

**EDUCATION FOR NATIONAL
INTEGRATION AND DEVELOPMENT**

**REPORT
OF
EDUCATION POLICY REVIEW COMMISSION**

**MINISTRY OF EDUCATION
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PREFACE

The importance which the Government and the people of Uganda attach to education as a means of national development cannot be overstressed. Since independence, on an average, Government has spent about 15 per cent and in some years as much as 20 percent of its annual recurrent budget on education. Communities have contributed materials and labour force liberally to build schools. School fees are regarded as a first call on family incomes. Indeed parents sell their livestock and even land to send their children to school and to keep them there. In many cases pupils walk long distances to school, and endure many hours of coaching in order to cross the hurdles of external examinations. The importance of formal schooling as a lever of social and economic advancement is almost everywhere taken for granted.

The accomplishments of Uganda in the field of education since independence have been remarkable. In terms of quantitative expansion, for example, the number of school children who leave school having completed the primary cycle rose from about 30,000 in 1960 to over 140,00 in 1988. The number of secondary schools has grown from less than 70 in 1962 to more than 500 in 1988. Makerere University enrolment has grown from a mere 1550 to 6000 in the same period.

By and large, the University, other tertiary institutions as well as primary and secondary schools have coped well with the tremendous difficulties caused by political instability and economic hardships.

Yet, in spite of this public zeal and relatively heavy public expenditure on education, the gap between social demand and public supply is still very wide and in some cases critical. For instance, only about 60 percent of the children of primary school age are able to receive more than a few years of schooling, and there is such a narrow bottleneck at the end of the primary school that the stream of young people for whom neither secondary education nor employment outlets are available constitutes a major problem.

At the same time, the Government, the people, as well as professional educators, have expressed concern about the irrelevance of the education system and about failure to meet the needs of the society. Education is failing, among other things, to promote a sense of national unity, self-reliance, social justice and equity, and to impart scientific and technological knowledge, cultural values, literacy and a sense of social responsibility to a degree that society would like to see.

There has been too much concentration on academic learning, passing examinations and paper work per se to the neglect of knowledge, skills and values needed to solve real life problems. The result has been that the

system has fallen far short of turning out the right number and types of manpower needed for optimum development.

So far, education has not been based on any continuous systematic planning; it has developed largely as a result of uncoordinated response to social demand, and this partly accounts for wide disparities between what the educational system is turning out, what the economy can absorb at the moment, and what the nation needs for its future growth. It is clear that fundamental changes are needed in order to make education an effective tool for national development.

What the public is rightfully calling for is a redesign of the education system - a system which is properly tuned to and more adequately fulfills the needs and aspirations of Ugandans and which functions as a powerful instrument for society's progress. They are calling for an education system geared towards providing adequate knowledge and skills for participation in productive activities, promoting democratic values, the sanctity of human life, supremacy of law and order, and the primacy of the country's constitution, creating an awareness of the rights and responsibilities of citizens, and inspiring love for the country and feeling of national identity and cohesion among peoples of diverse ethnic, cultural and religious backgrounds.

In response to this call, the Government of Uganda set-up in July 1987 an Education Policy Review Commission to suggest new policies to reform the Ugandan education system. The Commission embarked on a rigorous and comprehensive review of the education system of the country, which has culminated in this report entitled: EDUCATION FOR NATIONAL INTEGRATION AND DEVELOPMENT.

The membership of the Commission was drawn from a wide cross-section of the people representing educationists, economists, administrators, representatives of employers' associations, etc.

The terms of reference stipulated that the Commission reviews the present education policy, appraise the current system at all levels, review the general aims and objectives, give advice on effective ways of integrating the teaching of commercial/business and technical subjects and to re-assess the current system of funding education at all levels including the possibility of making students contribute towards their upkeep without impairing academic standards. Furthermore, the Commission was also to assess the role of qualifying examinations and the adequacy of the current methods of assessment; to review the role of the private sector in the provision of education at all levels, and to examine the structure of primary and secondary levels of education bearing in mind the tender age at which the children leave primary school. Above all, the Commission was required, to formulate new policy for education and to suggest ways and means of bringing about improvement in the quality of education, and in the efficiency of management of the educational system, ensuring greater welfare of the staff and students.

The Commission began its work by setting up ten Sub-Committees for appropriate indepth study of the relevant sectors of education. Apart from the members of the Commission, 16 individuals were co-opted to work on these Sub-Committees. The methods used to solicit information and data included memoranda from the general public, public discussions, brainstorming sessions, committee meetings and plenary sessions.

Although the Commission had all the support from its secretariat, it functioned under the constraint of the lack of detailed, up-to-date and reliable data on education, which could have strengthened its findings.

The proposals and recommendations of the Commission suggest ways and means by which we can confront the complex and difficult problems of transforming education in Uganda into a potent instrument of individual and national development; of providing real equality of educational opportunity; and of improving quality and extending coverage.

Reforming our education system significantly will demand not only vast financial resources but also a strong political commitment ensuring necessary human resources. Political decisions will be needed to provide measures to democratize the education system as it changes from the traditional to the modern model. One way in which the political will may be translated into action is by legislation and reorganization of the existing structures. Even if the Government knows that at this particular developmental stage it will not be possible to implement all the recommendations immediately, the fact of the legislation would facilitate their implementation later on. General mobilization of public opinion to support and implement educational reforms would also be a necessary step.

Equally important will be the need for improvement in non-monetary inputs, like creative planning, efficient implementation and administration, creation of a climate of sustained hard work, improvement in the motivation of students, superior performance in the education of teachers and so on.

The educational review exercise, as indicated above, was a long one extending over a period of nearly a year and a half. During this period the matter was subjected to intense discussion and refinements, taking into cognizance the contributions of various countries, groups of people and organizations.

We would like to record our deep gratitude to the organizations, individuals and the Governments in the countries that we visited, namely, Kenya, Tanzania, Zambia, Zimbabwe, Ghana, Nigeria, Sudan, Ethiopia, India and U.K. for providing necessary assistance and information during our study visits to these countries. In this connection, we specially thank the World Bank (IDA) and the Oxford University Press for the financial assistance extended for these study visits.

We also wish to express our warm thanks to all those individuals in Uganda, whether in Government or autonomous institutions, who gave us help and advice. The officers of Makerere University were equally helpful. The help

of many individuals with expert knowledge of the problems under examination, who read and commented on earlier drafts, is also gratefully acknowledged.

Last but not the least, we would like to pay tribute to the officials of the Ministry of Education who worked tirelessly and without whose dedication and enthusiasm the work, that has extended over several months would not have been easily accomplished. Special thanks are due to the Planning and Statistics Unit of the Ministry of Education and the UNESCO experts working therein, for the great amount of time devoted to discussions, analysis of data collected from different sources, providing information in convenient form and finally assisting in drafting of the Report. Finally, we also wish to thank the members of secretarial staff who worked unusually long hours to bring the Commission's report to a successful completion.

Prof. William Senteza Kajubi

- *Chairman*

ABBREVIATIONS

| | |
|--------|-----------------------------------------------------------------|
| BEND | Basic Education For National Development |
| DEO | District Education Officer |
| EEC | European Economic Community |
| FTC | Full Technical Certificate |
| GDP | Gross Domestic Product |
| IDA | International Development Assistance |
| IBRD | International Bank For Reconstruction and Development |
| ITEK | Institute Of Teachers Education, Kyambogo |
| LDC | Least Developed Country |
| MOE | Ministry Of Education |
| NCBS | National College of Business Studies |
| NGO | Non-Government Organisation |
| NCDC | National Curriculum Development Centre |
| NTC | National Teachers Colleges |
| NCHE | National Council of Higher Education |
| NCNAE | National Council of Non-formal and Adult Education |
| NABL | National Advisory Board on Languages |
| OECD | Organisation of Economic Cooperation And Development |
| OPEC | Organisation For Petroleum Exporting Countries |
| PLE | Primary Leaving Examination |
| PTA | Parent Teacher Association |
| PTC | Primary Teachers College |
| STEPU | Scientific And Technical Equipment Production Unit |
| UCE | Uganda Certificate Of Education |
| UACE | Uganda Advanced Certificate Of Education |
| ULB | Uganda Literature Bureau |
| UPE | Universalisation Of Primary Education |
| UCC | Uganda College of Commerce |
| UTC | Uganda Technical College |
| UPK | Uganda Polytechnic, Kyambogo |
| UNEB | Uganda National Examination Board |
| UJTC | Uganda Junior Technical Certificate |
| ULB | Uganda Literature Bureau |
| UNDP | United Nations Development Programme |
| UNICEF | United Nations Childrens Fund |
| UNESCO | United Nations Educational Scientific And Cultural Organisation |

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SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

The Commission was required to appraise the existing system of education from pre-primary level to tertiary level and to recommend measures for improving that system. The Commission realizes that the indigenous education represented a conscious endeavour to develop and adapt everybody - children, youth and adults - to live in their society and to participate positively in its organization in order to ensure its continued existence. With the establishment of the formal school education system, the close relationship between education and indigenous society broke down. Instead, school education was progressively geared to meet the needs of the colonial government.

As a result of the 1961 Addis Ababa Conference on the development of education in Africa, there grew a wide-spread belief in the role of education to promote national unity and rapid socio-economic development of the country through training of personnel needed to run the affairs of the new nations.

In Uganda although successive governments since independence in 1962 have tried to relate education to Ugandan needs, the Commission feels that the current education system is still facing problems of high illiteracy, high rate of school drop-outs, inadequate provision of financial and material resources, shortage of qualified manpower, and a widening gap between schooling and life.

Considering the above shortcomings and limitations of the present education system and the need to keep pace with the changes in education, science and technology taking place globally, the Commission has made a number of recommendations which could form the basis for the Government's new education policy.

In formulating the goals, aims and objectives of education in Uganda, efforts have been made to relate them as closely as possible to the national goals described in Chapter II of this report.

The major recommendations made by the Commission are summarised below. The symbols (S), (M) and (L) indicate whether they can be initiated during short-term i.e. Phase I (1990-92), medium-term i.e. Phase II (1993-96) or Long-term i.e. after 1996.

