvements to EMIS.

- **Limited GPE contribution to improved education sector financing.** GPE’s contribution to sector financing is limited to the ESPIG, which was among the largest donor contributions to Uganda during the period under review. The on-budget modality of the ESPIG, with implementation mainstreamed through government systems, was also a positive contribution to improving government financial and project management capacity. However, GPE advocacy and funding requirements have had no influence on improving the quality and quantity of education financing, despite significant engagement with the government around domestic funding levels for education. While policy dialogue efforts by GPE have scaled up on this issue since 2017 and in the shadow of Uganda’s new ESPIG request, the country’s challenging political context has made dialogue around financing a sensitive subject to address.
- **Moderate GPE contribution to ESSP implementation:** The GPE-funded UTSEP made an important contribution to the implementation of several initiatives under both the 2010-2015 and 2017-2020 ESSPs. UTSEP supported various activities including school construction, roll-out of the early grade reading program to new districts, teacher training, provision of textbooks and instructional materials, school inspections, school management, EMIS, LAS and policy development. Complementarity and coordination with other donor project initiatives (USAID on EGR, DfID on LAS and UNICEF on ECD) led to increased coverage of education reforms across the country as well as new policy development. The use of the on-budget modality and DLIs increased government ownership for the project while developing MoES capacity for accountability and results-based management. Some stakeholders observe that the GPE ESPIG could have been used more strategically to push new sector reforms and to further develop institutional capacity, particularly at the local government level. While UTSEP was a very important contribution, given its alignment and harmonization, the GPE ESPIG represented only one percent of the total ESSP budgets for the period under review (2010 and 2017 ESSP budgets combined).

GPE’s country-level ToC assumes that system and impact-level changes are driven by sector plan implementation. This assumption held true to a limited extent in Uganda given that ESSP implementation was limited and adequate plan monitoring data were scarce; the sector plans in place during the review period were neither realistic nor adequately financed. System-level changes and impacts have been limited for the period under review.

174. Direct links between ESSP implementation and system-level changes are difficult to demonstrate beyond their overall alignment with overarching objectives and some key interventions outlined in each ESSP. Decision-making around resource allocations within the sector was determined by factors beyond the ESSP, including political will, the availability of domestic funding, and the focus and scope of external

²⁹³ Because of off-line budget support, there is very limited direct assistance to GoU or MoES by other EDPs. GPE is one of the only donors working directly with MoES on EMIS. The report has detailed other small initiatives to improve very modest areas of education sector data provision and use for decision-making (for example, the school mapping, the pilot of data provision by headmasters in 60 schools or dashboard for TMM funded by DfID).

assistance. In addition, local governments, which are largely responsible for service delivery in pre-primary and primary education, lack the financial and technical capacity to fulfill their responsibilities, and have received limited attention with regard to capacity building. As a result of all these factors, system changes during the review period were minimal and insufficient to improve educational outcomes.

175. In Uganda, only 4 out of 23 assumptions of GPE’s country-level ToC held true (17 percent). Another 12 (52 percent) partly held, and the remaining 7 (30 percent) were found not to hold true. The assumptions that did hold tend to reflect pre-existing capacity and aid effectiveness mechanisms developed in Uganda for education sector planning, policy dialogue, monitoring and mutual accountability because of the history of SBS and the SWAp, whereby stakeholders aligned investments with the ESSP and worked effectively together to solve education issues. However, assumptions around stakeholders having the opportunities and motivation to plan, monitor and implement the ESSPs were found to hold only partially true; while policy dialogue and coordination with MoES at a technical level was found to be quite effective, dialogue with political leadership in Uganda proved challenging for the period under review given the shift in government priorities. Assumptions related to EMIS and LAS were also found to hold partially true; LAS and EMIS have not been adequately supported by government to ensure the production of timely, transparent and reliable data that could be used for monitoring and decision-making. While some data does exist (particularly LAS), it is not always considered reliable by education stakeholders.

Table 6.1 Share of GPE ToC assumptions that were found to hold, by contribution claim

AREA (NUMBER OF ASSUMPTIONS)	PROPORTIONS OF ASSUMPTIONS THAT HELD, PARTIALLY HELD OR DID NOT HOLD		
Sector Planning (5)	20%	80%	
Sector Dialogue and Monitoring (4)	50%		50%
Sector Financing (2)	50%		50%
Sector Plan Implementation (6)	17%	33%	50%
System-Level Changes (4)	50%		50%
Impact-Level Changes (2)	100%		
TOTAL	17%	52%	30%

The Uganda country context for the period under review tested the GPE partnership model. In some respects, the GPE model has proved very effective in enhancing sector dialogue, coordination and mutual accountability at a challenging time in the evolution of Uganda’s sector partnership. In other respects, particularly related to sector financing and sector monitoring, the GPE model has proved less effective.

176. The delivery of the GPE ESPIG has been the most influential aspect of GPE’s intervention in Uganda. Credit goes to GPE for taking a strategic risk in providing an ESPIG of considerable size and delivering it through government systems at a time when other DPs were turning away from direct support to the GoU. There was a high degree of ownership for the ESPIG by MoES because of its timing, size and modality. Education stakeholders rallied around ESPIG design, monitoring and restructuring, as it offered opportunities to engage with MoES on sector priorities and challenges, at a time when sector dialogue was limited. It was the strength of the pre-existing education sector partnership in Uganda – developed through years of SBS and the education SWAp – that enabled stakeholders to seize the opportunity GPE provided and use the ESPIG as a vehicle to renew sector dialogue and mutual accountability. Consulted stakeholders in Uganda consistently claimed, ‘we are GPE’.

177. The effectiveness of key actors within the GPE country-level operational model (the CA, GA and CL) was, in comparison, quite limited as a driver of aid effectiveness in the country. While the agencies fulfilling the roles of CA and GA respectively have made important contributions to aid effectiveness in Uganda, they have done so as members of the local education sector partnership, acting alongside other influential members of the EDP. Both the GPE CA (UNICEF) and the GA (World Bank) were leading participants in building Uganda's Joint Budget Support Framework and education SWAp, long before Uganda's membership in GPE. As such, their contribution to aid effectiveness in Uganda goes well beyond their role as GPE CA or GA. As for the GPE Secretariat and CL, credit goes to the GPE Secretariat for recognizing the strength of pre-existing coordination mechanisms, and for taking a relatively flexible, collaborative and hands-off approach in Uganda. The Secretariat has proved adept at assessing when to intervene, when to bend its intervention to local realities, when to get the EDP on side in joint policy dialogue in support of its funding requirements and quality assurance processes, and when to let the local education partnership decide.

178. Domestic education sector financing, and to a lesser extent sector monitoring, is the key issue that has tested the effectiveness of GPE's country-level operational model. While policy dialogue with MoES and GoU on this issue has been effectively managed by the GPE Secretariat, there has been no traction to date in encouraging GoU to increase funding. Development partners and civil society representatives strongly support the requirements of the GPE new funding model in the face of dwindling domestic education sector investment. Managing this dialogue around the new ESPIG funding request will be a key challenge for the GPE Secretariat and the local education sector partnership in the short term. As for sector monitoring, until recently this element of education sector governance has received very little attention the GPE Secretariat.

6.3 Good practices arising from Uganda for other countries

179. The following good practices noted by the evaluation team may be of interest to other developing country partners:

- As a torch bearer for coordinated sector dialogue and mutual accountability around general budget support and the education SWAp until 2012, Uganda had many good practices to share. For example, the collective formulation each year of a strategic list of joint undertakings, which was used to trigger the release of funds in the context of on-budget support or pooled funding, was an effective practice to focus monitoring efforts and sector dialogue on key bottlenecks and challenges in the sector.
- The use of an on-budget project using disbursement-linked indicators for the ESPIG was an effective means of supporting alignment and harmonization in a context of high financial risk. This approach enabled GPE to provide direct support to selected government programs while providing adequate fiduciary oversight of government budgets, processes and procedures.
- The Universal Secondary Education Public-Private Partnership model implemented under Uganda's USE policy was effective in increasing access to secondary education in a context of low funding and limited availability of government-funded schools. Evidence has shown that the PPP program contributed to increasing secondary enrollment and that PPP schools provided the same quality of education as government schools for a lower cost. This model is now under consideration for the pre-primary sub-sector and is considered a more cost-effective way of increasing access than construction.

- Uganda's approach to addressing the educational needs of refugees is another good practice as refugees have freedom of movement within the country and access to government services, including public education institutions. The new Education Response Plan for Refugees, which was created as an addendum to the ESSP, aims to bridge humanitarian response with sector development priorities, to ensure equitable access and quality of education for both refugee and host community children.

6.4 Strategic questions arising from this CLE for GPE

180. The following strategic questions arise from this CLE for GPE and may be particularly relevant in thinking about the role that GPE plays in a context like Uganda, where there is a strong history of SBS, a well-established practice of coordinated sector dialogue, and previously strong frameworks for mutual accountability in the education sector, but where motivation and opportunities are lacking for effective education sector plan financing, implementation, monitoring and evidence-based decision-making.

- The GPE model worked well in Uganda because of the country's history of an effective education sector partnership as well as a shared perception among partners that GPE (its operational model and financing) could serve to further common agendas and goals at the country level. When the SWAp ended and EDPs went off budget, GPE support essentially replaced the SWAp as the focus of joint education sector dialogue and mutual accountability. The strategic implication for GPE, based on this and other CLEs, is that the effectiveness of the GPE model is dependent on the strength of education sector partnership at the country level (particularly among DPs). Where a strong education sector partnership does not already exist at the country level, the current GPE country-level operational model does not appear sufficient to compel stakeholders to act in partnership or to collectively feel ownership for the GPE model. Based on learning from this and other CLEs, one cannot assume that strong partnership and ownership for GPE exist at the country level, where individual interests and agendas can dominate sector dialogue. What additional support could the GPE Secretariat provide to partnership development and supporting education stakeholders to understand how and where the GPE model can strategically further common interests and agendas at the country level?
- To date, the GPE model has presented a disproportionate focus on and investment in sector planning and implementation, with very limited attention or resources directed at sector monitoring and evaluation.²⁹⁴ Stakeholders in Uganda report that once the ESSP is approved the GPE Secretariat is far less concerned with how it is monitored or what results are achieved. Annual sector reviews are encouraged but these rarely track ESP implementation effectively and GPE funds no evaluation of ESP performance. Annual joint sector reviews and associated reporting processes are generally perceived as administratively burdensome for government, while not providing DPs and other education stakeholders with the type of information or level of dialogue that they are looking for. While government is encouraged to report transparently on sector activities each year, there is no equivalent encouragement of development partners to harmonize their monitoring, evaluation or reporting systems. How can GPE and the Secretariat further invest in and support institutionalized education sector monitoring and evaluation capacity, including the strengthening of EMIS? To what extent could the GPE Secretariat make improved education sector performance

²⁹⁴ Very recently the Secretariat has begun addressing this shortcoming with funding for JSRs, sector monitoring capacity building activities, better monitoring of ESPIGs through CPR, etc.

monitoring and evaluation a focus of its policy dialogue with and support to government, at the same level as it has sector planning and ESP development?

- Coordinated policy dialogue by the GPE Secretariat and DPs in Uganda has not been able to influence the availability and reliability of domestic education sector financing. With a new ESPIG request on the horizon, this issue is poised to test the GPE partnership in Uganda. A significant challenge for the partnership globally is to balance the need for transparency and fairness of funding conditions across member countries with the equally important need to respond flexibly to the specific context and circumstances of each country. There is very strong support, among the majority of education stakeholders²⁹⁵ in Uganda, for upholding GPE NFM requirements, particularly with regard to domestic funding levels for the sector. Unless there is progress on domestic funding, Uganda would be ineligible for the next GPE ESPIG, according to NFM requirements. This situation raises strategic questions for GPE with regard to how NFM requirements are applied, as well as who decides when and why flexibility should be granted, when NFM requirements are not met. Education stakeholders at the country level in Uganda are concerned about the message that will be sent to GoU and other DCPs should the ESPIG be approved in the absence of tangible movement towards meeting the NFM requirements. Strategic questions for GPE arising from this and other CLEs include how should the partnership respond to a DCP that is currently prioritizing investment in sectors other than education? How to strike a balance between the need to uphold NFM requirements and other strategic considerations, including the desire to maintain policy dialogue and influence in countries that exhibit strong partnerships and require ongoing education sector support? Where opinions differ - between the LEG, the GPE Secretariat and the GPE Board - with regard to the application of NFM requirements, what is the respective weight of these different points of view, and how can contextually relevant funding decisions be made in the most transparent and fair way?