General Recommendations

- Improvement of the morale of teachers and other educational personnel (S,M)
- Rehabilitation of educational institutions (S,M)
- Greater access to education particularly for girls, adults, the handicapped, and other disadvantaged groups
- Change in the structure of education - increasing the primary cycle to 8 years and reducing the secondary cycle to 5 years (S,M)
- Devolution of power to the educational

- administration at district level (S)
- Vocationalization of upper primary and secondary education (M)
- Continuous assessment of students' performance (S)
- Involvement of private sector in educational financing (S)
- Introduction of Community Service Scheme for students at secondary and post-secondary levels (M)

Recommendations for different levels and types of education:

(a) Pre-primary Education:

- Private ownership to continue but with greater government control through registration and inspection of Pre-primary schools (S)
- Provision of teacher training and curriculum guidelines to improve the quality of pre-primary education (S,M)

(b) Primary Education:

- Universalisation of primary education from age six (S,M,L)
- Abolition of tuition fee up to class P.4 (S)
- Abolition of tuition fees in classes P.5 and P. 6 (M)
- Abolition of tuition fees in classes P. 7 and P.8 (L)
- Use of mother tongue as the medium of instruction (S)
- Extension of primary cycle from 7 to 8 years (M)
- Teaching of a Ugandan language from P. 5 (M)
- Introduction of pre-vocational subjects from P. 5 (M)
- Location of schools within a walking distance of 4 kms; (M,L)
- Half of the cost of instructional materials to be borne by parents (S)

(c) Secondary Education:

- Three years of lower secondary instead of four (M)
- Teaching of a Ugandan language- (M)
- Having three types of secondary schools -

General, Comprehensive and Vocational (M)

At least one General Secondary school
in each sub-county (Gombolola) and one

Vocational Secondary school in each district (M, L)

Conversion of selected General Secondary
schools into Comprehensive schools (M)

continuous assessment to be used as admission
criterion along with PLE results (M)

Boarding cost to borne by the parents (S)

Half of the cost of scholastic materials to be
borne by parents (S)

(d) Higher Education:

Establishment of a National Council of
Higher Education to look after admissions,
planning and standards (S, M)

Liberalized admission and examination
requirements (M)

Cost of non-instructional items to be shared
by students (S)

Provision of low-interest loans to students (M)

Promotion of research activities through
grants (M)

Establishing an Open University (M, L)

Merger of ITEK, UPK and NCBS into a
polytechnic (S)

Opening two more Universities in Northern and
Eastern regions of Uganda (L)

(e) Teacher Training:

Introduction of courses to prepare teachers
for primary and adult education (M)

Development of new syllabus for Grade III
Teacher Colleges (S)

Merger of existing PTCs for optimum enrolment
of 300 teacher trainees in each (S, M)

Introduction of vocational subjects in teacher
colleges (M)

On-the-job training of untrained teachers

through distance education (M)

(f) Technical and Vocational Education:

Introduction of new Advanced Crafts courses
in Technical Institutes (M)

Strengthening of Technical Colleges (M)

Providing at least one Technical Institute
in every district (M)

Strengthening of teaching of Science and
Mathematics in Technical Institutes (M)

Establishing Regional Polytechnics and
Upgrading Masaka Technical Institute into a
Technical College; (M)

Increasing opportunity of further education
for students pursuing technical/vocational
courses (M)

Strengthening the Scientific and Technical
Equipment Production Unit (STEPU) (M)

**(g) Non-formal education and education of the
disadvantaged groups:**

- Education and Training programmes to meet
the needs of out-of-school children,
e.g. Community Polytechnics for the youth (M, L)
- Intensification of programmes for eradication of
illiteracy (M)
- Collaboration of MOE and local governments in
planning of non-formal education (M)
- Establishment of a National Council of
Non-formal and Adult Education; (S)
- Preparation of required instructional
materials by National Curriculum Development
Centre (S, M)
- Providing more facilities for education in
Karamoja and other less developed regions (M)

(h) Special Education and Education of the Gifted

- Increasing facilities for the education of
the disabled children in the existing schools (S, M)
- Opening new schools for the disabled (M)

- Introducing a scheme for identification and nurturing of talent (M)

Recommendations for Management and Financing of

Education:

- Additional salary increase of 40% to all teachers (S)
- Housing and extra work load allowances to teachers (S,M)
- Greater promotional avenues for teachers (M)
- Creation of a post of Commissioner of Education (S)
- Establishment of seven Directorates at the Headquarters for various levels and types of education (S)
- Establishment of a National Advisory Board For Languages (M)
- Strengthening of the NCDC, UNEB, and ULB; (S,M)
- Establishment of the Inspectorate of Education as an autonomous body (S)
- Greater decentralisation and strengthening of District Education Offices (S)
- Strengthening of data collection machinery (S,M)
- Promotion of indigenous production of Scholastic materials (M)
- Greater role of District Committees in planning and raising funds for education (S,M)
- Cost sharing with private sector and parents wherever applicable. (S)

The total development cost of implementing the Commission's recommendations during Phases I and II is estimated at about Shs. 607 billion, of which shs.311 billion is estimated for Phase I and shs.296 billion for Phase II. The bulk of the expenditure (95%) will be on building new primary and secondary schools and equipping them. It may, - however, be noted that the entire development expenditure on primary education, which is 72% of the total development expenditure, will be incurred by the local government and the community, according to the Commission's recommendations. The estimated increase in the annual recurrent expenditure over that of 1988/89 will be about shs. 7.2 billion on an average during 1990-96.

CHAPTER I

BACKGROUND TO EDUCATION IN UGANDA

1.1 Pre-Independence Development

- 1.1.1 Uganda's education system has developed very rapidly in the past. This is sometimes overlooked by those who, rightly, are all too conscious of how much remains to be done. However, the development was largely due to the initiative of voluntary agencies. From the earliest years of the British Protectorate until 1925, when a Government department of Education was set up, Uganda's formal education was entirely in the hands of voluntary agencies, mainly Christian missionaries who found primary and secondary schools and teacher training colleges in many parts of the country. Some of the most famous of today's secondary schools were founded under Mission sponsorship in the first decade of this century. Most of the children attended small rural schools unsupported by Government.
- 1.1.2 In the early years, good education was not for the masses and, although, from time to time reformers made their appearance, educational selectivity maintained itself. The system produced and supported an elite while majority of the people remained illiterate. In almost all areas this pattern prevailed. However, there were some Mission schools which provided equal opportunity to children from all sections of the society.
- 1.1.3 In many ways, the twenties were the formative years for Uganda's present education system. It was then that the Government decided to take over the direct responsibility for education, both by providing financial help to the Missions and by establishing its own schools and colleges where Missions were not fully meeting the need. In 1922, a higher college was opened at Makerere which as early as 1925 was already being spoken of as destined to become the University College of the Protectorate. In 1925, a Director of Education was appointed and a Government Department of Education was established. In 1927 government training of teachers was started.
- 1.1.4 The thirties and the Second World War years saw uneven progress. Just before the War, as a result of the De La Warr Commission, Makerere had been remodelled as a regional institution serving the British East African territories. The subsequent mileposts on the path to its present status were 1949, when it obtained semi-autonomous status and entered into special relationship with London University; 1953, when the first students gained London degrees; and 1963, when the University of East Africa, with Makerere University College as one of the constituent colleges, was formally inaugurated.

1.1.5 In the fifties rapid growth took place in Ugandan education chiefly along the lines laid down by the Binns Commission (1951) and in the Report on African Education in Uganda prepared up by a Committee under Bernard de Bunsen published in 1953. Both of them emphasized Africanisation of education and training of high level manpower needed for the country's economic development. The fifties also saw important changes in the structure of education system. The Central Government delegated responsibility for primary and junior secondary schools in Buganda to the Kabaka's Government, and primary education in other areas to the district and Kingdom administrations.

1.2 Post-Independence Development

1.2.1 Soon after Uganda gained independence in 1962, the Government appointed a Commission under the chairmanship of E.B. Castle to advise it on the changes needed in the education system to suit the needs and aspirations of a free Uganda. Among other things, the Commission proposed the merging of primary and junior secondary schools and also re-organisation and expansion of secondary education and teacher training. Actually, the junior secondary stage was abolished, and the primary cycle was extended from 6 to 8 years, which later on was reduced to 7 years. At the primary level, it placed emphasis not only on quantitative expansion but also on quality. The need to raise standards of agricultural and technical education, to expand girl's education, and to give adult education its due place in the national education system, were all underlined by the Castle Commission. The Ugandan Government, in a White Paper, pronounced itself well satisfied with the Report and broadly accepted the Commission's recommendations.

1.2.2 For the next twenty five years, these recommendations continued to guide the development of education in Uganda without any major change in the policy. In 1977, an Educational Policy Review Commission was appointed under the chairmanship of Senteza Kajubi, but because of the Liberation War in 1978/79, its report was neither published nor its recommendations implemented.

1.2.3 As part of Uganda's overall development planning. Education Plans have been drawn at all levels since Independence in 1962. Educational development during the First Five Year Development Plan (1960/61-1965/66) was largely based on the recommendations of the World Bank Survey Mission and the Castle Commission and was aimed at producing high level manpower for civil administration. In particular, expansion of primary education was restricted in favour

of secondary education. Technical schools were turned into secondary schools so that technical education could become an integral part of the secondary education.

- 1.2.4 The Second Five Year Development Plan (1966/67-70/71) emphasized once more the importance of secondary education and an expansion of post-secondary education in order to produce high level manpower needed for economic development. Expansion in primary education continued to remain modest during the plan period.
- 1.2.5 The Third Five-Year Development Plan (1971/72-75/76) gave top priority to the expansion of training facilities at secondary levels. However, after the first three years, the Plan was replaced by an Action Programme emphasizing crash development of manpower, to overcome the acute manpower shortage created by brain drain and the mass expulsion of expatriates, particularly the Asians from Uganda. However, this Programme was never implemented, as the political situation deteriorated culminating in the 1978-79 war. The war resulted in large scale destruction of educational infrastructure and deterioration of the facilities.
- 1.2.6 Educational planning assumed a two-pronged approach since 1982 as a part of the Government Recovery Programme. On the one hand, the planning was aimed at rehabilitation of destroyed structures, facilities and services and on the other hand, it laid emphasis on the expansion and diversification of secondary level education. However, further civil strife in the early eighties and expansion of* secondary education without provision of adequate resources resulted in further deterioration of educational facilities and services.
- 1.2.7 From 1986, with the installation of NRM Government, another phase of rehabilitation and educational development started. The Four-Year Rehabilitation and Development Plan (1988-1991) underlines the following as the major goals of national education development:
 - (i) to intensify efforts to restructure the educational curriculum with a view to produce responsible citizens;

- (ii) to restore educational facilities especially in areas where they were destroyed by war;
- (iii) to expand facilities for technical and commercial education in order to provide the required manpower for development; and
- (iv) to lay the foundation for the provision of adequate educational opportunities to the growing population including the establishment of another national university.