²⁹⁵ The majority of EDP, CSO and MoES stakeholders were very aware of the GPE NFM requirement with regard to the percentage of domestic resources allocated to the education sector. As indicated in previous sections of the report, the majority of stakeholders shared a high degree of skepticism that education sector resources would be increased by GoU in any significant way in the short to medium term.

Appendix I Evaluation Matrix

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector plan implementation, sector dialogue and monitoring, and more/better financing for education?²⁹⁶ If so, then how?			
CEQ 1: Has GPE contributed to education sector plan implementation in [country] during the period under review?²⁹⁷ How?			
CEQ 1.1a (prospective CLE) What have been strengths and weaknesses of sector planning during the period under review? ²⁹⁸ What are likely reasons for strong/weak sector planning?	<ul style="list-style-type: none"> • Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines²⁹⁹ <ul style="list-style-type: none"> – ESP is guided by an overall vision – ESP is strategic, i.e. it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities) 	<ul style="list-style-type: none"> • Sector plan(s) for the period covered by the most recent ESPIG • Education Sector Analyses and other documents analyzing key gaps/issues in the sector 	<ul style="list-style-type: none"> • Descriptive analysis • Triangulation of data deriving from document review and interviews

²⁹⁶ OECD DAC evaluation criteria of relevance, effectiveness, and efficiency.

²⁹⁷ The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period early 2018 to early 2020 and will relate observations of change back to the baseline established at this point. The summative evaluations will focus on the period covered by the most recent ESPIG implemented in the respective country. However, where applicable, (and subject to data availability) the summative evaluations will also look at the beginning of the next policy cycle, more specifically sector planning processes and related GPE support carried out during/towards the end of the period covered by the most recent ESPIG.

²⁹⁸ This question will be applied in prospective evaluations in countries that have not yet developed a (recent) sector plan, such as Mali, as well as in countries that have an existing plan, but that are in the process of embarking into a new planning process. In countries where a sector plan exists and where related GPE support has already been assessed in Year 1 reports, future reports will use a similarly descriptive approach as outlined under question 1.1b, i.e. briefly summarizing key characteristics of the existing sector plan.

²⁹⁹ Global Partnership for education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation>

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – ESP is holistic, i.e. it covers all sub-sectors as well as non-formal education and adult literacy – ESP is evidence-based, i.e. it starts from an education sector analysis – ESP is achievable – ESP is sensitive to context – ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income) • For TEPs: Extent to which the country’s sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines³⁰⁰ <ul style="list-style-type: none"> – TEP is shared (state-driven, developed through participatory process) – TEP is evidence-based – TEP is sensitive to context and pays attention to disparities – TEP is strategic, i.e. it identifies strategies that not only help address immediate needs but lay the foundation for realizing system’s long-term vision 	<ul style="list-style-type: none"> • GPE ESP/TEP quality assurance documents • GPE RF data (Indicator 16 a-b-c-d)³⁰³ • Other relevant reports or reviews that comment on the quality of the sector plan • Interviews 	

³⁰⁰ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation>

³⁰³ If the respective ESP has not been rated by GPE (i.e. if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be ‘translated’ in terms of the GPE/IIEP quality standards.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities) – TEP is operational (feasible, including implementation and monitoring frameworks) • Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)³⁰¹ • Extent to which the ESP/TEP addresses the main issues/gaps in the education sector (as identified through Education Sector Analyses and/or other studies) • Extent to which the process of sector plan preparation has been country-led, participatory, and transparent³⁰² • Stakeholder views on strengths and weaknesses of the most recent sector planning process in terms of: <ul style="list-style-type: none"> – Leadership for and inclusiveness of sector plan development – Relevance, coherence and achievability of the sector plan 		
<p>CEQ 1.1b (summative CLE) What characterized the education sector plan in place during the core period under review?</p>	<ul style="list-style-type: none"> • ESP/TEP objectives/envisaged results and related targets 	<ul style="list-style-type: none"> • Sector plan(s) for the period covered by the most recent ESPIG • GPE ESP/TEP quality assurance documents 	<ul style="list-style-type: none"> • Descriptive analysis

³⁰¹ If no GPE ratings on these indicators are available, evaluation team's assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

³⁰² Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: <http://unesdoc.unesco.org/images/0023/002337/233768e.pdf>

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • For ESPs: Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines³⁰⁴ <ul style="list-style-type: none"> – ESP is guided by an overall vision – ESP is strategic, i.e. it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities) – ESP is holistic, i.e. it covers all sub-sectors as well as non-formal education and adult literacy – ESP is evidence-based, i.e. it starts from an education sector analysis – ESP is achievable – ESP is sensitive to context – ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income) • For TEPs: Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines³⁰⁵ 	<ul style="list-style-type: none"> • GPE RF data (indicator 16 a-b-c-d)³⁰⁷ • Other relevant reports or reviews that comment on the quality of the sector plan 	

³⁰⁴ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation>

³⁰⁵ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation>

³⁰⁷ If the respective ESP has not been rated by GPE (i.e. if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be 'translated' in terms of the GPE/IIEP quality standards.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – TEP is shared (state-driven, developed through participatory process) – TEP is evidence-based – TEP is sensitive to context and pays attention to disparities – TEP is strategic, i.e. it identifies strategies that not only help address immediate needs but lay the foundation for realizing system’s long-term vision – TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities) – TEP is operational (feasible, including implementation and monitoring frameworks) • Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d) ³⁰⁶ 		
<p>CEQ 1.2a (prospective CLE) Has GPE contributed to the observed characteristics of sector planning? How? If no, why not?</p> <p>a) Through the GPE ESPDG grant- (funding, funding requirements)</p> <p>b) Through other support for sector planning (advocacy, standards, quality assurance procedures,</p>	<p>a) Contributions through GPE ESPDG grant and related funding requirements:</p> <ul style="list-style-type: none"> • ESPDG amount as a share of total resources invested into sector plan preparation. • Types of activities/deliverables financed through ESPDG and their role in informing/enabling sector plan development <p>b) Contributions through other (non ESPDG-related) support to sector planning:</p>	<ul style="list-style-type: none"> • Draft and final versions of the sector plan • Related GPE ESP/TSP quality assurance documents • Secretariat reports, e.g. country lead back to office/mission reports • Other documents on advocacy/facilitation provided by Secretariat, CA or GA 	<ul style="list-style-type: none"> • Triangulation of data deriving from document review and interviews

³⁰⁶ If no GPE ratings on these indicators are available, evaluation team’s assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
guidelines, capacity building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice) ³⁰⁸	<ul style="list-style-type: none"> Evidence of GPE quality assurance processes improving the quality of the final, compared to draft versions of the sector plan Stakeholder views on relevance and appropriateness/value added of GPE Secretariat support, in-country assistance from GA/CA, Secretariat/GA/CA advocacy, capacity building, facilitation; GPE standards, guidelines, CSEF and ASA grants, and knowledge exchange in relation to: <ul style="list-style-type: none"> Improving the quality (including relevance) of education sector plans Strengthening in-country capacity for sector planning 	<ul style="list-style-type: none"> Country-specific ESPDG grant applications Interviews Education sector analyses and other studies conducted with ESPDG funding 	
CEQ 1.2b-d (summative CLE – currently in Part B of the matrix below and labelled CEQ 9-11)			
<p>CEQ 1.3 What have been strengths and weaknesses of sector plan implementation during the period under review?</p> <p>What are likely reasons for strong/weak sector plan implementation?</p>	<ul style="list-style-type: none"> Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan within envisaged timeframe (with focus on changes relevant in view of GPE 2020 envisaged impact and outcome areas). Extent to which sector plan implementation is funded (expected and actual funding gap) 	<ul style="list-style-type: none"> Sector plan(s) for the period covered by the most recent (mostly) complete ESPIG DCP government ESP/TEP implementation documents including mid-term or final reviews Relevant program or sector evaluations, including reviews 	<ul style="list-style-type: none"> Descriptive analysis Triangulation of data deriving from document review and interviews

³⁰⁸ Advocacy can include inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g. Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Evidence of government ownership of and leadership for plan implementation (country specific).³⁰⁹ • Government implementation capacity and management, e.g.: <ul style="list-style-type: none"> – Existence of clear operational/implementation plans or equivalents to guide sector plan implementation and monitoring – Clear roles and responsibilities related to plan implementation and monitoring – Relevant staff have required knowledge/skills/experience) • Extent to which development partners who have endorsed the plan have actively supported/contributed to its implementation in an aligned manner. • Extent to which sector dialogue and monitoring have facilitated dynamic adaptation of sector plan implementation to respond to contextual changes (where applicable) • Extent to which the quality of the implementation plan in the ESP/TEP and of the plan itself is influencing the actual implementation (e.g. achievability, prioritization of objectives). • Stakeholder views on reasons why plan has or has not been implemented as envisaged 	<p>preceding the period of GPE support under review</p> <ul style="list-style-type: none"> • JSR reports • Reports or studies on ESP/TEP implementation commissioned by other development partners and/or the DCP government • CSO reports • Interviews • DCP's plan implementation progress reports 	

³⁰⁹ For example, in some countries one indicator of country ownership may be the existence of measures to gradually transfer funding for specific ESP elements from GPE/development partner support to domestic funding. However, this indicator may not be applicable in all countries. Stakeholder interviews will be an important source for identifying appropriate, context-specific indicators for government ownership in each case.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>CEQ 1.4 Has GPE contributed to the observed characteristics of sector plan implementation? If so, then how? If not, why not?</p> <p>a) Through GPE EPDG, ESPIG grants-related funding requirements and the variable tranche under the New Funding Model (NFM)³¹⁰</p> <p>b) Through non-financial support (advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice)³¹¹</p>	<p>a) Contributions through GPE EPDG and ESPIG grants, related funding requirements and variable tranche under the NFM (where applicable)</p> <ul style="list-style-type: none"> • Proportion of overall sector plan (both in terms of costs and key objectives) funded through GPE ESPIG • Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education • Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG • Degree of alignment of ESPIG objectives with ESP objectives. • Grant implementation is on time and on budget • Degree of achievement of/progress toward achieving ESPIG targets (showed mapped to ESPIG objectives, and sector plan objectives) • Evidence of variable tranche having influenced policy dialogue before and during sector plan implementation (where applicable) • Progress made towards sector targets outlined in GPE grant agreements as triggers for variable tranche under the NFM, compared to progress made in areas without specific targets (where applicable) • EPDG/ESPIG resources allocated to (implementation) capacity development 	<ul style="list-style-type: none"> • ESP implementation data including joint sector reviews • GPE grant agent reports and other grant performance data • Secretariat reports, e.g. country lead back to office/mission reports • GPE ESP/TSP quality assurance documents • Other documents on GPE advocacy/facilitation • Country-specific grant applications • Interviews • Education sector analyses • Country's poverty reduction strategy paper 	<ul style="list-style-type: none"> • Triangulation of data deriving from document review and interviews • Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche under the New Funding Model)

³¹⁰ Where applicable.

³¹¹ Facilitation provided primarily through the GPE Secretariat, the grant agent and coordinating agency. Advocacy – including inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g. Board meetings, agreed upon standards). Knowledge exchange - including cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Stakeholder views on GPE EPDG and ESPIG grants with focus on: <ul style="list-style-type: none"> – Value added by these grants to overall sector plan implementation; – the extent to which the new (2015) funding model is clear and appropriate especially in relation to the variable tranche; – how well GPE grant application processes are working for in-country stakeholders (e.g. are grant requirements clear? Are they appropriate considering available grant amounts?); b) Contributions through non-financial support <ul style="list-style-type: none"> • Types of GPE support (advocacy, facilitation, knowledge sharing) aimed at strengthening sustainable local/national capacities for plan implementation • Relevance of GPE non-financial support in light of DCP government’s own capacity development plan(s) (where applicable) • Stakeholder views on relevance and effectiveness of GPE non-financial support with focus on: <ul style="list-style-type: none"> – GPE non-financial support contributing to strengthening sustainable local/national capacities relevant for plan implementation – GPE non-financial facilitating harmonized development partners’ support to plan implementation • Possible causes for no/ limited GPE contribution to plan implementation. 		
CEQ 1.5 How has education sector financing evolved during the period under review?	a) Amounts of domestic education sector financing	<ul style="list-style-type: none"> • Creditor Reporting System (CRS) by OECD-DAC 	<ul style="list-style-type: none"> • Trend analysis for period under review

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>a) Amounts of domestic financing</p> <p>b) Amounts and sources of international financing</p> <p>c) Quality of domestic and international financing (e.g. short, medium and long-term predictability, alignment with government systems)?</p> <p>1. If no positive changes, then why not?</p>	<ul style="list-style-type: none"> • Changes in country's public expenditures on education during period under review (absolute amounts and spending relative to total government expenditure) • Extent to which country has achieved, maintained, moved toward, or exceeded 20% of public expenditures on education during period under review • Changes in education recurrent spending as a percentage of total government recurrent spending <p>b) Amounts and sources of international financing</p> <ul style="list-style-type: none"> • Changes in the number and types of international donors supporting the education sector • Changes in amounts of education sector funding from traditional and non-traditional donors (e.g. private foundations and non-DAC members) • Changes in percentage of capital expenditures and other education investments funded through donor contributions <p>c) Quality of sector financing</p> <ul style="list-style-type: none"> • Changes in the quality (predictability, alignment, harmonization/modality) of international education sector financing to country • Changes in the quality of domestic education financing (e.g. predictability, frequency and timeliness of disbursements, program versus input-based funding) • Extent to which country dedicates at least 45% of its education budget to primary education (for countries where PCR is below 95%) • Changes in allocation of specific/additional funding to marginalized groups 	<ul style="list-style-type: none"> • UIS data by UNESCO • National data (e.g. Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews) • GPE results framework indicator 29 on alignment 	<ul style="list-style-type: none"> • Descriptive analysis

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> Changes in extent to which other donors' funding/conditional budget support is tied to the education sector 		
<p>CEQ 1.6 Has GPE contributed to leveraging additional education sector financing and improving the quality of financing? If yes, then how? If not, then why not?</p> <p>a) Through ESPIG funding and related funding requirements?</p> <p>b) Through the GPE multiplier funding mechanisms (where applicable)?</p> <p>2. Through other means, including advocacy³¹² at national and/or global levels?</p>	<p>a) Through ESPIG funding and related requirements</p> <ul style="list-style-type: none"> Government commitment to finance the endorsed sector plan (expressed in ESPIG applications) Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms Stakeholder views on extent to which GPE funding requirements (likely) having influenced changes in domestic education financing <p>b) Through the GPE multiplier funding mechanism</p> <ul style="list-style-type: none"> Changes in relative size of GPE financial contribution in relation to other donor' contributions Trends in external financing and domestic financing channelled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government Alignment of GPE education sector program implementation grants with national systems³¹³ Possible reasons for non-alignment or non-harmonization of ESPIGs (if applicable) <p>b) Through the GPE multiplier funding mechanism</p> <ul style="list-style-type: none"> Amount received by DCP government through the GPE multiplier fund (if applicable) Stakeholder views on clarity and efficiency of multiplier application process 	<ul style="list-style-type: none"> ESPIG grant applications and related documents (country commitment on financing requirement) Donor pledges and contributions to ESP implementation) Creditor Reporting System (CRS) by OECD-DAC UIS data by UNESCO National data (e.g. Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews) Interviews with national actors (e.g. Ministry of Finance, Ministry of Education, Local Education Groups/ Development partner groups) 	<ul style="list-style-type: none"> Comparative analysis (GPE versus other donor contributions) Triangulation of quantitative analysis with interview data

³¹² Through the Secretariat at country and global levels, and/or GPE board members (global level, influencing country-specific approaches of individual donors)

³¹³ GPE's system alignment criteria including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<p>c) Through other means (especially advocacy)</p> <ul style="list-style-type: none"> • Likelihood of GPE advocacy having contributed to country meeting/approaching goal of 20% of the total national budget dedicated to education • Changes in existing dynamics between education and finance ministries that stakeholders (at least partly) attribute to GPE advocacy³¹⁴ (e.g. JSRs attended by senior MoF staff) • Amounts and quality of additional resources likely mobilized with contribution from GPE advocacy efforts at country or global levels • Amounts and sources of non-traditional financing (e.g. private or innovative finance) that can be linked to GPE leveraging 		
CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?			
<p>CEQ 2.1 Has sector dialogue changed during the period under review? If so, then how and why? If not, why not?</p>	<ul style="list-style-type: none"> • Composition of the country's LEG (in particular civil society and teacher association representation), and changes in this composition during period under review; 	<ul style="list-style-type: none"> • LEG meeting notes • Joint sector reviews or equivalents from before and 	<ul style="list-style-type: none"> • Pre-post comparison • Triangulate results of document review and interviews • Stakeholder analysis and mapping

³¹⁴ This advocacy can have taken place in the context of GPE support to education sector planning, sector dialogue, and/or plan implementation

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<p>other dialogue mechanisms in place (if any) and dynamics between those mechanisms</p> <ul style="list-style-type: none"> • Frequency of LEG meetings, and changes in frequency during period under review • LEG members consulted for ESPIG application • Stakeholder views on changes in sector dialogue in terms of: <ul style="list-style-type: none"> – Degree to which different actors lead, contribute to, or facilitate dialogue – Inclusiveness – Consistency, clarity of roles and responsibilities – Meaningfulness (i.e. perceptions on whether, when and how stakeholder input is taken into account for decision making) – Quality (evidence-based, transparent) – Likely causes for no/limited (changes in) sector dialogue 	<p>during most recent ESPIG period</p> <ul style="list-style-type: none"> • GPE sector review assessments • ESP/TSP, and documents illustrating process of their development • Back to office reports/memos from Secretariat • ESPIG grant applications (section V – information on stakeholder consultations) • Interviews 	
<p>CEQ 2.2 Has sector monitoring changed? If so, then how and why? If not, why not?</p>	<ul style="list-style-type: none"> • Extent to which plan implementation is being monitored (e.g. results framework with targets, performance review meetings, annual progress reports... and actual use of these monitoring tools) • Frequency of joint sector reviews conducted, and changes in frequency during period under review; nature of JSR meetings held; and any other monitoring events at country level (e.g., DP meetings...) • Extent to which joint sector reviews conducted during period of most recent ESPIG met GPE quality standards (if data is available: compared to JSRs conducted prior to this period) 	<ul style="list-style-type: none"> • LEG and JSR meeting notes • Joint sector review reports/aide memoires or equivalents from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports • Back to office reports/memos from Secretariat • Interviews 	<ul style="list-style-type: none"> • Pre-post comparison • Triangulate the results of document review and interviews

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Evidence deriving from JSRs is reflected in DCP government decisions (e.g. adjustments to sector plan implementation) and sector planning • Stakeholder views on changes in JSRs in terms of them being: <ul style="list-style-type: none"> – Inclusive and participatory, involving the right number and types of stakeholders – Aligned to existing sector plan and/or policy framework – Evidence based – Used for learning/informing decision-making – Embedded in the policy cycle (timing of JSR appropriate to inform decision making; processes in place to follow up on JRS recommendations)³¹⁵ and recommendations are acted upon and implemented • Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to ‘mutual accountability’ for the education sector. • Likely causes for no/ limited (changes in) sector monitoring. 		

³¹⁵ Criteria adapted from: Global Partnership for Education. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1. Washington. June 2017. Available at: <https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews>

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>CEQ 2.3 Has GPE contributed to observed changes in sector dialogue and monitoring? If so, then how? If not, why not?</p> <p>a) Through GPE grants and funding requirements³¹⁶</p> <p>b) Through other support (capacity development, advocacy, standards, quality assurance, guidelines, facilitation, cross-national sharing of evidence/good practice)³¹⁷</p>	<p>a) Grants and funding requirements</p> <ul style="list-style-type: none"> • Proportion of total costs for sector dialogue mechanisms (and/or related specific events) funded through GPE grants • Proportion of total costs for sector monitoring mechanisms (e.g. JSR) funded through GPE grants • Stakeholder views on extent to which GPE funding process (e.g. selection of grant agent, development of program document, grant application) and grant requirements positively or negatively influenced the existence and functioning of mechanisms for sector dialogue and/or monitoring <p>b) Non-grant related support</p> <ul style="list-style-type: none"> • Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring • Support is targeted at gaps/weaknesses of sector dialogue/monitoring identified by DCP government and/or LEG • Support for strengthening sector dialogue/monitoring is adapted to meet the technical and cultural requirements of the specific context in [country] 	<ul style="list-style-type: none"> • LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports • Back to office reports/memos from Secretariat • Interviews • CSEF, KIX documents etc. 	<ul style="list-style-type: none"> • Triangulate the results of document review and interviews

³¹⁶ All relevant GPE grants to country/actors in country, including CSEF and KIX, where applicable.

³¹⁷ Capacity development and facilitation primarily through Secretariat, coordinating agency (especially in relation to sector dialogue) and grant agent (especially in relation to sector monitoring). Advocacy through Secretariat (country lead), CA, as well as (possibly) GPE at the global level (e.g. Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions. Knowledge sharing also possible through other GPE partners at country level (e.g. other donors/LEG members) if provided primarily in their role as GPE partners.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	a) and b) <ul style="list-style-type: none"> • Stakeholder view on relevance and appropriateness of GPE grants and related funding process and requirements, and of other support in relation to: <ul style="list-style-type: none"> – Addressing existing needs/priorities – Respecting characteristics of the national context – Adding value to country-driven processes (e.g. around JSRs) • Possible causes for no/ limited GPE contributions to dialogue/monitoring. 		
CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?			
CEQ 3.1 What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning, financing, plan implementation, and in sector dialogue and monitoring?	<ul style="list-style-type: none"> • Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations) • Contributions (or lack thereof) to sector plan implementation, sector dialogue or monitoring made by actors other than GPE • Changes/events in national or regional context(s) <ul style="list-style-type: none"> – Political context (e.g. changes in government/leadership) – Economic context – Social/environmental contexts (e.g. natural disasters, conflict, health crises) – Other (context-specific) 	<ul style="list-style-type: none"> • Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors related implications for [country] • Relevant studies/reports commissioned by other education sector actors (e.g. donors, multilateral agencies) regarding nature/changes in their contributions and related results • Government and other (e.g. media) reports on changes in relevant national contexts and implications for the education sector • Interviews 	<ul style="list-style-type: none"> • Triangulate the results of document review and interviews

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>CEQ 3.2 During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?</p>	<ul style="list-style-type: none"> Types of unintended, positive and negative, effects on sector planning, financing, sector plan implementation, sector dialogue and monitoring deriving from GPE grants and funding requirements Types of unintended, positive and negative, effects deriving from other GPE support. 	<ul style="list-style-type: none"> All data sources outlined for CEQs 1 and 2 above Interviews 	<ul style="list-style-type: none"> Triangulate the results of document review and interviews
<p>Key question II: Has sector plan implementation contributed to making the overall education system in [country] more effective and efficient?</p>			
<p>CEQ 4 During the period under review, how has the education system changed in relation to:</p> <p>a) Improving access to education and equity?</p> <p>b) Enhancing education quality and relevance (quality of teaching/instruction)?</p> <p>c) Sector Management?³¹⁸</p> <p>If there were no changes in the education system, then why not and with what implications?³¹⁹</p>	<p>a) Improving education access and equity - focus on extent to which DCP meets its own performance indicators, where available, e.g. related to:³²⁰</p> <ul style="list-style-type: none"> Changes in number of schools relative to children Changes in the average distance to schools Changes in costs of education to families Changes in the availability of programs to improve children's readiness for school) New/expanded measures put in place to ensure meeting the educational needs of children with special needs and of learners from disadvantaged groups New/expanded measures put in place to ensure gender equality in education 	<ul style="list-style-type: none"> Education Management Information System (EMIS) UIS data World Bank data Household survey data ASER/UWEZO other citizen-led surveys Grant agent progress reports Implementing partner progress reports Mid-term Evaluation reports GPE annual Results Report Appraisal Reports Public expenditure reports 	<ul style="list-style-type: none"> Pre-post comparison of statistical data for periods under review Triangulate the results of document review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening

³¹⁸ The sub-questions reflect indicators under Strategic Goal #3 as outlined in the GPE results framework as well as country-specific indicators for system-level change and elements (such as institutional strengthening) of particular interest to the Secretariat.

³¹⁹ Implications for education access and equity, quality and relevance, and sector management, as well as likely implications for progress towards learning outcomes and gender equality/equity.