1.2.8 Briefly speaking, the period up to 1950 witnessed an adaptation of European education to suit the local situations. This was followed by the policy of Africanisation in the Civil Service particularly during the fifties and mid-sixties. Later, there was increased emphasis on training of the needed manpower especially to fill the gap created by the departure of expatriates in early seventies. Finally, since the early eighties, the thrust of Government policy has been on rehabilitation and development of the war-ravaged education system.

1.3 **Current Issues**

1.3.1 During the seventies, although most of the social institutions were in a state of disarray due to economic and political instability, the schools continued to function without any serious erosion of the quality of education. 'Developments during the first half of the eighties began to affect the quality of education. The long years of civil strife led to the neglect of educational institutions, but at the same time there was a massive expansion of secondary schools. Although this satisfied the social demand for secondary education, it left much to be desired so far as quality was concerned. The expansion was not well planned and resources were inadequate to equip these schools properly. In fact, there was no long term policy for the development of education.

1.3.2 The Commission notes the efforts made by the Government and the private sector in the direction of increasing educational opportunities from the number of new schools and institutions

opened throughout the country. The number of primary schools increased from 4,585 in 1981 to 7,905 in, 1988 whereas enrolment in these schools increased from 1.4 million students to 2.6 million during the same period. However, this represents 76 per cent of the school going age children as against the estimated average of 83 per cent for the Sub-Saharan countries. The actual percentage is perhaps much lower, as the enrolment figures of 1988 are probably over-estimated.

- 1.3.3 The number of primary school teachers increased from about 40500 in 1981 to nearly 76000 in 1988, with the pupil-teacher ratio improving marginally from 35:1 in 1981 to 34:1 in 1988. Although the increase in the number of teachers kept pace with the increase in enrolments, the quality was affected as the percentage of untrained teachers increased from 34% in 1980 to an estimated 56% in 1988. Though there was expansion of the teacher training colleges, they did not attract many students and their capacity remained under-utilized. Furthermore, the urban/rural disparities are large; some schools in urban areas are very much over-crowded while others in small towns and villages have under-utilized capacity.
- 1.3.4 Like the primary education, secondary education also recorded a tremendous increase both in terms of institutions and enrolment. In 1981, there were 178 Government aided secondary schools with an enrolment of nearly 83,000 students. These numbers increased to 512 and 224,000 respectively in 1988. In addition, there were 262 private secondary schools with an enrolment of about 16,000 students in the year 1988. But this total enrolment represents only 11.4 per cent of the notional age group (14-19 years) as against the Sub-Saharan African average of 20 per cent.
- 1.3.5 In recent years, public recurrent expenditure on education as percentage of total Government recurrent expenditure has shown wide fluctuations ranging from a minimum of 11.0% in 1986/87 to a maximum of 21.0% in 1983/84. Over the last five years, the Government has spent on an average, nearly 16.0% of its total recurrent budget on education. The development expenditure on education as the percentage of total Government development expenditure has been much lower. It has been in the range of 2% to 5% except in the year 1986/87, when it was as high as 9.2%.
- 1.3.6 The quantitative expansion in enrolments at various levels unaccompanied by a corresponding improvement in the financial resources and material facilities has had an adverse effect on the quality of education. This is evident from the critically low and declining levels of key inputs especially, physical facilities, books and other learning materials.

- 1.3.7 The quality of education has further deteriorated by attempts to introduce curriculum reforms without ensuring the availability of sufficient number of qualified and trained teachers to handle the new aspects of the change, besides the lack of instructional materials for the innovations. However, even under adverse circumstances, some schools have been able to maintain fairly high standards, although most others have found it hard to maintain quality with declining inputs. Schools maintaining good standards have depended largely on inputs procured through PTA contributions.
- 1.3.8 Poor quality of primary education is a serious matter because primary education is the only formal education that most Ugandan children can ever hope to receive and also because it plays a major role in determining the quality of all subsequent education. Without basic inputs, particularly textbooks and other instructional materials, learning is seriously hampered. As a result, the wastage in education due to repeating and dropping out is quite high indicating low gains from whatever the Government spends on primary education.
- 1.3.9 The provision of instructional materials, particularly textbooks, is the most cost-effective way of improving the quality of primary education. These materials are effective in improving scholastic achievement. Teacher guides and other materials designed to assist untrained teachers in organising classroom activities could also prove to be cost - effective. Intensive use of "interactive" radio, school feeding and health programmes and a re-modelled examination system also could improve educational quality at a reasonable cost.
- 1.3.10 At the same time, the Commission feels that certain investments are not likely to be so cost effective for improving the quality of education because of their potential high cost. Among such investments are those aimed at reducing class size, providing primary teachers with more than a general secondary education or intensive teacher training and constructing high quality school buildings. In the strategy to be adopted, these could be given lower priority because of the cost factor.

1.3.11 In general, there is little likelihood of a significant reduction in recurrent expenditure at the primary level especially for improving the quality of education, since the current cost per pupil is already very low in absolute terms. Thus, the growth of primary education will inevitably require the mobilization of additional resources, either by increasing its total share in the overall education budget or by greater community participation or both.

1.3.12 The biggest challenge for secondary education is to satisfy the increasing demand for the limited number of secondary school places. Secondary education in Uganda is quite expensive in both absolute and relative terms. Policies to increase the student-teacher ratio at the secondary level - by increasing class size and teaching loads, through double shifts and multi-subject specialisations of teachers - could substantially reduce costs. All these, however, may not be quite feasible in Uganda, since class sizes in some schools are already quite large. But there is a strong potential for reduction in unit costs through greater reliance on an open school system and a transition from the system of heavily subsidized boarding schools to a system of day schools.

1.3.13 The relevance of secondary school curricula to the needs of the society must also be addressed. Empirical evidence reveals that a strong general education greatly enhances an individual's future ability to benefit from training. However, a job specific training is very important for making individuals productive and self-reliant. In Uganda although the cost of specialised technical/vocational education per student has been much higher than that of general education, the employment and earning capacity of graduates of the two systems has been much the same. As such there is an urgent need to review existing technical education programmes and to consider the feasibility of various alternatives, including on-the-job training, other skill development programmes for self-employment and industrial apprenticeship training.

1.3.14 Higher education's contribution to development in Uganda is now being threatened, however, by three interrelated weaknesses. First, the quality of graduates has deteriorated. One aspect of this problem is absence of the right mix of enrolments in different fields of study. Another, in the face of economic difficulties, is the virtual disappearance from higher educational institutions in Uganda of necessary inputs, such as spare parts of equipment, laboratory supplies, and adequate textbooks, journals and monographs in their libraries. Second, the cost per student of higher public education is relatively high. Third, higher education, including student's living costs, is entirely financed from the Government budget. As a result,

resources are inefficiently allocated, and income inequality is increased, since higher income families are more likely to send their children to universities and colleges.

1.3.15 Although the decline in the quality of education can ultimately be traced to economic problems, their resolution is hampered by the inefficient use of available resources, as reflected in the widespread under-utilization of facilities, high levels of absenteeism of teachers and students and a general lack of order and discipline. Administrative infrastructures originally created for an education system of limited size are incapable of coping with the vastly expanded system of today.

1.3.16 In general, apart from the lack of resources, the inefficiency in management also accounts, to a large extent, for the deteriorating quality of education at all levels.- The highly centralized administration leaves little scope for planning and development of education according to the local needs. Further, low salary scales and lack of sufficient promotional avenues has led to a decline in the motivation and morale of the staff. There is need to provide for the training and development of staff at all levels to improve efficiency and accountability. Also there must be a review of the organizational structure, making provision* for greater decentralisation, in order to run the schools more efficiently, and to improve their quality in a cost effective manner.

1.3.17 Over the years, the educational system has become so examination ridden that the entire teaching and learning is geared to passing the examinations and getting good marks needed for entry to the next higher level of education. In the process, many other aspects of curriculum, such as development of moral and ethical values, sound physical health, practical skills, participation in social and cultural activities get neglected, as no weightage is given to these in the evaluation of students' achievements. Even the academic subjects which are not examinable get little attention from teachers and students. The Commission has taken note of the need to reform the examination system, and to giving due weightage to continuous comprehensive evaluation of students while they are being taught in schools. Evaluation should be both formative and summative, and should serve the purpose of improvement of teaching and learning. It should not be just a tool for declaring students 'pass' or 'fail' based on an assessment of their performance at a single end-of-level examination.

1.3.18 Last but not the least, a point which needs highlighting, is the lack of comprehensive, reliable and up-to-date data on education which has proved to be a great handicap in planning and administration of the education system. For about a decade now, the machinery for data collection, data analysis and reporting of educational statistics has virtually been in a state of disarray. Most of the planning and budgeting is based on ad hoc estimated figures some of which are suspected to be grossly inaccurate. Often widely different figures for the same variable (such as number of teachers) are obtained from different sources. The Commission itself was handicapped in its work because of the lack of reliable and up-to-date data on a number of important educational indicators. It is of utmost importance that a sound educational data base is built up for planned development of education. Also an effective Management Information System is needed for education to help in planning, implementation and evaluation of various educational programmes and projects. Such a system will help in evaluating options for decision-making at various levels of the administrative structure, leading to improved efficiency in the management of services.

1.3.19 Briefly speaking, a continued lack of appropriate inputs; destruction of various community buildings including primary schools in various regions due to war and civil strife; lack of sufficient funds to meet the high initial investment costs of constructing and rehabilitating the educational infrastructure; and the escalation of operating cost of the boarding institutions as well as the general financial difficulties which the country is facing, are some of the major problems requiring urgent solution.