³²⁰ The noted indicators are examples of relevant measures to indicate removal of barriers to education access. Applicability may vary across countries. Where no country specific indicators and/or data are available, the CLE will draw upon UIS (and other) data on the described indicators.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<p>b) Enhancing education quality and relevance (Quality of teaching/instruction) – focus on extent to which DCP meets its own performance indicators, e.g. related to:</p> <ul style="list-style-type: none"> • Changes in pupil/trained teacher ratio during period under review • Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school) • Changes in relevance and clarity of (basic education) curricula • Changes in the quality and availability of teaching and learning materials • Changes in teacher pre-service and in-service training • Changes in incentives for schools/teachers <p>c) Sector Management – focus on extent to which DCP meets its own performance indicators, e.g. related to:</p> <ul style="list-style-type: none"> • Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g. staffing, structure, organizational culture, funding) • Changes in whether country has and how it uses EMIS data to inform policy dialogue, decision making and sector monitoring • If no functioning EMIS is in place, existence of a realistic remedial strategy in place • Changes in whether country has and how it uses quality learning assessment system within the basic education cycle during period under review <p>(a-c):</p> <ul style="list-style-type: none"> • Likely causes for no/ limited changes at system level (based on literature review and stakeholder views) 	<ul style="list-style-type: none"> • CSO reports • SABER database • Education financing studies • Literature on good practices in education system domains addressed in country's sector plan • Interviews • ESPIG grant applications • Relevant documents/reports illustrating changes in key ministries' institutional capacity (e.g. on restructuring, internal resource allocation) 	

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>CEQ 5 How has sector plan implementation contributed to observed changes at education system level?</p>	<ul style="list-style-type: none"> The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level Alternative explanations for observed changes at system level (e.g. changes due to external factors, continuation of trend that was already present before current/most recent policy cycle, targeted efforts outside of the education sector plan) 	<ul style="list-style-type: none"> Sources as shown for CEQ 4 Literature on good practices in education system domains addressed in country's sector plan Education sector analyses Country's poverty reduction strategy paper 	
<p>Key question III: Have improvements at education system level contributed to progress towards impact?</p>			
<p>CEQ 6 During the period under review, what changes have occurred in relation to:</p> <p>a) Learning outcomes (basic education)?</p> <p>b) Equity, gender equality and inclusion in education?</p>	<p>Changes/trends in DCP's core indicators related to learning/equity as outlined in current sector plan and disaggregated (if data is available). For example:</p> <p>a) Learning outcomes</p> <ul style="list-style-type: none"> Changes/trends in learning outcomes (basic education) during period under review (by gender, by socio-economic group, by rural/urban locations) <p>b) Equity, gender equality, and inclusion</p> <ul style="list-style-type: none"> Changes in gross and net enrollment rates (basic education) during review period (by gender, by socio-economic group, by rural/urban) Changes in proportion of children (girls/boys) who complete (i) primary, (ii) lower-secondary education Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group) Changes in out-of-school rate for (i) primary, (ii) lower-secondary education (by gender, socio-economic group, rural/urban location) 	<ul style="list-style-type: none"> Sector performance data available from GPE, UIS, DCP government and other reliable sources Teacher Development Information System (TDIS) Education Management Information System (EMIS) National examination data International and regional learning assessment data EGRA/EGMA data ASER/UWEZO other citizen-led surveys Grant agent and Implementing partner progress reports Mid-term Evaluation reports GPE annual Results Report Studies/evaluation reports on education (sub)sector(s) in 	<ul style="list-style-type: none"> Pre-post comparison of available education sector data (examination of trends) during and up to 5 years before core period under review Triangulation of statistical data with qualitative document analysis

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower-secondary education Changes in the distribution of out-of-school children (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds) 	<p>country commissioned by the DCP government or other development partners (where available)</p> <ul style="list-style-type: none"> Literature on key factors affecting learning outcomes, equity, equality, and inclusion in comparable settings 	
Key question IV: What are implications of evaluation findings for GPE support to [country]?			
<p>CEQ 7 What, if any, aspects of GPE support to [country] should be improved? What, if any, good practices have emerged related to how GPE supports countries? ³²¹</p>	<ul style="list-style-type: none"> Insights deriving from answering evaluation questions above e.g. in relation to: <ul style="list-style-type: none"> Clarity and relevance of the roles and responsibilities of key GPE actors at the country level (Secretariat, GA, CA, DCP government, other actors) Strengths and weaknesses of how and whether GPE key country-level actors fulfill their roles (both separately and jointly i.e. through a partnership approach) The relative influence/benefits deriving from GPE financial and non-financial support respectively (with focus on the NFM, where applicable) Extent to which logical links in the GPE theory of change are, or are not, supported by evidence Extent to which originally formulated underlying assumptions of the ToC appear to apply/not apply and why 	<ul style="list-style-type: none"> All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below) 	<ul style="list-style-type: none"> Triangulation of data collected and analysis conducted for other evaluation questions

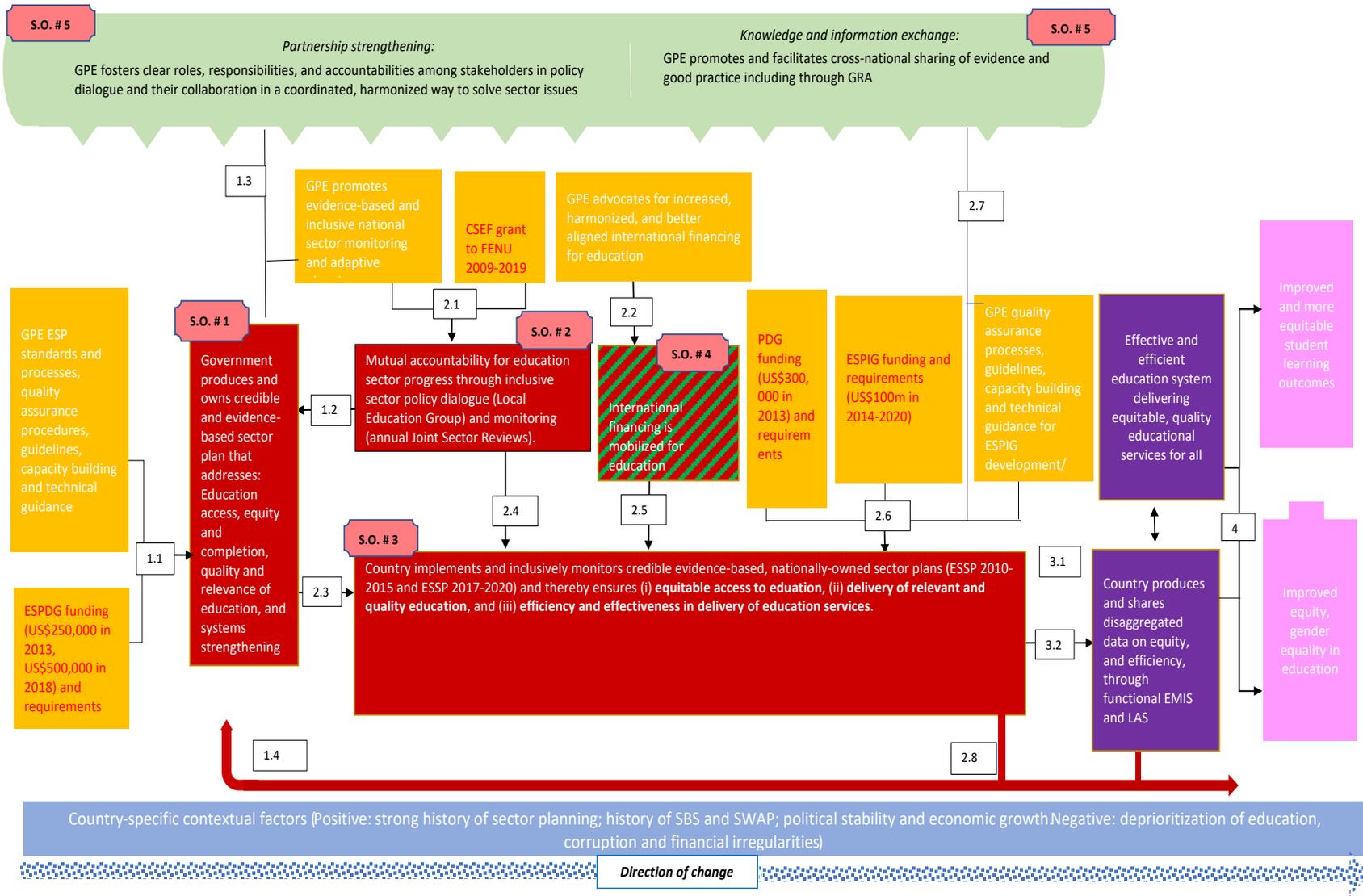
³²¹ For both questions CEQ 7 and 8 the notion of ‘good practice’ refers to acknowledging processes, mechanisms, ways of working etc. that the CLE found to work well and/or that were innovative in that specific context. The intention is not to try and identify globally relevant benchmarks or universally ‘good practice’.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – Extent to which different elements in the theory of change appear to mutually enforce/support each other (e.g. relationship sector dialogue and sector planning) – Stakeholder satisfaction with GPE support 		
<p>CEQ 8 What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle?³²²</p>	<ul style="list-style-type: none"> • Insights deriving from answering evaluation questions above e.g. in relation to: <ul style="list-style-type: none"> – Effectiveness of approaches taken in the respective country to ensure effective sector planning, sector dialogue and monitoring, sector financing, sector plan implementation. – Successful, promising, and/or contextually innovative approaches taken as part of sector plan implementation to address specific sector challenges³²³ 	<ul style="list-style-type: none"> • All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below) 	<ul style="list-style-type: none"> • Triangulation of data collected, and analysis conducted for other evaluation questions

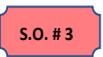
³²² This could mean, for example, highlighting strengths of existing mechanisms for sector planning that either reflect related GPE/IEEP guidelines and quality criteria or that introduce alternative/slightly different approaches that appear to work well in the respective context.

³²³ For example, highlighting promising approaches taken by the respective government and development partners to try and reach out-of-school children. Please note that ‘innovative’ means ‘innovative/new in the respective context’, not necessarily globally new.

Appendix II GPE country-level theory of change for Uganda



LEGEND

	Non-financial GPE inputs/support (technical assistance, facilitation, advocacy)
	GPE financial inputs/support (grants) and related funding requirements
	Country-level objectives that GPE support/influence directly contributes to.
	Global-level objectives that GPE support/influence directly contributes, which have consequences at country level (policy cycle continuum)
	Global-level objectives with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence
	Intermediate outcomes: Education system-level changes
	Impact: Changes in learning outcomes, equity, equality, and inclusion
	Contextual factors
	Corresponding Strategic Objective in the GPE 2020 Strategic Plan
	Numbers represent the key areas where logical linkages (explanatory mechanisms) connect different elements of the theory of change to one another ('because of x, y happens'). Numbers are aligned with the anticipated sequencing of achievements (1. sector plan development, 2. sector plan implementation, sector monitoring and dialogue, 3. education system-level changes, 4. envisaged impact).

Appendix III Evaluation methodology

The evaluation aims to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level and the validity of GPE's theory of change to establish if and how GPE outputs and activities contribute to outcomes and impact.³²⁴ The guiding frameworks for the evaluation are the **evaluation matrix (6)** and the **country-level** theory of change for Uganda ([Appendix II](#)).³²⁵

The overall approach to this evaluation is theory-based and uses **contribution analysis (CA)**. CA is a theory-based approach to evaluation designed to identify the contribution a program or (series of) interventions is making to observed results through an increased understanding of why observed changes have occurred (or not occurred) and the roles played by the intervention and by other internal and external factors respectively.³²⁶

The evaluation team chose contribution analysis as the main approach to this assignment as it is particularly useful in situations (i) where a program is not experimental, but has been implemented on the basis of a relatively clearly articulated theory of change; (ii) where the change processes in questions are complex rather than one-dimensional, i.e., where change is influenced due to a variety of inter-related factors as opposed to single policy interventions that could be isolated; (iii) where the change processes in question are highly context-specific. A report deriving from applying contribution analysis does not provide definite proof, but rather provides an evidence-based line of reasoning from which plausible conclusions can be drawn on the types and reasons for contributions made by the program/intervention in question. CA draws upon both quantitative and qualitative evidence to build the 'contribution story' for the program or intervention(s) under review.

This country level evaluation (CLE), of GPE's support to the national education system in Uganda, is part of a larger GPE study that comprises a total of 20 summative and eight formative CLEs. In October 2018, the approach for the summative evaluations was slightly modified. Starting in FY18, these new 'summative plus' (including this evaluation) will have the following modifications:

- 'Summative plus' CLE will not only explore one policy cycle³²⁷ and related GPE support ('first policy cycle'), but also include the beginning of the following policy cycle (the 'second policy cycle'). This will allow addressing questions around the transition from one ESP to the next and related GPE contributions,
- The CLEs will also explore strengths, weaknesses and value added of the revised GPE Quality Assurance and Review (QAR) and ESPDG mechanism.