1.4 Future Outlook for Education in Uganda

1.4.1 Having analysed the problems of education, the Commission formulated certain policies for the future development of education in Uganda, which are going to be presented in the following Chapters. In doing so, the Commission also took into consideration the reports of the Regional and International Conferences on Education and the studies on education conducted by the World Bank and other donor agencies. Particularly the studies relating to the Sub-Saharan Africa were of special significance as they provided a basis for meaningful comparison of educational development in Uganda with that of other countries having similar geo-physical, socio-economic and cultural backgrounds.

1.4.2 The main educational issues in Sub-Saharan Africa, as identified in these reports and studies, are those of slow growth of enrolment and erosion of quality. The World Bank study (1988) has observed that while the low average annual growth rate affected all levels of education, it was pronounced at the first level of education where the growth rate fell from 8.4% during 1970-80 to 2.9% in 1980-83. Yet the population of primary school age children is increasing at a projected average annual rate of 3.3%. Obviously the enrolment growth of 2.9% being lower than the projected average annual growth rate of the school-age population, the current inequalities in access to education are likely to be aggravated.

In this respect Uganda's performance seems relatively satisfactory. Overall enrolment recorded an average annual growth of 7.5% during 1980--88 whereas primary enrolment during the same period increased at an average annual growth rate of 6.9% against a 3.2% annual growth of school age population.

1.4.3 Although the expansion in enrolments compares satisfactorily with that of the average Sub-Saharan Africa, the same thing cannot be said about the quality of education. There has been constant decline in financial resources, facilities and other material inputs for education because of the ravages of war and civil strife during the early eighties.

Education in Sub-Saharan Africa: Policies for Adjustment, Revitalisation and Expansion. World Bank Policy Study, 1988.

The Commission visualises that considerable efforts will have to be made for rehabilitation of the education system. However, the need for providing education to the masses has led the Commission to propose policies for universalisation of primary education and expansion of non-formal education. The Commission has also emphasized vocationalisation of education at all levels, keeping in view the need for increasing the productive capacity of an average Ugandan.

1.4.4 The Commission does not intend to see Uganda's education system lagging behind, when it comes to providing meaningful education in the context of new developments taking place in science and technology elsewhere in the world. The Commission, therefore, underlines the importance of:

- i. Scientific and technological orientation in education - This has to be reflected in the curriculum at all levels-
- ii. Access to and use of information - Since it is the information age, Ugandans must be trained to use the information for decision making, and develop the capacity for data collection, data processing, and quick access to information through modern communication media.
- iii. Concern for environment - The world over, there is growing concern for protection of environment. In Uganda, which has rich natural resources, it is important that education inculcates among the pupils an awareness of and concern for the environment.
- iv. Development of democratic values - Education would be meaningless if it does not help individuals in developing a feeling of respect and concern for others, an attitude of cooperation and a regard for democratic values. In Uganda, of late, these values have taken a back seat due to degradation caused by wars and civil strife, and hence there is even greater need to emphasize them in school curriculum.

1.4.5 The World Bank in its study of educational issues of Sub-Saharan Africa has proposed a policy package, which is characterised by three dimensions:

- (a) Adjustment
- (b) Revitalisation
- (c) Selective Expansion.

The Commission feels that in future development of education in Uganda, these dimensions will be highly relevant.

1.4.6 Adjustment to today's mounting economic and demographic pressures can be achieved by diversification of the sources of educational finance, through increased cost-sharing in public education and increased tolerance and encouragement of private educational services; and by rigorous control of costs, with less and less commitment of public funds for meeting non-pedagogical costs.

1.4.7 Revitalization of the educational structure to restore quality will involve the increased availability of textbooks and learning materials; a renewed commitment to academic standards, mainly improving the quality of teachers and re-modelling examination system; greater investment in operational expenditures; and maintenance of physical plant and equipment.

1.4.8 Emphasis on selective expansion is equally important. Educational expansion will be desirable only after measures of adjustment and revitalization have been introduced. The few areas, in which expansion is called for, are the following:

- (i) Primary education, so as to achieve universal primary education by the year 2000;
- (j) Non-formal education, including distance education for increasing access to post-primary education;
- (k) Vocational education programmes at the secondary level; and
- (l) Functional literacy for adults.

1.4.9 The rapid transition in Uganda from colonial status to self-government and to participation in the international arena was possible only because, to some extent, Uganda's education system could produce people to replace expatriates. However, the large gap created by the departure of expatriates still remains to be filled. Turning out leaders who can address the increasingly complex tasks of nation-building and producing manpower for economic upliftment is the continuing responsibility of her education system. Ultimately, it is Uganda's stock of human resources that will determine whether the nation can harness the ever expanding scientific and

technical knowledge for her own benefit. When the long-term benefits of education are considered, the case for mobilizing additional resources to support schooling and training becomes compelling even though the country is presently struggling to revive its war ravaged economy.

CHAPTER II

NATIONAL GOALS AND OBJECTIVES OF EDUCATION

2.1 Introduction

2.1.1 What are the basic needs of the people most of whom live in rural areas and how can these needs be met? How can health services, appropriate agricultural technology and basic education be more effectively brought to the people in rural areas? How can values pertaining to democratic societies, the sanctity of human life, the supremacy of law and order, the primacy of the country's Constitution and an order, the primacy of the country's Constitution and an awareness of the rights and responsibilities of citizens best be taught? How can the education system better prepare people of all ages for both what they want and what they need to know in order to participate more effectively in planning and implementing their own development projects? And, above all, what is the best means of inspiring love for the country and of creating an awareness of national identity among peoples of diverse ethnic, cultural and religious backgrounds who were brought together only recently by colonial accident and who have not interacted with each other for long.

2.1.2 The Commission has kept these baffling questions in mind throughout its deliberations, and it has come to the conclusion that education has an important role to play in nation-building. However, the Commission has realized that the traditional type of education which tends to lean heavily towards social sciences and humanities is no longer suitable to realize the country's development needs. The country needs an education which is techno-scientific to promote not only national integrity and unity but also the acquisition of practical/vocational and managerial skills which will enhance the productive capacities of Ugandans for national development.

2.1.3 The Commission recognizes that education is the inheritor and communicator of what is valuable in our cultures, largely in terms of the lasting contributions of the past generations. These contributions are in a variety of fields: architecture, sculpture, painting, poetry, drama, philosophy, mathematics, literature, science, and technology. It can act also as a designer for the future. It will, to a considerable extent, shape the personal qualities of the generation about which we cannot but be concerned. Their knowledge, their skills, their attitudes and values will, in the final analysis, determine that future, it is mainly education's task to help them to define and develop those qualities. But this is not a task only for education. Religious and political institutions, the community and the family also play a part, but education has a most significant role.

To play this role effectively will mean that education must first evaluate and reshape itself. An education system, in general, is geared to the present, to the maintenance of performance and the solution of current problems. These are all necessary, but they are not enough. We need a system which can look ahead, identify needs and priorities and work towards satisfying them.

2.1.4 Since independence, Uganda has laid down several guidelines for the realization of an integrated self-reliant and self-sustained economy with a view to ensure for its citizens a better and improved quality of life. Development policies have always been geared towards attaining not only sustained economic growth, increased agricultural and industrial productivity but also promoting the feeling of national unity, self-reliance, social, moral and ethical values. Education was assigned a crucial role in bringing about this orientation.

2.1.5 Yet, the orientation has not changed significantly, and the present problems always appear the most urgent. Administrators in education, as those in other fields, understandably devote most of their attention to solving these problems. If we cannot look ahead effectively, our education system will not be able to help us in carrying out a task which is so vital to our society. Problems will grow larger and more intricate and complex because we are dealing with current manifestation rather than long-term causes. Thus the education system of Uganda, like its society, must develop its capacity to look forward, to anticipate and plan for the future. A redesign of the education system is needed, if it is to be effective in policy development with a perspective, while still retaining its capacity to cope with the present day problems. Such a redesign should include, proposals for the provision of educational facilities to out-of-school youths and adults, equitable and adequate delivery of educational services without any racial or religious discrimination and fair selection procedures at all stages of education. However, in view of the current economic situation and the constraint on resources, one will have to be realistic about how much can be achieved in this redesigning of the education system with a continuing pressure for making optimum use of the meagre financial and material resources.

2.2 National Goals and Principles

2.2.1 Every country has its national goals and principles which not only act as guidelines but also indicate the direction for its development and progress. Such goals and principles are either enshrined in the Constitution or reflected in the major economic and social development plans of the government. These goals and principles differ from country to country depending upon the

political system adopted by the country. However, the Commission realizes the lack of public awareness of Uganda's national goals and principles as outlined in the Constitutions (1962 and 1967), the successive National Development Plans and the Recovery Programmes since independence. The basic goals and principles which, nevertheless, do emerge from these national policy documents are as follows:

(i) **Forging National Unity and Harmony**

One of the major causes of strife and unrest in Uganda and other African countries, in general, has been lack of national unity. The concept of national unity should (a) bring different ethnic groups together to form one nation while allowing cultural diversity to persist (trans-ethnic integration), (b) reduce the gap between the elites and masses (social integration), (c) evolve national values out of a multiplicity of ethnic values (value integration), and (d) establish a central authority (administrative integration).

(ii) **Evolving Democratic Institutions and Practices in all Sections of Life**

The attainment of national unity and harmony will be meaningless unless the socio-economic activities are carried out through a full and effective participation of the people. This participation requires that all social service programmes be initiated by involving people in as great a number as possible. This would eliminate the possibility of individuals or groups of individuals to impose and promote their sectarian interests and practices. In this context, formulation of national goals and principles, policies and programmes as well as their implementation mechanism should involve free participation of all the concerned parties. And institutions should provide the means by which the individuals learn, appreciate and practice the ideals of democracy.

(iii) **Guaranteeing Fundamental Human Rights including Personal Security and Property Rights and the Rule of Law for all Citizens**

Like many other African countries, Uganda has been a victim of violations of human rights. This has adversely affected development. Throughout the years, lawlessness has been rampant to the extent that people have lived in an atmosphere characterised by fear and uncertainty. The Commission notes that provision of education and its programmes entail the realization of human rights, enjoyment of personal security, protection of individual property and

development of a sense of responsibility. From the visits made throughout the country, the Commission felt the serious concern of the masses about the role of education in bringing about peace and security.