³²⁴ In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the 2020 Strategic Plan). While examining progress towards impact in this sense, the country evaluations do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized controlled trials.

³²⁵ This country-specific ToC was adapted from the generic country-level ToC that had been developed in the assignment Inception Report.

³²⁶ See, for example: Mayne, J. "Addressing Cause and Effect in Simple and Complex Settings through Contribution Analysis". In *Evaluating the Complex*, R. Schwartz, K. Forss, and M. Marra (Eds.), Transaction Publishers, (2011).

³²⁷ i.e., from sector planning and related sector dialogue to sector plan implementation and monitoring during the period covered by the most recent fully or mostly disbursed ESPIG.

- The reports for ‘summative plus’ will include a final section on Strategic Questions, which will summarize – if applicable – suggestions for how GPE support to the respective country can be improved, and/or which will outline overarching questions about the GPE operational model that may be worth further exploring in the context of other summative and prospective CLE.

The process for this country evaluation involved four stages: (i) assessing the availability and quality of data, adapting the country-level theory of change and conducting a country-specific stakeholder mapping to determine priorities for consultations during the in-country site visit (see [Appendix IV](#)); (ii) in-country data collection during an ten-working day mission to Uganda from October 14th to October 25th, 2019; (iii) assembling and assessing the GPE contribution story; and (iv) writing the evaluation report.

Data collection and analysis were conducted by a team of two international and one national consultant. Methods of data collection included:

- Document and literature review (see Appendix VI for a bibliography)
- Stakeholder consultations through individual and group interviews in Uganda. In addition, telephone interviews were conducted with the Secretariat country focal point, the Grant Agent and some Ministry officials. Appendix V provides a list of consulted stakeholders. In total, the evaluation team interviewed 74 individuals (see Box iii.i), of which 36 were women.
- Education sector performance data analysis, drawing upon publicly accessible information on learning outcomes, equity, gender equality and inclusion, and education financing.³²⁸

Box iii.i: Consulted Stakeholders

Education ministry (including agencies): 38
 Grant and coordinating agents: 3
 Development partners/donors: 14
 Civil Society/Teacher Organizations: 16
 Teacher Training Institutions: 1
 Private sector: 1
 GPE Secretariat: 1

The evaluation team analyzed the available data using qualitative (descriptive, content, comparative) and quantitative techniques, thereby triangulating different data sources and methods of data collection.

³²⁸ The key sources of data are the UNESCO Institute for Statistics (UIS) database, data.uis.unesco.org; the Organisation for Economic Co-Operation and Development (OECD) Creditor Reporting System (CRS), <https://stats.oecd.org/Index.aspx?DataSetCode=CRS1>; and [country-level datasets and data sources](#).

Appendix IV Stakeholder mapping

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Global		
Secretariat	<p>Interest: High.</p> <p>Influence: High. The Secretariat operationalizes guidance on overall direction and strategy issued by the Board.</p> <p>Importance: High</p>	The main internal stakeholders and users of the evaluation; Key informants; country lead facilitated the evaluation team's contacts with stakeholders.
Board members (from developing countries included in the sample)	<p>Interest: High.</p> <p>Influence: High. Board members influence the direction, strategy development and management of GPE, and they ensure resources. The extent to which DCP Board members are involved in and intimately familiar with GPE grants in their respective countries likely varies.</p> <p>Importance: High</p>	<p>Uganda is represented on the Board through the Africa 1 constituency.</p> <p>These board members were <i>not</i> consulted during the course of this country evaluation.</p>
Country-level		
Ministry of Education and Sports (MoES) and associated agencies, including the Uganda National Examinations Board (UNEB), the Directorate of Education Standards (DES) and the National Curriculum Development Centre (NCDC)	<p>Interest: High</p> <p>Influence: High. Responsible for shaping and implementing education sector policy and managing related financing. Focal point with GPE Secretariat.</p> <p>Importance: High. Main partner for GPE grant design and implementation.</p>	Key informants at country level. Directors of all key MoES directorates and agencies were interviewed in person during the country visit (see Appendix V for list of stakeholders).
District-level Ministries	<p>Interest: Moderate</p> <p>Influence: Low. Responsible for shaping and implementing education sector policy for their respective districts.</p> <p>Importance: High. Responsible for implementing measures planned in the ESSP.</p>	
Other Line Ministries involved in, or relevant for education:	<p>Interest: Moderate</p> <p>Influence: Low. Responsible for shaping and implementing policies related to literacy and adult education.</p>	Key informants at country level (see Appendix V for list of stakeholders).

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Ministry of Gender, Labour and Social Development	Importance: Low. Sub-sector is not included in the ESSP	
Key Education Sector Stakeholders (national level)		
GPE Grant Agent: World Bank	Interest: High Influence: High. Responsible for managing the ESPIG in Uganda Importance: High	Key informant at country level. Consulted during the visit to Uganda
GPE Coordinating Agency: UNICEF	Interest: High Influence: Medium-High. Through its facilitating role, the coordinating agency plays an important role in the functioning of the LEG. Importance: High	Key informant at country level.
Development Partners (donor agencies, multilateral organizations): USAID, DFID, ENABEL, Irish Aid, KOICA	Interest: High Influence: High, through their participation in the LEG, in sector monitoring exercises, as well as to their own activities in the education sector. In the case of DFID and USAID, high also because of their high degree of involvement in shaping the GPE project. Importance: High	Key informants at country level were interviewed in person during the country visit and some were interviewed by skype/phone following the country mission.
International non-governmental organizations: UWEZO, STIR Education, RTI	Interest: High Influence: Medium, through their participation in the LEG, in sector monitoring exercises, as well as to their own activities in the education sector. In the case of RTI, also because of their involvement in implementing components of the GPE project. Importance: High	Key informants at country level were interviewed in person during the country visit.
Civil Society organizations: Forum for Education NGOs in Uganda (FENU)	Interest: High Influence: Low-Medium. Many FENU members participate in sector planning and consultations and education sector reviews. Importance: Medium-High.	Key informants at country level were consulted during the country site visit.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Unions and associations: Uganda National Teachers Union (UNATU), Uganda Primary School Headteacher Association (UPSHA)	Interest: High Influence: Medium. Teachers' unions are members of dialogue bodies and participated in sector planning consultations and education sector reviews. Importance: Medium-High.	Key informants at country level were consulted during the country site visit.
Teacher Training Institution: Kyambogo University	Interest: Medium Influence: Low. The University oversees curriculum development for all teacher training programs in the country but does not participate in sector planning consultations and education sector reviews. Importance Medium	Key informants at country level were consulted during the country site visit.
Private Sector: Federation of Non-State Education Institutions (FENEI)	Interest: Medium Influence: Low-Medium, through participation in the LEG, in sector planning consultations and education sector reviews. Importance: Medium	Key informants at country level were consulted during the country site visit.

Appendix V List of consulted individuals

In total, 74 individuals were interviewed, of which 36 were women. All consulted individuals were based in Uganda except for the GPE Country Lead.

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Ministries and Agencies of Uganda			
Ministry of Education and Sports	ATENG, Santa	Senior Education Officer, Secondary Education	W
	AWOBE, Polubert	Principal Education Officer, Pre-Primary	M
	BARUGAHARE, Brighton	Assistant Commissioner Policy Analysis	M
	BBOSA, Haj. Abbey Musoke	Senior Education Officer, Basic Education	M
	BIETABWA, Ibrahim	Assistant Commissioner, Basic Education	M
	EGAU-OKOU, Jane	Commissioner, Teacher, Instructor Education & Training (TIET)	W
	MAYOKA, James	Principal Economist, Department of Planning and Policy Analysis	M
	MULYALYA, Cathbert	Principal M&E Officer, Department of Planning and Policy Analysis	M
	MUSENE, Hajat Safinah	Commissioner, BTVET	W
	MUTUMBA, Elizabeth	Principal Education Officer, Primary	W
	NAMISI, Derrick	Senior Economist, Department of Planning and Policy Analysis	M
	NANSUBUGA, Angela	Admin and Finance Officer, Gender Unit	W
	NEGRIS, Onen	Commissioner, Special Needs Education	M
	NTETE GUNTEESE, Mary	Principal Education Officer, Secondary Education	W
	OSUBAN, Martin	Assistant Commissioner, Secondary Education	M
	TUSIIME, Edson	EMIS Focal Person, Department of Planning and Policy Analysis	M
Elliot	Economist, Department of Planning and Policy Analysis	M	
Azaria	Economist, Department of Planning and Policy Analysis	M	
Directorate of Education Standards (DES)	TURYAGYENDA, Kedrace	Director	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
National Curriculum Development Centre (NCDC)	BAGUMA, Grace	Director	W
GPE Project Implementation Unit	APOL, Irene	Procurement Specialist	W
	ASHABAHEBWA, John		M
	KAGWISOGU, Sam		M
	KAJUNISH, Joseph		M
	KARUMA, Caroline	EGR Specialist	W
	KIWAWUZI, Nicole		W
	MAKAMANYA, Rashida	Principal Advisor, UTSEP	W
	MUGISHA, Ben	Lead ICT Specialist	M
	MWESIGYE, Grace Kansiime		W
	NABUWUFU, Catherine	Principal Advisor, UTSEP	W
	NANSAMBA, Jane Frances	Head of Project Unit	W
	OKOBO, Louis	M&E specialist	M
	William, Sande		M
	WINYI, Alex K.		M
Uganda National Examinations Board (UNEB)	KYABAGA, Dan	NAPE Head	M
Ministry of Gender, Labour and Social Development	AKELLO, Harriet	Senior Literacy Officer	W
District Ministries	BARAZA, Vincent	District Education Officer, Mukono District	M
	KIYINGI KINOBE, Fredrick	District Education Officer, Wakiso District	M
Bilateral and multilateral donor agencies			
DFID	GARFORTH, Laura	Team Leader, SESIL project	W
	MACKAROW, Jacqueline	Consultant, SESIL project	W
	Gilmore, Isla	Education Advisor	W
ENABEL / Embassy of the Kingdom of Belgium	BRECX, Alexandre	Deputy Head of Cooperation	M
	HALLET, Virginie	Responsible for Teacher Training	W
	DE CEUSTER, Jan	Coordinator Education, Training and Employment	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
GPE Secretariat	RABBANI, Fazle	Country Lead	M
Irish Aid / Embassy of Ireland	ATAKO MUHWEZI, Naome	Education Advisor	W
	GALLAGHER, Lorraine	Deputy Head of Cooperation	W
KOICA	HONG, Yookyung	Program Coordinator	W
	KIMBUGWE, Andrew	M&E Officer, Education	M
Norwegian Embassy	MABWEIJANO, Mary	Senior Advisor	W
World bank	VASILIEV, Kirill	Task Team Leader, Senior Education Specialist	M
UNICEF	DAHAL, Nabendra	Chief of Education	M
	RUGAMBA, Rosemary	Education Officer	W
USAID	ANDEMA, Sam	Program Manager, EGR	M
	LEHRER, Kay	Chair of the EDP	W
	OSAFU, William	Basic Education Advisor	M
Civil Society			
Forum for Education NGOs in Uganda (FENU)	MWESIGYE, Frederick	Executive Director	M
RTI International	BURKHOLDER, Geri	Chief of Party	W
	NUWAGABA, Arthur	Program Manager	M
	RWANYONGA, Consilous	Deputy Chief of Party Technical	W
	STROH, Justina	Team Leader (GPE Focal Person)	W
STIR Education	NAMULINDA, Brenda	Senior Manager M&E	W
	SEBUYUNGO, Jane	Senior Programme Manager, Design	W
	WILLMOTT, Jenny	Uganda Country Director	W
UWEZO	GORETTI NAKABUGO, Mary	Country Lead, Twaweza Uganda	W
Teacher Unions			
Uganda National Teachers Union (UNATU)	BAGUMA, Filbert Bates	Head of UNATU	M
	KABASEKE NANYANZI, Ruth	Member	W
	KISUGU MANANA, Isaac	UNATU Leader	M
	TUMUHAIRNE, Winfred	UNATU Leader	W
	WAMBOKA, Vincent	Member	M
	ZAWEDDE NAKIYIMBA, Sarah	Member	W