(iv) **Creating National Wealth Needed to Enhance Better Quality of Life and Self-Reliance**

(v) The need to develop the required resources in order to provide appropriate technology and manpower capable of harnessing the abundant natural resources for improving the quality of life, is evident. The ultimate aim is to build an independent, integrated, self-sustained national economy. This implies that education must be oriented to the development of productive skills and enhancement of knowledge through an exposure to new technologies and continuing life-long education.

(vi) **Upholding and Maintaining National Independence and Patriotic Feeling**

Since independence, Uganda has experienced several turmoils. Some of the root causes of these stem from external influences of neo-colonialism whereas others were the results of incompetent leadership and lack of fellow feeling or unity on the part of the citizens in general. The Commission feels that education can play a vital role in promoting awareness and understanding of the real meaning of independence and a feeling of patriotism.

(vii) **Promoting Moral and Ethical Values in the Citizens**

Uganda's experience of turbulent years has created a considerable moral degradation so much so that ethical values and sense of responsibility and duty are at a depressingly low level. There is a great need for moral rehabilitation and education has a big role to play in producing a new generation of morally sound Ugandans. Through properly designed educational programmes and curricula, it should be possible to achieve the moral rehabilitation of the citizens of Uganda.

(viii) **Promoting a Feeling of Humanitarianism and Cooperation in the Citizens**

Humanitarianism, fellow-feeling and working on selfless and cooperative basis should be a part of the guiding philosophy of Ugandan development. This philosophy entails a meaningful change in individuals and society, based on the conviction that the humanitarianism of each individual person has value. The theme which runs through all humanist thought is the need to enable men and women to liberate themselves

from want and oppression of all kinds, and to develop a concern for others, to work on selfless, cooperative basis, and to grow to their full stature in harmony with their fellow citizens. The process of building humanitarianism requires a reorientation of the institutions of society in such a way that they help men and women to rise above their narrow selfishness and disregard for others, whether personal or imposed upon them by the society. From this perspective, the re-organization of the education system has central importance in the building of humanitarianism, since education is concerned with a planned and purposeful growth of each individual as well as with the cultivation and beneficial use of one's knowledge and skills.

2.3 The Broad Aims of Education

2.3.1 A national policy on education is Government's strategy for achieving some of its objectives with education as a tool. In this context, education has several basic functions: it transmits society's traditions and cultural heritage; it provides a core curriculum of basic skills on which individual development is based; it provides opportunity to students to study in a wide variety of fields which they find useful and of interest and which are also beneficial to the society as a whole.

2.3.2 Education does not act in isolation; it is a sub-system of the social structure serving society's goals. Empirical evidence has revealed that education and development are inter-related. Education systems have grown and adapted to changing socio-economic needs. The complex systems of today bear little resemblance to those of the last century. The types of schools available, the curriculum content, the training of teachers, the successive stages of an education system, are all out-growths of an ever-expanding need for better educated persons to build and maintain a modern technological society.

2.3.3 Education is to be reviewed as a means for liberating the citizens from the vicious circle of ignorance, poverty, dependence, disease, indignity and building a self-reliant and self-sustained economy. Education ought to be relevant, of high quality and universal and should aim at inculcating a positive attitude towards change in the society and providing knowledge, understanding, skills and attitudes which future citizens will need in order to cope with the complex issues that they would encounter. The present education system of Uganda has not achieved this in full measure.

2.3.4 In order that education effectively fulfills its role, it has to be relevant, practical and functional. That is, education and training programmes have to reflect the needs and aspirations of the people and should be practical and useful in solving

problems. They have to be geared to retraining and preparation of manpower at all levels for the country's projected economic development. In this context, national goals should be translated into practical and feasible aims of education directed to meeting the needs of the individual, the community and the nation at large. In the opinion of the Commission, the following should constitute the broad aims of education in Uganda:

- i. To promote the understanding and appreciation of the value of national unity, patriotism and cultural heritage with due consideration of international relations and beneficial interdependence;
- ii. To inculcate moral, ethical and spiritual values in the individual and to develop self-discipline, integrity, tolerance, human fellowship and respect for public property;
- iii. To inculcate a sense of service, duty and leadership for participation and public accountability in civic, social and national affairs through group activities in the educational institutions and the community;
- iv. To promote scientific, technical and cultural knowledge, skills and attitudes needed for development;
- v. To eradicate illiteracy and to equip the individual with basic skills and knowledge to exploit the environment for self-development, better health, nutrition and family life, and capability for continued learning; and
- vi. To contribute to building of an integrated and self-sustained national economy.

2.3.5 In the redesigning of the education system to achieve these goals and objectives, the curriculum will play a vital role. It should, however, be noted that reconstruction of curriculum at all stages on the basis of these broad objectives is the most challenging and significant task to which due attention must be given. This must go hand in hand with a corresponding programme of production and provision of new teaching and learning materials, improvement in methods of teaching and evaluation and in the types of educational technology to be adopted. It is hoped that with the changes in the curriculum to achieve the above objectives, the education system will provide the right kind of environment and opportunities for learning to promote individual development, and with that, the development of the community and the nation. The ways and means to achieve these broad goals of education are the main issues to be discussed in the following chapters of the Commission's report.

CHAPTER III

MAIN FEATURES OF THE PROPOSED SYSTEM OF EDUCATION

3.1 Introduction

3.1.1 The Commission has given serious thought to the shortcomings of the existing education system and the directions in which the changes are required. It has made a number of recommendations keeping in view the needs of the present-day society, the demands of economic rejuvenation of the country and the urgency of rehabilitating the school system. The specific changes proposed by the Commission are reflected in the recommendations made for the different levels and types of education in the following chapters, as well as in the chapters dealing with the planning, administration and financing of education. However, some significant features of the new policy which are of general nature and cut across the different levels, are being presented in this chapter. For example, an important issue in this category addressed by the Commission is that of promoting national unity and feelings of patriotism through such practices as hoisting of national flag on school buildings and singing of national anthem in school assemblies.

3.1.2 A major issue on which the Commission has deliberated relates to the very structure of education. The Commission examined the suitability of the present structure and came to the conclusion that certain changes are needed in it, particularly in the length of the primary level of education. The second related but equally important issue was that of providing the benefits of primary education to all children. The Commission deliberated on how soon and to what extent Universalization of Primary Education can be achieved in Uganda. In this context, -the need was felt for greater democratization of education, and the Commission deliberated on ways and means of providing increased access to education to all sections of the society. For that, specific recommendations have been made on strengthening the non-formal and out-of-school education programmes.

3.1.3 The third major issue relates to the type of education to be provided in schools. The Commission favoured vocationalization of education at both primary and secondary levels, so that students acquire some useful skills by the time they leave primary or secondary school. While deliberating on the content of education, the Commission had to settle the language policy to be adopted for educational purposes. The Commission was of the view that all Ugandan languages should be developed and the language policy should be such that the benefits of education become available to the large masses of Ugandan population which currently remain

educationally deprived. Next, the Commission thought of supplementing schooling by a programme of community or social service for every mature student. It has proposed a Scheme of Community Service to be implemented by the Government, which will provide an opportunity to students to serve the community and at the same time develop a sense of discipline and zeal for work for the good of their fellow citizens.

3.1.4 Lastly, the Commission has attached great importance to improve the quality of education and re-organization of the educational administration so as to make it more efficient and more responsive to the needs of the community. This calls for significant changes in the curriculum at all levels and provision of ample text-books and instructional materials. In view of the poor shape in which most educational institutions are today, the Commission has given high priority to rehabilitation of these institutions. As regards the administration of educational services, the Commission has favoured decentralization and devolution of power to district and local authorities to enable them to run the schools more efficiently and to plan for educational development according to their local needs.

3.1.5 Keeping in view the major policy thrusts just indicated above, it is now proposed to discuss them in some detail. Specifically the

3.1.6 following are the issues discussed in the rest of this chapter:

- i. Hoisting National Flag and singing National Anthem in Schools.
- ii. Structure of Education.
- iii. Democratization and Universalization of Primary Education.
- iv. Vocationalization of Education.
- v. Language Policy.
- vi. Community Service.
- vii. Rehabilitation of Schools and Decentralization of Educational Administration.

3.1.7 The Commission strongly feels the need for inculcating a feeling of patriotism, national unity and love for the country in Ugandans through certain practices which can be easily followed by all educational institutions. In particular, the Commission recommends:

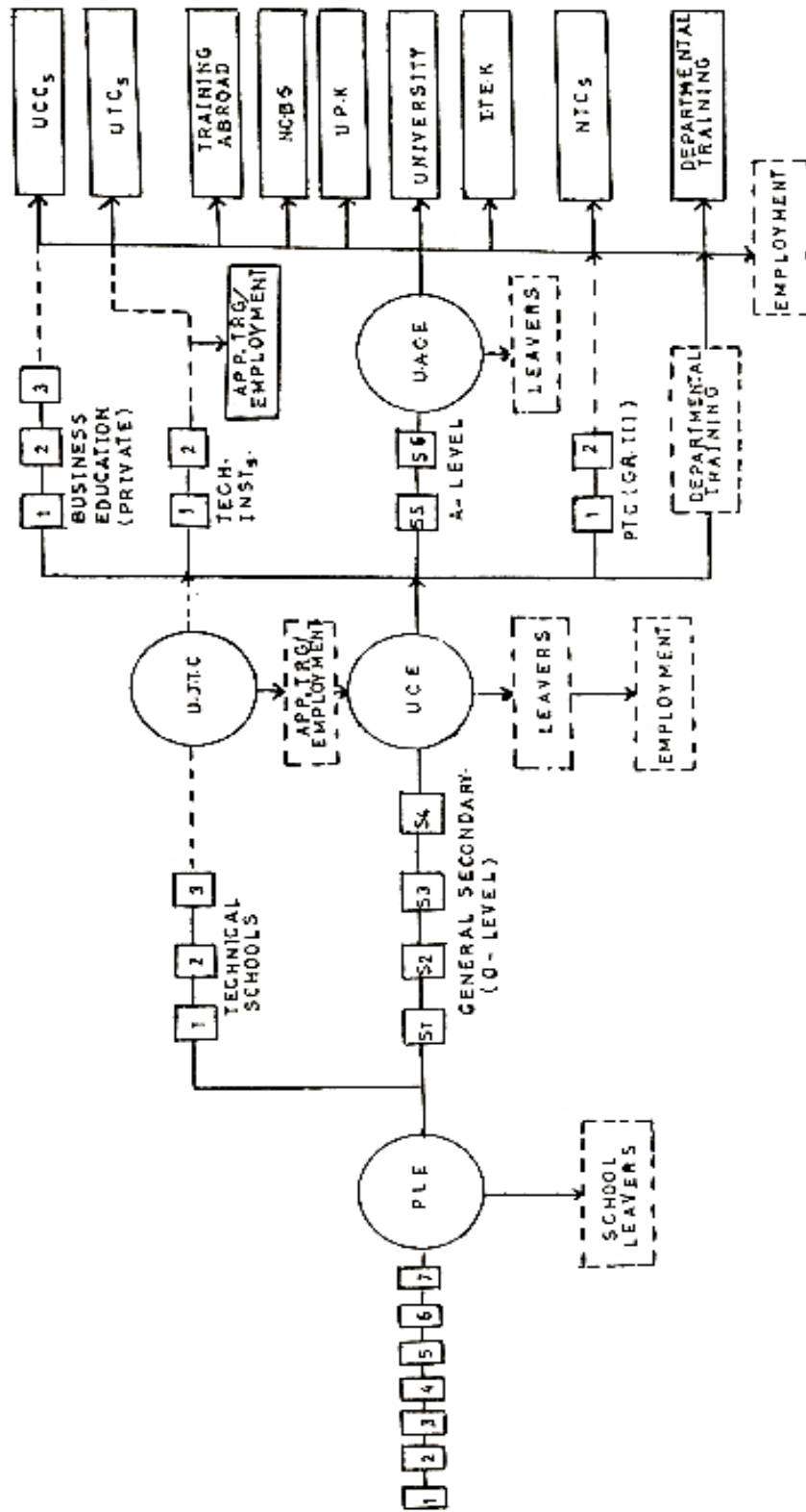
- R.1 (i) The National Flag should be hoisted in all educational institutions.
- (ii) The school should start with an assembly every morning in which the National Anthem and prayers should be