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Uganda Primary School Headteacher Association (UPSHA)	SSENGENDO, David	Chairman	M
Teacher Training Institutions			
Kyambogo University	AYIKORU ASIIMWE, Joyce	Dean, Faculty of Education	W
Private Sector			
Federation of Non-State Education Institutions (FENEI)	KABOYO, Patrick	Executive Director (Also former Executive Director of the Coalition of Uganda Private School Teachers Association)	M

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- World Bank. “Uganda Early Childhood Development” SABER country report, 2012
- World Bank. “Uganda Student Assessment” SABER country report, 2012
- World Bank. “Uganda Teacher Policies” SABER-Teachers Country Report, January 2012.
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Appendix VII Output-level achievements of the 2011-2019 review period against the 2010-2015 and 2017-2020 ESSPs

EQUITY/ACCESS	QUALITY/RELEVANCE	MANAGEMENT
PLANNED ACTIVITIES UNDERTAKEN BETWEEN 2011-2019		
<ul style="list-style-type: none"> • Pre-primary: Licensing of community-based ECD centers to increase access to ECD in marginalized communities. The number of licensed ECD centers increased by 1,898 between 2014-2017. Community level advocacy was also done to promote pre-primary education. • Primary - expanding and strengthening UPE: There was continued implementation of the UPE policy through the provision of capitation grants to government primary schools. 7,255,726 primary school students benefited from capitation grants in 2017/18 (a 3% increase from 2011/12). Between 2011-2016, 178 classrooms were constructed (out of 152 planned).³²⁹ Infrastructure development contributed to classroom construction and improvement of facilities (latrines, water tanks, 	<ul style="list-style-type: none"> • Curriculum development - Primary: Since 2011, MoES has been rolling out the Primary Thematic Curriculum for P1 to P7 in English. 132,500 teachers were trained in 2011/12 and 930 teachers were trained between 2016-2018 in the new curriculum. In addition, the Early Grade Reading (EGR) curriculum for P1-P3 was adapted into 12 local languages to enhance literacy outcomes in lower primary. • Curriculum development – Secondary: Development and roll-out of competency-based curriculum at the lower secondary level since 2010. • Curriculum development – BTVET: Development of curricula for at least 6 BTVET programs (since 2015); tools and training were provided in competency-based education and training (CBET) and continuous assessments. 	<ul style="list-style-type: none"> • EMIS: EMIS is in the process of being reviewed since 2016 due to outdated data. A school mapping is currently underway to create a master list of schools. MoES is also in the process of developing a new EMIS policy. • School inspection and monitoring: An electronic school inspection system was developed and rolled out in 46 districts. A central server was established, and 315 tablets were distributed to trained inspectors. E-inspection has been undertaken in 1,151 schools to date. Monitoring tools and inspection handbook were also revised and simplified. An SMS system and dashboard were created to improve school level monitoring and teacher management.³³⁷ • Improving school management and community participation: Various capacity building activities were conducted with School

³²⁹ This number is estimated based on reporting from the budget performance reports. According to data from EMIS, the number of primary schools increased by 3,034 schools (2011-2016) (*MoES Stats Fact Sheet 2016*).

³³⁷ The SMS system is part of the Teacher Effectiveness and Learner Assessment (TELA) system (funded through DFID's SESIL project), which aims to improve attendance of teachers and learners. It has been piloted in 60 schools. The SMS system has not yet been integrated into the e-inspection system.

EQUITY/ACCESS	QUALITY/RELEVANCE	MANAGEMENT
<p>admin blocks) in at least 192 schools since 2017.³³⁰</p> <ul style="list-style-type: none"> • Secondary: Continued provision of capitation grants to secondary schools under UPPET and UPOLET.³³¹ 1,028,740 students benefited from capitation grants in 2017/18 (a 30% increase from 2011/12). Between 2011-2016, 62 schools (out of 93 planned) were constructed or renovated.³³² • BTVET: Capitation grants were provided to 17,865 students at various BTVET institutions in 2017/18 (also under UPPET and UPOLET programs). Between 2011-2015, 3 new BTVET centers were established (out of 23 planned) and 21 classrooms constructed (out of 58 	<ul style="list-style-type: none"> • Pre-service teacher training: Under 3 projects,³³³ at least 19 Primary Teacher Colleges (PTCs) underwent or are undergoing construction/renovation since 2015; Multiple trainings were provided to Teacher Instructors to improve teacher training; Monitoring and supervision visits were conducted in training institutes; Capacity development activities were conducted in 2 National Teacher Colleges (NTCs) to improve management; GoU provided capitation grants to teacher trainees (at least 32,768 trainees in PTCs and 51,482 in NTCs between 2011-2016). • In-service teacher training: 11,773 teachers were trained in EGR in 2017/18 (under 3 EGR programs).³³⁴ Between 2011-2016, 10,827 (out 	<p>Management Committees (SMCs), Parent-Teacher Associations (PTAs), and school leaders (incl. school boards of governors, head-teachers and deputy head-teachers).³³⁸</p> <ul style="list-style-type: none"> • Teacher management: Development and implementation of the Teacher Information Management System (TMIS) that allows for online teacher registrations (supported by UNESCO); Teacher Education Harmonization Framework was developed, which provides competency profiles for teachers from pre-primary to tertiary levels, and includes tools to streamline training and professional development of teachers (funded by UNESCO); A National Teacher Policy was developed and approved (2019), which provides a legal

³³⁰ This includes 138 schools under UTSEP and 54 schools under the Emergency Construction Project Phase II (funded by GoU).

³³¹ The Universal Post-Primary Education and Training (UPPET) program includes lower secondary and the Universal Post O'Level Education and Training (UPOLET) program includes upper secondary. Both fall under the Universal Secondary Education Policy to increase access to secondary education implemented in 2007. See Chapter 4 for more.

³³² This number is estimated based on reporting from the budget performance reports. According to data from EMIS, the number of secondary schools increased by 416 schools (2011-2016) (*MoES Stats Fact Sheet 2016*).

³³³ These include i) Development of PTCs project, ii) Improvement of Muni and Kaliro National Teachers Colleges, and iii) Improvement of Secondary Teachers Education – Kabale and Mubende NTCs.

³³⁴ Early Grade Reading is being implemented by three different programmes in Uganda: i) USAID - Uganda School Health and Reading Program (SHRP), ii) USAID – Uganda Literacy Achievement and Retention Activity (LARA) and iii) GPE Uganda Teacher and School Effectiveness Project (UTSEP). All three programs use the same methodology and materials and are being implemented in different districts. Through the three programs, EGR covers most of the country (93 out of 134 districts). However, MoES only directly implements UTSEP, while both USAID projects are being implemented through RTI International (who don't systematically report to the Ministry). As such, only UTSEP data were systematically reported on in most reports and overall data from the three programmes is not available, except for 2017/18.

³³⁸ Capacity building was mostly related to specific donor projects. Few examples include: trainings on the TELA system (training provided to 100 SMCs, 100 head-teachers and 10 district inspectors in 2017/18); training on implementation of EGR and School Health (3,000 SMC and PTA members were trained on roles and

EQUITY/ACCESS	QUALITY/RELEVANCE	MANAGEMENT
<p>planned). From 2016-2018, 4 additional new BTVET centers were constructed, with 2 more still in progress.</p> <ul style="list-style-type: none"> • Higher education: A student loan scheme was established in 2011/12 and came into effect in 2014 to increase access to higher education. Between 2014/15 and 2018/19, 12,505 student loans have been disbursed benefiting around 4,000 students. • Gender: Several initiatives were undertaken during the review period: training workshops in 18 districts on early and forced marriages and teenage pregnancy (including development and dissemination of materials on prevention); training workshops on gender awareness for teachers; 1,100 teachers were trained on menstrual hygiene management (including distribution of menstrual hygiene kits); National Strategy on Prevention of Violence in Schools (launched in 2016/17), which included the development and operationalization of Reporting, Tracking Referral and Response (RTRR) tool and dissemination of guidelines on alternatives to corporal punishment; gender module was developed and implemented in 	<p>of 15,600) secondary teachers were trained in science and math (through JICA project).</p> <ul style="list-style-type: none"> • Pre-primary: ECD training was introduced in PTCs, with 45 master trainers and 400 teacher trainers trained, while 4,166 caregivers were trained across 50 districts. • School inspections: Between 2014-2018, 8,574 secondary schools and 1,896 BTVET institutions were monitored for compliance to Basic Required Minimum Standards (BRMS).³³⁵ • Learning assessments: Various learning assessments were conducted during the review period. NAPE was conducted in 2015 and in 2018 for P3 and P6 students in English literacy and numeracy. In addition, baseline, midline and endline Early Grade Reading Assessments (EGRA) were conducted in 2016, 2017 and 2018 respectively. The EGRA was conducted in P1, P2 and P3 in English and 11 local languages.³³⁶ 	<p>framework for professionalizing and regulating the teaching profession; A new teacher allocation formula was implemented to rationalize teacher deployment and improve student-teacher ratios at the primary level.</p> <ul style="list-style-type: none"> • Policy development: Several policies, strategies and frameworks were developed or are being developed during the review period. These include: Higher Education Students' Financing Policy (adopted 2011); Early Childhood Care and Education (ECCE) policy (finalized 2018); TVET policy (finalized 2018); National Teacher Policy (adopted 2019); Gender in Education Sector Policy (adopted 2016); Education for Sustainable Development Policy (under review in 2018, current status is unclear); EMIS policy (in final stages of review in 2019); Instructional Materials Policy (draft stage as of 2018, current status unclear); Inclusive Education Policy (draft stage as of 2018, current status unclear); ICT in education policy (draft stage as of 2018, current status unclear); Sexuality in Education Framework (adopted 2018); Gender in Education Strategic Plan (2015-2020), the National Strategy for Girls' Education (2015-2019), National Strategic Plan on elimination of

responsibilities through SHRP in 2017/18); through the Luigi Giussani Institute of Higher Education, professional development opportunities were provided to 500 school leaders (including SMCs, PTAs, head-teachers and school staff); Education Local Expertise Centre Uganda (ELECU) trained SMCs and PTAs on roles and responsibilities in relation to budgeting, school monitoring, and advocacy; UTSEP trained 2,400 head-teachers/deputy head-teachers and 6,000 SMC members in school leadership, management and accountability.

³³⁵ The 2010-2015 ESSP aimed to establish the BRMS as the basis for school improvement and school monitoring. Data on primary school inspections for BRMS are not provided as these are overseen by local governments. It is also unclear what the difference is between BRMS inspections and regular school inspections.

³³⁶ These were conducted in the districts covered by the GPE UTSEP project. USAID conducted its own EGRA in the districts covered by the SHRP and LARA projects, but information on these were not available to the evaluators.

EQUITY/ACCESS	QUALITY/RELEVANCE	MANAGEMENT
<p>pre-service teacher training; and, gender specific indicators were developed in 2014/15 and integrated into EMIS to be able to measure progress on gender mainstreaming.</p> <ul style="list-style-type: none"> • Special Needs Education (SNE): Around 100 SNE schools received subvention grants every year (a separate budget line was created for this in 2015/16); Between 2016-2018, approx. 275 teachers and staff received training in basic sign language; Materials in braille (incl. 46 braille machines and 114 braille kits) were distributed to SNE schools; The primary curriculum and secondary leaving exam were adapted to Braille in 2016/17-2017/18; Hearing aids were provided to 1,500 children with hearing impairments in 2019. • HIV/AIDS: 2,271 teachers were trained on HIV prevention and management, and guidelines and materials were disseminated in 150 schools (in 2015/16). 		<p>Violence Against Children in Schools (2015-2020); Special Needs and Inclusive Education Implementation Strategy (2012-2017 – in draft stage, current status unclear), and Education Response Plan for Refugees and Host Communities (adopted 2018).</p> <ul style="list-style-type: none"> • Establishment of TVET council is in process. The aim is to provide an institutional framework to better coordinate BTNET and skills development programs.

PLANNED ACTIVITIES THAT WERE NOT IMPLEMENTED IN 2011-2019

<ul style="list-style-type: none"> • Increasing access to Pre-primary: Limited support has been provided to families to access pre-primary and ECD services or to adequately prepare children for primary school and to reduce under-aged enrollment. • Ensuring at least 1 primary school per parish and 1 secondary school per sub-county: School construction has been inadequate to meet targets. By 2017/18, only 9 seed secondary schools were constructed and 10 others still in 	<ul style="list-style-type: none"> • Pre-primary: Pre-primary curriculum and instructional materials for school readiness not developed. Limited monitoring and supervision provided to ECD centers to ensure quality. • Implementing continuous assessment of student performance: Although continuous assessment was institutionalized into the teaching and learning practice in 2014/15, there has been lack of follow-up on implementation of continuous assessment by teachers in primary schools. 	<ul style="list-style-type: none"> • Develop and implement primary school improvement plans: No evidence of use of improvement plans being used at school-level. • Rationalizing teacher deployment: Apart from implementing the new teacher allocation formula, the 2010-2015 ESSP aimed to redeploy teachers from teacher-surplus schools to teacher deficient-schools. No evidence of this being done. • Making use of double-shift and multi-grade approaches to improve teaching in schools with
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EQUITY/ACCESS	QUALITY/RELEVANCE	MANAGEMENT
<p>construction (out of total 385 planned schools).³³⁹</p> <ul style="list-style-type: none"> • Revise capitation grants to better reflect school needs and student characteristics: There has been no change to date on the amount provided by capitation grants, which overall remains inadequate. • Providing incentives to private schools to lower costs for families: Unclear what has been done other than providing capitation grants. • Supporting education program in conflict areas: Only a few trainings were provided in conflict resolution, prevention, reduction and coping with conflict, and promoting peace. A small number of parishes/sub-counties were trained in providing conflict-sensitive education. However, there is no evidence of education programs targeted at conflict areas. • Providing bursaries/scholarships to disadvantaged students: Only a small number of bursaries provided through some donor projects (e.g. UNICEF/Irish Aid). • Increasing deployment of female teachers to rural areas: 2010-2015 ESSP aimed to improve enrollment and learning outcomes for girls through increase deployment of female teachers. No evidence of interventions. 	<ul style="list-style-type: none"> • Providing remedial help for primary students in need: No initiatives undertaken. • Setting minimum standards for entry into post-primary: No evidence of interventions related to this. • Construct and equip secondary schools and BTVET centers with libraries and laboratories: Only 10 libraries and 22 laboratories (out of 42) constructed between 2011-2016 in secondary schools. And 5 libraries (out of 24) and 39 laboratories (out of 124 constructed in BTVET centers during the same period. • Establishing a nationally approved limited list of core textbooks. No evidence of this. • Enforcing required minimum of 2 inspection visits per school per term: Although initiatives were made to improve inspection system, lack of resources hindered meeting the required number of inspection visits. Between 2011-2016, 419 inspections visits at primary schools were conducted (out of 4568 planned) and 765 secondary schools (out of 2132 planned) were monitored.³⁴⁰ • Develop an Education and Training Assessment Policy that encompasses all levels (Primary to Tertiary). Not developed. • Institutionalize apprenticeships and internships. No evidence of this. 	<p>high enrollment. No evidence of this being implemented in practice.</p> <ul style="list-style-type: none"> • Train and employ more teachers, tutors, head-teachers, CCTs and SNE teachers in order to meet student-teacher ratios: No evidence of significant increase in teacher recruitment and numbers of teacher continue to be inadequate in many areas. • Piloting school-level teacher recruitment. Not done. • Increase/strengthen Teacher Development Management System: No evidence of activities related to strengthening TDMS to improve support, supervision, mentoring, coaching, performance reviews and appraisals of teachers. • Decentralize procurement for construction and instructional materials school level. No evidence of this. • Implement customized performance targets for head-teachers/deputies and provide non-monetary rewards for good performance. No evidence of this. • Introduce Personal Identification Numbers (PIN) at the secondary level. Unclear if this was implemented.

³³⁹ Seed schools are small community secondary schools based in rural areas. The Ministry planned to build 60 seed schools during 2010-2015 ESSP period and 385 schools during the 2017-2020 ESSP period. In terms of primary, 658 primary schools were planned in the 2017-2020 ESSP. It was not possible to determine progress on this target.

³⁴⁰ Although, there is also a lack of inspection data due to poor reporting from local governments who oversee inspection services.

EQUITY/ACCESS	QUALITY/RELEVANCE	MANAGEMENT
<ul style="list-style-type: none"> • Strengthening provision of Non-Formal Education (NFE): No evidence of programs or projects aimed at providing non-formal education to out-of-school children. A very small amount of funding was provided to provide 3-month non-formal training to youth to benefit from skills training to increase employability of youth (including motor vehicle repair and masonry). • Building schools for learners with severe disabilities in every region: No new schools were built during the review period. • Develop and implement a school-feeding strategy: No strategy has been developed. • Develop programs to increase participation of disadvantaged groups (girls, specials need, refugees, etc.) in BTVET. No evidence of programs developed to target girls or other disadvantaged groups. • Provide training to re-tool unemployed university graduates to fit job market needs. No evidence of re-tooling initiatives developed or implemented. 		<ul style="list-style-type: none"> • Establish a semi-autonomous body in charge of inspection and supervision of Education and Training institutions. Not implemented. • Develop and implement a comprehensive strategy to improve community and parent participation and engagement. No strategy was developed for this. • Develop a policy to regulate private education providers. No evidence of this.

Appendix VIII Progress on implementation of UTSEP

Indicator	Baseline	2015	Progress as of MTR (Dec 2016)	2017	Progress as of Sept 2019	End Target (revised)	Comment
Project Development Objectives Indicators							
Number of teachers trained in early grade reading in local languages and English and at least two Early grade reading assessments	12,000	2,635	18,489	22,171	24,535	24,100	Exceeded target
Number of pupils per textbook in English and math (Grades P1-P7)	14	14	14	4	2	10	Exceeded target
Number of targeted schools with less than 3 permanent classrooms	962	962	962	962	824	824	Target met
Percentage of pupils reading 20 or more words per minute in Grades 1-3						20	Exceeded target
Intermediate Results Indicators (Component 1): Effective Teachers							
Percentage of teachers (P1-P7) present in EGR schools	73				91	90	Target met
Number of schools in targeted districts for which at least two inspection reports have been filled per year	0	0	0	0	956	1000	On track
Learning Assessments under the projects (EGRA and NAPE grade 3 and 6)	0	0	2	2	5	5	Target met
Intermediate Results Indicators (Component 2): Effective Schools							
Percentage of schools in targeted districts provided with standard kit of instructional material for grades P-P3 or P1-P7	0	0	0	0	97	90	Exceeded target
Number of schools in targeted districts where SMCs and Head-teachers have received training as a part of project interventions	0	191	968	1105	1150	1181	On track

Indicator	Baseline	2015	Progress as of MTR (Dec 2016)	2017	Progress as of Sept 2019	End Target (revised)	Comment
Number of schools in targeted districts where information on UPE grants is made publicly available to the community	0	39	347	832	1140	1181	On track
Number of schools with established system to address child protection	0				103	138	On track
Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions	0	0	0	0	884	882	Target met
Intermediate Results Indicators (Component 3): Implementation Support and Capacity Building							
Evaluation of the ECD-Community Child Care Program completed	0				1	1	Target met
Draft ECE policy developed	0	0	0	0	1	1	Target met
Direct project beneficiaries	0	14635	533,880	684,722	8,728,992	8,100,000	Exceeded target
Female beneficiaries (%)	50	50	56	56	50	50	Target met

Appendix IX Uganda sector financing data

ISSUE	DATA
Total domestic educ. expenditure	Increased in nominal terms from UGX 1,246 billion (2011) to UGX 3,081 billion (2019), representing a 147 percent increase. When adjusted for inflation, the increase was more modest, from UGX 1,849 (2011) to UGX 3,081 (2019), representing a 67 percent increase
Education share of total government expenditures	Decreased from 16.8 percent to 10.3 percent between 2011-2019.
% of domestic education financing allocated to Pre-Primary education	The government currently does not allocate a specific budget for this sub-sector, which is covered entirely by the private sector.
% of domestic education financing allocated to Primary education	Increased from 56.9% (2011) to 59.2% (2014), then decreased to 51.3% (2017).
% of domestic education financing allocated to Secondary education	Decreased from 22.7% (2011) to 18.7% (2017).
Funding by expenditure type (recurrent)	The share of recurrent costs has remained relatively stable over the review period at approximately 90 percent.
Amount of international financing	The amount of ODA to the education sector has remained relatively stable over the review period, fluctuating between US\$ 97 and US\$ 111m between 2012-2017. Only 2010 and 2011 were exceptions, when education aid was US\$152m and US\$65m, respectively.
Education ODA as share of overall ODA	The share of education ODA has declined overall from 9.3 percent to 5.2 percent of total ODA during the same period.
ESPIG amount as % of education ODA during review period	Between 2015-2017, GPE disbursements represented 12% of all education ODA for the period and 32% of basic education ODA for the period.
ESPIG amount as % of <u>actual</u> ESP financing	The ESPIG represented 1.08% of total ESSP financing.

Appendix X Selected system-level country data

Changes suited to remove barriers to equitable access to education

ISSUE	OBSERVATIONS
Changes in # of schools relative to # of children	<p>Pre-primary</p> <ul style="list-style-type: none"> The number of pre-primary schools increased from 703 reported in 2007 to 7,201 in 2017 and the average pupil-classroom ratio is 27:1. <p>Primary</p> <ul style="list-style-type: none"> School construction in Uganda has not kept pace with needs, as investment in school infrastructure has been low. The average student-classroom ratio declined slightly from 72:1 in 2006 to 56:1 in 2016, but there has been minimal change since 2010 and ratios remain much higher than the target of 30:1 There is inadequate data on school infrastructure development to be able to assess progress on school constructions. Only 59 schools were targeted for expansion/renovation under the government funded Emergency School Construction project and 138 schools were expanded/renovated under UTSEP. <p>Secondary</p> <ul style="list-style-type: none"> There is inadequate data on school infrastructure development to be able to assess progress on school constructions. Of the 385 secondary schools (as per the 2017-2020 ESSP) that would need to be built to achieve the one school per sub-county target, that number has been reduced to 367, meaning approximately 18 schools have been built. The pupil-classroom ratio has increased from 35:1 (2008) to 53:1 (2016).
Changes in average distance to school	<ul style="list-style-type: none"> 66.2% of primary schools in urban areas are less than 1km from one another, while only 20.3% of schools in rural areas are within one km. 8.5% of schools in rural areas are more than 5 km from one another, compared to just 0.9% in urban areas. 25% of children in rural communities travel more than 2km to school compared to 5% for urban children
Changes in costs of education to families	Households pay 56% primary education costs and 63% of lower secondary costs, including uniforms, meals, school materials, exams and transportation. At the pre-primary level, households pay 100% of costs.
Changes in availability of programs to improve children's readiness for school	<ul style="list-style-type: none"> Access to pre-primary education has increased but remains very low. The number of children enrolled increased from 214,797 (2011) to 608,973 (2017), however 2.87 million children have no access to pre-primary education.
New/expanded measures put in place to meet the educational needs of children with special needs and learners from disadvantaged groups	<ul style="list-style-type: none"> There are 128 primary schools and 41 secondary schools that cater to Special Needs Learners During the review period, a dedicated budget line was created to provide capitation grants to SNE schools. Several initiatives were also undertaken, including the distribution of materials (e.g. braille kits, hearing aids), school constructions in SNE schools (construction and renovation of the Mbale School for the Deaf) and

ISSUE	OBSERVATIONS
	guidelines for new school constructions to include access ramps and adapted latrines.
New/expanded measures put in place to further gender equality in education	<ul style="list-style-type: none"> The GoU has developed several gender policies, strategies and frameworks for the education sector, which all aim to narrow the gender gap in education and address the various barriers that limit girls' education. MoES also developed the Reporting, Tracking, Referral and Response (RTRR) guidelines and tools to reduce school violence, specifically gender-based violence. There were also several sensitization and capacity building trainings provided to school managers, teachers and teacher trainers on HIV/AIDS, gender-based violence, promoting safe learning environments, menstrual hygiene, reproductive health, teenage pregnancy, child marriages and female genital mutilation throughout the review period, but it is unclear whether all districts were covered by these initiatives.
Other (may vary by country)	<ul style="list-style-type: none"> MoES developed the Education Response Plan for Refugees and Host Communities to address the disparities in education access and quality within refugee communities and to bridge humanitarian response with long-term sustainable development support.