recited; this should be followed by a brief presentation of the current socio-economic issues for the country and the role which the youth can play in dealing with them.

3.2 Present Structure of Education

- 3.2.1** The existing structure of education has been in force since the early sixties, that is, since the publication of the Castle Commission's Report. As Chart 3.1 shows, this structure consists of seven years of primary education followed by the lower secondary cycle of four years (leading to UCE), and the upper secondary cycle of two years (leading to UACE), after which there are three to five years of university studies.
- 3.2.2** On successful completion of the primary school cycle, the pupils go either to secondary schools or take a three-year Crafts course in Technical Schools. However, only about 40% of the primary school leavers are absorbed in these schools. Those completing UCE have four possible outlets: successful candidates can either proceed to Advanced Level (UACE) or join the two-year Advanced Crafts Course in Technical Institutes or join the two-year Grade III primary teacher training programme in a Primary Teachers College or join any of the Government's departmental training programmes.
- 3.2.3** After completing UACE, the students have several outlets. They can either proceed to university, or join a two-year course in the National Teachers College; a two-year course in the Uganda Technical College; or proceed to Uganda Polytechnic Kyambogo/Uganda College of Commerce/institute of Teacher Education, Kyambogo (ITEK)/National College of Business Studies or join any of the programmes of departmental training which are of one to three years duration. At the University, a number of diploma and degree level courses are offered in various disciplines such as Humanities, Arts, Sciences, Education, Medicine, Engineering, Agriculture and Veterinary Medicine. A number of adult education courses are also offered by the Center of Continuing Education at Makerere University.
- 3.2.4** For departmental training, there are a number of institutions offering a variety of technical and professional courses under different ministries, such as Ministries of Labour; Agriculture; Health; Environment; Animal Industry and Cooperatives. They usually admit students after UCE, and their courses lead to certificates or diplomas after completion of one to three years of training.

CHART 3-1
PRESENT STRUCTURE OF THE EDUCATION SYSTEM



NOTE:

APP. APPRENTICESHIP

Entry Requirements

- 3.2.5 The official requirement for entry into P.1 is the achievement of chronological age of six years. Some urban schools, however, select pupils on the basis of oral or written tests and interviews. The reason for this is the acute shortage of primary school places compared to the large number of children wishing to enter P.1. In these urban schools.
- 3.2.6 The entry requirement for secondary schools is a good pass at the Primary Leaving Examination (PLE). The PLE is graded from Division I to IV, Division IV being the lowest. Technical schools also take pupils who have successfully completed the primary education cycle. But usually they admit those who can fail to enter the general*secondary schools. At the end of four years of Lower Secondary stage there is Uganda Certificate of Education (UCE) Examination. The results of UCE are also graded from Division I to IV. The successful UCE school leavers may enter the Upper Secondary stage (S.5-S.6), if they have at least three credit passes.
- 3.2.7 For admission to degree courses, Makerere University requires at least two principal passes in UACE and at least six Credit passes in UCE. Limited university places are also available for mature age entrants who have completed formal schooling at least five years before and who are, at least 25 years of age before entry. Entry requirements for ITEK are similar but they also admit teachers who have Makerere University Diploma with three years teaching experience.

Progression through the Present System

- 3.2.8 At the primary school level, there is no written policy on how a pupil progresses from one class to the next. All schools conduct internal end-of-term and end-of-year tests. Each primary school determines its own minimum requirements for promotion to the next grade. Repetition of grades is permitted and teachers usually decide whether a pupil needs to repeat or not. Pupils are free to drop out of school at any grade or transfer from one school to another as they -like, sometimes depending on the financial position and wishes of the parents.
- 3.2.9 At the secondary school level, the government policy is to allow automatic promotion from one class to the next. All secondary schools conduct end-of-year examinations but performance in such examinations is not supposed to affect the pupils' promotion to the next grade or form. There are, however, some students who repeat or get eliminated because of poor performance in annual examinations. Also pupils, on their own, or because of the inability of parents to pay the prescribed fees, drop out of the school before completing the full cycle.

3.2.10 At the teachers' colleges, as elsewhere in other professional and training institutions, there is no automatic promotion from one class/year to the next. Indeed, there is usually elimination of students who fail to achieve certain minimum pass marks in the end-of-year examinations. However, some candidates who exhibit potential for improvement or who are discovered to be slow learners are usually permitted to repeat the academic year.

3.2.11 Similarly, at the university and other tertiary institutions, students either discontinue or repeat the grade if they do not attain the minimum pass marks required to be promoted to the next grade. It is unfortunate that some students who do very well in most subjects but fail in one are also required to repeat the entire course.

3.3 Proposed Structure of Education

Pre-primary level

3.3.1 To consider the question of the structure, we must necessarily begin with pre-primary education, although it will continue to be owned and run largely by the community or individuals on commercial/voluntary basis. The Commission is convinced of the significance of pre-primary education. If properly planned and conducted by qualified staff in accordance with acceptable principles and practices, pre-primary education (which includes nursery and kindergarten programmes) can provide an excellent preparation for entry into the primary school at the age of six years, the Commission, however, feels that pre-primary education should not last for more than two years. In Chapter IV of this Report, the stipulated role that the Ministry of Education should play in the promotion of pre-primary education is presented.

Primary level

3.3.2 Coming to the primary stage, the Commission noted that the overwhelming plea throughout the country was to extend primary schooling from its present seven years to eight or nine years. There was widespread feeling that the youth who leave school after P.7 at the tender age of 13 are too young to apply what they have learnt in school to any productive and socially useful activity. An extended primary school cycle, it was argued, would enable the youth to mature sufficiently to benefit from vocational training which should be intensified and provided for under both formal and non-formal systems.

3.3.3 It is further argued that since a large number of our children will only have this basic education and not more, the length of the courses should be increased in order to give as much relevant education, as possible to primary school-going children. The

Commission accepts that, as a long term goal, nine or ten years of universal schooling would be ideal. Indeed, given that basic education includes "knowledge and skills" for raising a family as well as for earning a living, it is clear that seven-year primary cycle starting at the age of six will not achieve these aims.

3.3.4 However, the Commission does not believe that a mere lengthening of primary schooling is the solution to this major problem. This might simply delay the administration of the Primary Leaving Examination (PLE) and thereby postpone and aggravate the problem of youth unemployment at a greater cost to the country. The Commission, bearing in mind the ultimate goal of providing meaningful and Universal Primary Education (UPE) and taking into account the financial implications of achieving this goal before the year 2000, recommends that:

R.2 The primary level of education should be extended from 7 to 8 years. The primary level should have lower and upper primary stages as follows:-

- i. Lower primary stage consisting of P.1 to P.4 grades, where the medium of instruction is the mother tongue or the area Ugandan language; and
- ii. Upper primary stage consisting of P5 to P8 grades where English becomes the medium of instruction and the curriculum becomes more practical.

Secondary level

3.3.5 In respect of the secondary level, the Commission has observed that although the current Lower Secondary course leading to Uganda Certificate of Education is of four years duration, the actual examination course work is not seriously tackled until the third year of the secondary level. The first two years are often devoted to revision work of the upper primary stage and to some introductory work in secondary stage subjects.

3.3.6 The Commission is convinced of the need to reduce the duration of the secondary level of education. It is also proposed to increase access to this level of education to at least fifty per cent of the children who complete the primary stage of education. This is to be accompanied by diversification of the curriculum to make it more relevant and practical for the majority of the students.

3.3.7 In order to achieve the aims and objectives of secondary education as presented in Chapter V of this report, the Commission recommends that:

R.3 Secondary level should have two stages, namely:-

- i. Ordinary level secondary education of three years duration to be offered in three types of secondary schools, namely, General Secondary, Comprehensive Secondary and Vocational Secondary, geared to preparing students for both academic and vocational education leading to the Uganda Certificate of Education (UCE); and
- ii. Advanced level secondary education of two years duration after UCE, leading to the Uganda Advanced Certificate of Education (UACE).