Changes suited to remove barriers to quality education

ISSUE	OBSERVATIONS
Changes in Pupil/teacher ratios	<p>Primary: The average pupil-teacher ratio decreased from 49:1 (2010) to 42:1 (2017). However, there is substantial disparities as ratios vary from 40:1 to 72:1 at the regional level, and even as high as 300:1 within some districts</p> <p>Secondary: The average teacher-student ratio is 21:1, but this can vary from as low as 8:1 in rural areas, to a high of 70:1 in urban schools.</p>
Changes in pupil/trained teacher ratio	N/A
Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school)	Teacher deployment does not align with actual needs leading to considerable disparities in student-teacher ratios. Data on changes in allocation were not available.
Changes in relevance and clarity of (basic education) curricula	<p>Pre-primary: The GoU developed an ECD learning framework in 2005 to guide and promote a child-centered, play-based learning approach, but most teachers struggled to use the framework and half of schools lacked basic materials to apply the framework. There has been revision of the ECD curriculum during the review period.</p> <p>Primary: The new primary curriculum has been rolled-out, including thematic curriculum focused on early grade reading for P1-P3 in English and local languages and subject based curricula starting in P4 in English.</p> <p>Secondary: The lower secondary curriculum is being reformed and in the process of being rolled-out. The curriculum introduces a competency-based approach. It also reduces the number of subjects offered from 40 to 21 and aims to standardize the number of subjects offered across schools.</p>

ISSUE	OBSERVATIONS
Changes in availability and quality of teaching and learning materials	Improved pupil-textbook ratio at primary level - 6.5 million English and Math textbooks were procured and distributed for P1-P7 students. The textbook ratio decreased from 14:1 (2013) to 1:1 (English) and 2:1 (Math) in 2019.
Changes to pre-service teacher training	Under 3 projects, at least 19 Primary Teacher Colleges (PTCs) underwent or are undergoing construction/renovation since 2015; Multiple trainings were provided to Teacher Instructors to improve teacher training; Monitoring and supervision visits were conducted in training institutes; Capacity development activities were conducted in 2 National Teacher Colleges (NTCs) to improve management; GoU provided capitation grants to teacher trainees (at least 32,768 trainees in PTCs and 51,482 in NTCs between 2011-2016).
Changes to in-service teacher training	11,773 teachers were trained in EGR in 2017/18 (under 3 EGR programs). Between 2011-2016, 10,827 (out of 15,600) secondary teachers were trained in science and math (through JICA project).
Changes in incentives for schools/teachers	Under ESSP 2010-2015, MoES proposed hardship allowances of up to 30 percent of the basic monthly salary to incentivize teachers to work in remote areas. Around 15,000 teachers at primary, secondary and tertiary levels benefited from this strategy in 2011. There is no data on whether this was implemented in subsequent years and no information on its effectiveness. There has also been construction of teacher housing, as part of school construction/renovation projects.
Other (may vary by country)	The development of the National Teacher Policy in 2018, which aims at enhancing professionalism of the teaching profession and its management; promoting efficient and effective recruitment and deployment of teachers; streamlining the management of teachers; and standardizing the management, development and practices of the teaching profession. The policy has yet to be implemented.

Progress in strengthening sector management

ISSUE	OBSERVATIONS
Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g., staffing, structure, organizational culture, funding)	Because of the history of a SWAp, the administrative and technical capacity of the central government is considered quite high, in comparison to other Sub-Saharan African countries. ³⁴¹ However, decentralized governments, who have taken on an increasing share of functions and responsibilities in the system, have overall weak capacity due to lack of human resources, lack of financial resources and lack of technical capacity. Weak management and implementation capacity affect many activities, such as school constructions, resulting in delays, mismanagement of funds, weak enforcement of guidelines and regulations, and weak monitoring.

³⁴¹ JICA (2012). Basic Education Sector Analysis Report – Uganda, pp. 44.

ISSUE	OBSERVATIONS
Is a quality learning assessment system (LAR) within basic education cycle in place?	The NAPE assessment has been conducted since 1996. However, the system has been funded exclusively by donors.
Changes in how country <u>uses</u> LAS.	As donor funding changed, NAPE has evolved over time. From 1996-2005, it was conducted 3 times covering only primary grades 3 and 6. Under World Bank funding (2008-2014), NAPE covered both primary and secondary levels, and covered several subjects including Language, Math, Biology, Science and Social Studies. Since 2015, NAPE has been funded through GPE. The most recent NAPE assessments were conducted in 2015 and 2018 and only covered Language and Math at the primary level. Data from NAPE, which has showed persistently low learning outcomes, has been used to shift the focus towards addressing education quality issues since 2010.
Does country have functioning EMIS?	EMIS has been non-functional since 2016 due to several limitations and weaknesses in the existing system. As such, an EMIS review task force was set-up in 2017 and MoES has taken initiative to revamp the system. An EMIS policy is under-development with an aim to strengthen the legal framework.
Changes in how country <u>uses</u> EMIS data to inform policy dialogue, decision making and sector monitoring	EMIS data is unreliable and has not been used effectively for decision-making and policy dialogue. Sector monitoring systems overall remain weak.
Other (country specific)	N/A

Appendix XI Selected impact-level country data

Impact level trends

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Learning outcomes	
<p>Changes/trends in learning outcomes (basic education) during period under review (<u>by gender, by socio-economic group, by rural/urban locations</u>)</p>	<p>There has been little improvement in reducing inequities in learning outcomes:</p> <ul style="list-style-type: none"> • Regional disparities: Significant disparities exist between the various districts as well as between urban and rural areas. These differences exist at all grade levels but worsen at higher grade levels. If looking only at urban versus rural areas, children in urban areas outperform those in rural areas significantly with P3 scores at least 15-20 percentage higher and P6 scores 20-30 percentage points higher in English and Math. Scores at the district-level vary widely, ranging between 17-95% for P6 English and 13-92% for P6 Math • Gender disparities: There are little differences in gender at the national level, with 33.8 percent of P3-P7 girls achieving full English competency (compared to 31 percent of boys) and 45.6 percent of girls achieving full Math competency (compared to 45.3 percent of boys). This has not changed much since 2011. • Disparities for learners with disabilities: 2018 Uwezo results show that children with one or more disabilities performed more poorly than children with no disabilities in both English and Math regardless of the type of disability. • Refugee communities: The 2018 Uwezo assessment found that just 21 percent of refugee children had full competency in reading and Math. In comparison, 28 percent of non-refugee children within refugee-host communities had full competency. Although non-refugee children performed better, overall results are lower compared to the general population for both groups.
Equity, gender equality and inclusion	
<p>Changes in (i) gross and (ii) net enrollment rates (basic education <u>including pre-primary</u>) during review period (by gender, by socio-economic group, by rural/urban</p>	<p>Pre-Primary:</p> <ul style="list-style-type: none"> • GER increased from 7.5% to 15.4% between 2011-2017 • NER increased from 6.6% to 8.4% between 2011-2017 <p>Primary:</p> <ul style="list-style-type: none"> • GER decreased from a high of 133% (2009) to 117% (2011) to 111% (2017). Similarly, NER decreased from a high of 97.5% (2011) to 92.1% (2016).³⁴²

³⁴² Overaged enrollment in 2017 was 15.2% or 1.4 million children aged over 13 years old, while 5% of P1 enrollments in 2017 were underaged. However, this number is likely higher as under-reporting of under-aged students is common. The Uganda Early Years Study (DFID/RTI 2018), which assessed 120 schools in 24 districts, found that 29.4% of parents enrolled their under-aged children in P1.

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
	<ul style="list-style-type: none"> Between 2011-2017, GER and NER decreased for girls from 118% to 111% (GER) and from 97.9% to 94.0% (NER). There was a greater decrease for boys during the same period, from 118% to 108% for GER, and from 97.1% to 89.6% for NER. Primary NER from lowest income quintile is 14.1% lower than for children from highest quintile in 2017. <p>Secondary:</p> <ul style="list-style-type: none"> GER went from 28.0% to 27.1% (with a high of 30% in 2014) NER went from 25.0% to 24.0% (with a high of 26% in 2014 and a low of 21.8% in 2015). Rural vs Urban: In 2015, GER in Kampala was 50%, while it was below 10% for many districts in the Northern region and some districts had GERs as low as 1%. Data over time are not available to assess trends.
Changes in (i) primary completion rate and (ii) lower secondary completion rate (by gender)	<p>Primary:</p> <ul style="list-style-type: none"> Survival rate to the last grade of primary (P7) saw little change and only marginally increased from 31.2% (2011) to 32.0% (2016), with a high of 33.1% in 2014.³⁴³ Completion rate was 6.5% for rural areas and 14% for urban areas in 2016.³⁴⁴ <p>Lower secondary:</p> <ul style="list-style-type: none"> There has been no significant change in the lower secondary completion rate, which was gone from 39% (2010) to 37.8% (2016), with a low of 33% in 2011. Similarly, the gross intake rate to S4 went from 28% (2010) to 26.4% (2017), with a high of 30% in 2014. Completion rates between boys and girls show opposing trends. Between 2010-2016, completion rates decreased for boys (from 45% to 39.6%, going as low as 35% in 2011), but increased for girls (from 32% to 36%), thereby narrowing the gender gap.
Changes in out of school rates for (i) primary and (ii) lower secondary	<p>Primary OOSC: Number of out-of-school children have decreased from 370,317 children in 2011 to 154,522 in 2016, representing 2% of children. These number are, however, likely much higher than reported and therefore trends may not be accurate considering decreasing enrollment rates.³⁴⁵</p> <p>Secondary OOSC: The number of OOSC 13-18 years old marginally increased from 2.5 million (2012) to 2.8 million (2016).</p>

³⁴³ The World Bank report notes a marginal improvement in survival rates. It states that the 2017 survival rate for Uganda was 44% and that, in 2017, on average, it took 12.6 years for a student to graduate primary school compared to 14 years in 2008. (World Bank (2019), pp. 48)

³⁴⁴ Completion rate here is defined as the proportion of students completing P7 compared to students entering P1, which differs from completion rate used earlier.

³⁴⁵ EMIS estimates the number of OOSC by subtracting the number of 6-12-year olds enrolled in pre-primary and primary from the total population of 6-12-year olds. However, this may be affected by unreliable baseline population data and under-reporting of over- and under-aged students. Other sources suggest that OOSC is likely higher. The 2019 UWEZO report found that 24.7% of sampled children (6-14 y.o.) were not enrolled in school (23.3% had never enrolled and 1.3% had dropped out). Whereas, a recent 2019 news article stated that 12% of children are out of school (Ahimbisibwe, P. (2019, October 26). Poor funding killing UPE – report. *Daily Monitor*).

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<p>Changes in the distribution of out of school children (girls/boys; children with/without disability; ethnic, geographic, urban/rural and/or economic backgrounds depending on data availability)</p>	<p>Rural vs Urban - primary: Data on number of schools suggests lower access in rural versus urban areas, but there is no data in access between urban and rural areas.</p> <p>Refugee populations: In 2019, of the 491,509 school-aged refugee children in 12 refugee communities, 54.2% are enrolled in school, with a GER of 69.4% for primary and 15.3% for secondary. This is lower in comparison to enrollment rates of host-community children, which is 79.7% overall (121% for primary and 18% for secondary). Trends in enrollment for refugee populations is not available.</p>
<p>Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group)</p>	<p>Primary transition: Transition from P7 to S1 increased up until 2013, from 63.9% (2009) to 72.2% (2013) but have since declined to 61% in 2017.</p> <p>Secondary transition: Transition from lower secondary (S4) to upper secondary (S5) has declined significantly, from 53.6% (2011) to 29.2% (2016). Between 2011-2016, S4-S5 transition rate for girls decreased from 47.7% to 24.2%, while for boys, it decreased from 41% to 33.9%.</p>
<p>Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower-secondary education</p>	<p>Primary dropout: Approximately, two-thirds of children drop before reaching the last year of primary. There was no change in drop-out rates, which were 62.8% (2011), 65% (2012) and 64.5% (2016).</p> <p>Primary repetition rate: There are different figures for repetition rates. EMIS data shows a decrease in the repetition rate from 10.2% in 2011 to 8.8% in 2017. However, other sources show higher rates. The 2019 UWEZO report estimates the national repetition rate at 13.4%, which is slightly higher compared to 2015 (11.6%).³⁴⁶</p> <p>Secondary drop out: Two-thirds of secondary students do not reach the last year of secondary, with, on average, 9% of students enrolled in lower secondary dropping out after each grade before reaching S4.</p> <p>Secondary repetition rate: Repetition rates have steadily declined from 2.3% (2010) to 1.37% (2016).</p>

³⁴⁶ Repetition rates are under-reported by schools due to the government policy of automatic promotion. However, repetition is common, especially in lower grades. The Uganda Early Years Study (2018) show P1 repetition as high as 41% among schools surveyed, while UWEZO estimates P1 repetition at 32%, compared to 2.9% in P7. Repetition rates are also higher in government schools (9.7%) compared to private schools (5.1%) (EMIS 2017 data).