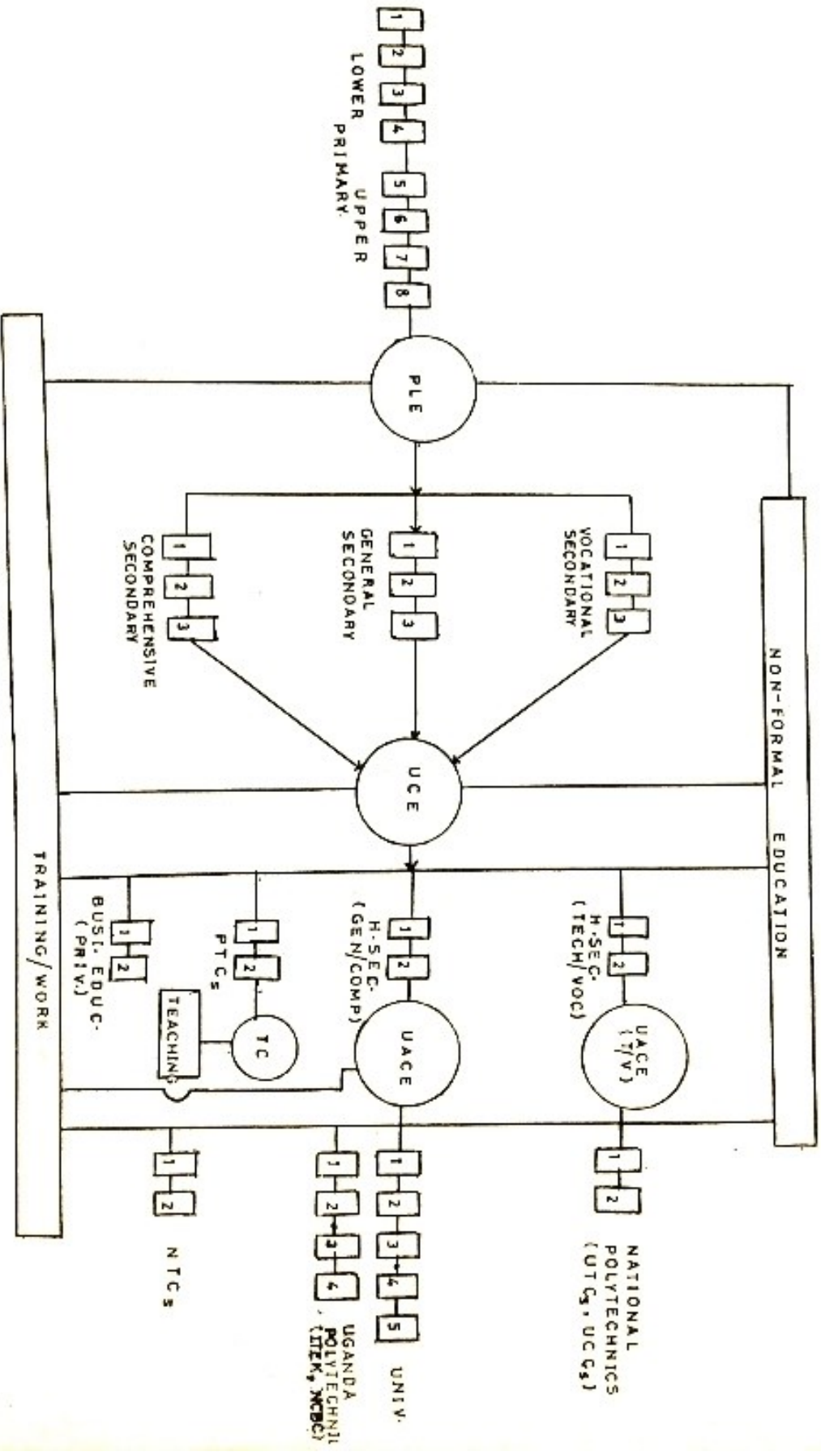
3.3.8 The proposed structure of education is shown in Chart 3.2. The Commission feels that after providing the more general and diversified form of education up to the Uganda Certificate of Education level, it is necessary to offer opportunities for a more directed and specialized type of education, v as a pre-requisite for more specific fields of advanced study and vocational and professional training. This implies that the courses offered at the Advanced Level Secondary education would not be terminal in themselves. It would be a transitional period of academic maturity and intensive preparation for students who successfully complete the Ordinary Level secondary education, and who intend to seek entry to universities and other tertiary level educational institutions.

3.3.9 The Commission particularly notes that the Advanced Level secondary education would have the capacity to supply the necessary recruits for middle-level manpower training and prepare those for further advanced academic and professional education whose needs necessitate its existence and continuation. The Commission hopes that with the expansion of opportunities for Ordinary Level secondary school leavers through more programmes of specialized training as well as Advanced Level secondary education courses, many more eligible students will be able to go on to the tertiary level of education in the future.

Tertiary Level

3.3.10 The tertiary education institutions will continue to be highly specialized and advanced. Such institutions, as shown in Chart 3.2 include universities, polytechnics, all types of colleges and specialized training institutions. However, unlike the institutions of the first and second levels of education, those of the third level are rather loosely organized and controlled. Some, like the universities, are autonomous in all respects except finance which is provided by the Government thus necessitating public accountability. Others are privately run while the majority which are publicly funded are controlled

CHART 3.2
 PROPOSED STRUCTURE OF THE
 EDUCATION SYSTEM



either by the Ministry of Education or other Ministries of the Government, under the loose control of the Public Service Commission. In order to streamline the planning, organization and control of the tertiary level of education, the Commission has made several recommendations in chapter VI of the Report.

3.3.11 With regard to the duration of the tertiary level of education, there is great variation from one institution to another and within the same institution according to the type of courses offered. The Commission feels that the duration of the third level of education should continue to be determined by the type of course or programme of studies. It is, however, suggested that the following norms may be adopted for the different types of programmes:

i. Duration of post-UACE programmes

- (a) Certificate Programmes - up to 1 year
- (b) Ordinary Diploma Programmes - 2 years
- (c) Post-Ordinary Diploma Programmes - 3 years
- (d) Bachelor's Degree Programmes - 3 to 5 years

ii. Duration of post-graduate programmes

- (a) Certificate programmes - 3 to 6 months
- (b) Diploma Programmes - up to 1 year
- (c) Masters' Degree Programmes - 1 to 2 years
- (d) Sectoral Programmes - 3 to 5 years

3.4 Democratization of Education

3.4.1 The Commission has attached great importance to make some minimum basic education available to all persons irrespective of age, sex, race, religion and region to which they belong. The main focus should be on providing this basic education to all the children through universalization of primary education. It is envisaged that when all the children complete full eight years of primary education, then, in due course, not only illiteracy will be eradicated, but their productivity will increase and many other ills of the society such as poverty, disease, disharmony and moral degradation, which arise mainly from ignorance, will also get largely alleviated. Hence any investment in UPE will prove to be very rewarding in the long run.

- 3.4.2 In spite of the considerable importance given to UPE by the Commission, the consideration of financial constraints and the competing claims of other sectors of education, make it difficult to achieve the target of UPE within a short period. To be realistic, a reasonable target would be to achieve five years of primary schooling for all the children by the year 2000, and full eight years of primary education for them by the year 2010. Chapter IV contains detailed discussion and recommendations of the Commission on UPE.
- 3.4.3 At the primary level, to admit every child in school at the right age of 6 and to retain him in school, a good deal of planning is needed. To achieve universalisation, one has to ensure that primary schools are available everywhere within reasonable distance from the child's home, they are properly equipped and the children get the necessary instructional materials. Not only that, special incentive measures will be needed in some areas to enrol the children and to retain them in school. In particular, the problems of backward communities and underdeveloped geographical areas will require special attention. For girls, the physically handicapped and poor children, special measures will be needed to enrol them in large numbers.
- 3.4.4 The Commission is aware of the need for greater democratization of education not only at the primary level but for all other levels and types of education. At present students from the different sections of the society do not have the same degree of access to secondary and post-secondary education. Usually the enrolment of girls is lower than that of boys. The students from backward regions such as Karamoja, have much less chance of benefitting from education. Then there are others who long for further education, but do not get the opportunity. The commission has given thought to the educational needs of all such groups, and has proposed incentive measures and improvement of educational facilities, including those of non-formal and distance education, to provide them greater access to education. These proposals are included in Chapter IX on Democratization of Education.
- 3.4.5 The Commission has given special consideration to eradication of illiteracy among adults. The literacy programmes which are at present organized by voluntary agencies and other ministries need to be coordinated suitably. The Commission has proposed that the Ministry of Education should assume the responsibility for such coordination and for enhancement of literacy efforts. It has also proposed creation of facilities for continuation of education after attainment of literacy and, in fact, for life-long education at all levels. The system of non-formal/out-of-school education, which is far more flexible and less expensive than the formal system, is expected to cater for this need more effectively.

3.4.6 To sum up, in the opinion of the Commission, the major target groups to benefit from non-formal education are the following:-

- i. Primary school leavers who need apprenticeship or vocational training to make them employable and self-reliant;
- ii. Primary school drop-outs, rural peasants, urban workers and other unskilled persons who should be given basic literacy and post-literacy, that is, literacy based on functional productivity education;
- iii. Working men and women who require varied opportunities for continuing education to improve on their skills and to improve their professional and academic achievements as a basis for upward mobility in their places of work;
- iv. The masses as a whole to receive varied awareness education through the mass media, namely, newspapers, radio, television, co-operative meetings and other activities including theatres; and
- v. Young people who have never been to school.

3.5 Vocationalization of Education

3.5.1 Another major thrust of the Commission's policies is in the area of vocationalization of education. In the view of the Commission, education at all levels has become too academic and theoretically oriented. As a result, the students completing primary, general secondary and even higher education, are hardly capable of coping with practical problems and doing things with their own hands. They look forward to white collar jobs, and are ill-prepared for earning livelihood by working or making things by hand. They have no applied knowledge and skills, which they can use to become independent productive members of the society.

3.5.2 The Commission has proposed that education at all levels should aim at equipping persons with knowledge and skills that are useful for productive work. Such education also helps in developing healthy attitude towards manual labor and a more balanced personality. The commission has suggested that at the primary level itself there should be some pre-vocational course work in upper primary classes (P.5 to P.8). At the secondary stage, not only there should be some full-fledged Vocational Schools, but students of General Secondary schools should also be made to offer one vocational course. Also, new Comprehensive Secondary schools have been proposed for offering a variety of general and vocational education courses. Going further up, expansion of facilities for technical and business education have been proposed both at the upper secondary and post-secondary levels. These recommendations are included in Chapters V and VII dealing with Secondary Education and Technical/Vocational **Education respectively.**

3.6 Language Policy

- 3.6.1 The Commission has recognized the importance of providing some minimum basic education to all, including illiterate adults and those who go to school but are not able to pursue education beyond the primary level. In Uganda, the achievement of this goal is very much complicated by the diversity of local languages. There are five main language groups each having several dialects. These regional or area languages are Luganda, Lwo, Runyakitara (Runyoro-Rutoro and Runyankole-Rukiga), Ateso/Akaramojong and Lugbara. Kupsebiny, however, stands out on its own in Kapchorwa District. In all, there are over twenty five local languages in Uganda, but English is being used as Uganda's official language.
- 3.6.2 The difficulty of determining a broad language policy for education stems from conflicting aims and prejudices in regard to language. On the one hand, it is desirable that all children in their first years of exposure to formal education, and those adults who are taught literacy, should as far as possible learn in their mother tongue. This is based on pedagogic principles and experiences which indicate that children and adults learn far better and faster if they are taught through their own language. The conference of African Ministers of Education in Lagos in 1976 strongly urged that, to the extent possible, African languages should be developed as languages of instruction for pedagogic and cultural reasons. Following the recommendations set forth by UNESCO and the OAU Inter-African Bureau on Languages (1984), many African states have already adopted clear and coherent language policies in education. The Commission, therefore, is conscious of the need to preserve and develop the rich cultural heritage of Ugandan peoples as expressed in their indigenous languages.
- 3.6.3 On the other hand it is desirable for Uganda to have at least one national language. This is one basis for national unity and can greatly facilitate communication and literacy throughout the country. Besides, Ugandans must be able to effectively communicate across tribal and regional borders as well as with neighbouring African states and the international community.
- 3.6.4 One major issue in determining language policy is the feasibility of implementation. The languages that are chosen to be the media of instruction for all subjects in the lower primary classes, or in adult education programmes must have adequate available literature, or the literature that can be easily and quickly produced in order to enable the new literates to continue to apply literacy skills.
- 3.6.5 One solution to the dilemma posed by these apparently contradictory aims is to recognize the fact that language has both oral and written expression. A person can be very able and fluent orally in a language without being literate. A number of

Ugandan languages have been developed in both written and oral form. The Commission feels that such languages should be encouraged to develop further. For those languages that are only orally developed, efforts should be made to develop them in the written form.

3.6.6 As a general policy, the Commission considers that the development and use of all Ugandan languages should be encouraged both in formal and non-formal education programmes at the level of basic education. This encouragement should particularly recognize the key role that language plays in cultural expression. As a general language policy in education, the Commission recommends that:-

- R.4 The mother tongue should be used as a medium of instruction in all educational programmes up to P.4.
- R.5 English should be taught as a subject from P.1. From P.5 onwards, English should become the medium of Instruction.
- R.6 The area language (a language of wider communication) should be taught as a subject in primary schools. The area languages are Luganda, Lwo, Runyakitara/Runyoro-Rutoro and Runyankole-Rukiga, Ateso/Akaramojong and Lugbara. They should be examinable subjects in the Primary Leaving Examination.
- R.7 From S.1, students will be required to take, in addition to English and their area language, another Ugandan or foreign language, English continuing as the medium of instruction.
- R.8 The teaching of Swahili should be strengthened at secondary school level in order to prepare for the training of teachers of this language.
- R.9 To assist in the development of Ugandan languages, a National Advisory Board on Languages should be established.
- R.10 The choice as to which language should be used in basic literacy programmes for adults will be the responsibility of the local authorities. The former District Language Committees should be revitalized and strengthened to assist in developing local languages especially for basic literacy and post-basic literacy purposes.

3.6.7 The Commission feels that the issue of a common national language for Uganda needs to be discussed and settled by a commission.

The functions of the National Advisory Board on Languages will be to plan for the systematic development of all Ugandan languages and to advise the Government and the Ministry of Education on the promotion and teaching of these languages in educational institutions. The Board will also be responsible for publication of literature and materials in different languages for reading and teaching purposes.

- R.11 A special Commission should be appointed by the Government to tackle the issue of a National Language for Uganda.

3.7 Community Service Scheme

3.7.1 Provision for periods of community and national service for all youth, which is a common feature in many countries of the world, may be regarded as an extension of the national system of education. In some countries, such national service is seen narrowly in military terms but in many others, it is comprehensive in scope, combining, as it were, military training with manual labour geared towards promoting social and economic development especially of rural areas.

3.7.2 The Commission is convinced of the desirability of such a service for the Ugandan youth, especially in view of the problems of development that the country has gone through since independence. Some of these problems are elaborated below.

3.7.3 Uganda, like other developing countries, suffers from lack of good water and sanitation, poor housing, inadequate health facilities, mass illiteracy and ignorance of the basic scientific processes. It also suffers from a myriad of other problems all of which lead to poverty, disease, high infant mortality rate and low life expectancy.

3.7.4 What is needed is a concerted effort involving all youth to cooperate with the* community and to apply knowledge and skills in resource management and appropriate technology to solve these problems keeping in view the local environment. Also their efforts could help improve production and generate wealth thereby raising the quality of life.

3.7.5 Unfortunately formal school education as it is today, has tended to alienate the youth from the realities of their cultural and productive background. There is very little linkage between the formal education system and real life situations under which the majority of the people live and work. Formal education is mainly concerned with passing examinations and obtaining certificates,

diplomas and degrees rather than helping students to become competent, reflective, concerned, active and productive members of society. Because of the very high economic value placed on passing examinations, diplomas and academic titles put them in a special class of their own, above all others. The qualified person expects to be paid for his learning without being accountable for his productivity.

3.7.6 It is paradoxical that in a developing country like Uganda, unemployment, even among the educated youth, is rampant and on the increase. In these circumstances, a social re-orientation of all the youth is essential. The Commission considers it desirable to make provision for some periods of community and national service for all youth aimed at exposing them to the realities of national development and at the same time inculcating in them a more positive attitude towards dignity of labour. However, at this stage, because of financial constraints and logistical problems, such Community Service may be confined to only those youth who are studying in the formal system of education. The Commission, therefore, recommends that:-

R.12.

A six-month Community Service Scheme should be established to involve all youth who are within the formal school system. The vacation period should be utilised for organising this service. After the scheme takes off, it should be extended to embrace all youth, both in and out of school.

3.7.7 The aims of the Community Service Scheme should be:-

- (a) To enable young people to apply their knowledge and energies to real life problems so as to make concrete contribution to development at a time when they are still energetic, idealistic and free from the commitments that tend to make them compromise with the realities of life in later years. The Commission believes that school leavers and university graduates can make a real contribution in such areas as primary health care, mass literacy, agricultural extension services, universal primary education and expansion of opportunities for secondary and non-formal education;
- (b) To promote a national we-feeling of identity and social equality outlook on life among the youth and to enable them to come to grip with practical problems encountered in efforts to develop rural areas;
- (c) To establish a functional relationship between educational institutions and the world of work; and
- (d) To enable the young people to acquire some military skills as well as a knowledge of their proper use so that in a

democratic set-up, they can contribute to security and prevent exploitation by coercive forces.

R.13 An inter-ministerial committee should be set up under the Ministry of Youth, Culture and Sports to plan and organise the Community Service Scheme as well as to carry out its evaluation. The responsibility of identifying the specific projects to be undertaken by the youth in any given area should be left to the local committees.

3.8 Rehabilitation of Schools and Decentralization of Educational Administration

3.8.1 No one would deny that most of the schools in the country are at present in a very poor shape in respect of buildings, furniture, equipment, transport and other facilities for teachers and students. During the last two decades, because of wars and long periods of civil strife, the education infra-structure has eroded greatly as has been the case with all other government services. In education, the problem has been more serious, as the system has expanded greatly during the eighties without any planning and provision of necessary facilities. The Commission had to give high priority to rehabilitation of schools and other educational institutions, since without proper facilities, equipment and materials, one cannot think of providing quality education. It is, of course, an expensive proposition but there is no alternative. The only thing to do is to mobilize resources from all possible sources the government, the community, the parents and foreign donor agencies, so that the necessary rehabilitation is accomplished within a reasonable time limit.

3.8.2 Efficiency in planning and management of education is equally important when it comes to proper use of scarce resources. While proposing re-organization and re-structuring of the educational administration in Uganda, the Commission has laid emphasis on decentralisation and devolution of authority to district and local level administrations. This will help in developing education to suit local needs, better implementation of educational plans and quicker decision making. Also with decentralization, mobilization of local resources can be done more effectively, which would lead to speedier rehabilitation of schools. The Commission's recommendations in this regard are included in Chapters X and XI.

3.9 Main Guiding Principles

3.9.1 The national goals, principles and priorities which guided the formulation of the new education policies are found in Chapter II of this Report. They are drawn from the challenges of the inherited indigenous and colonial past as well as the forces of neo-colonialism of the post-independence era, vis-a-vis, the need

for personal and national liberation to achieve balanced and sustained socio-economic development of Uganda.

3.9.2 Thus running through this Report are themes which, among other things, stress the following points:

- (a) Democratization of education intended to transform pyramidal structure of the education system to one which could eventually be described as a truncated pyramid. For example, there are recommendations geared to achieving greater access to all types of education for children, youth and adults; universalization of primary education; adoption of a language policy that makes learning easier; diversification of subject offerings at secondary level; stress on guidance and counselling services; and creation of appropriate educational opportunities for the handicapped, members of other deprived groups and the people from economically backward areas.
- (b) Strengthening the relationship between general academic training and the world of work through vocationalization of education, non-formal educational programmes for primary school leavers and partly through a scheme of Community Service.
- (c) Improvement of quality of education at all levels, through enhancement of facilities in schools, better availability of instructional materials, improved curriculum and evaluation procedures, and more effective teaching. Teachers who play a key role in the educational process have to be well qualified and adequately remunerated for their work.
- (d) Developing relations between national goals especially of bringing about national unity and integration, to the theory and practice of both formal and non-formal education.

The new education system, as envisaged by the Commission, must help bridge the gap between the school and the realities of life in Uganda today as well as in the years ahead.

CHAPTER IV

PRE-PRIMARY AND PRIMARY EDUCATION

3.4 Introduction

3.4.1 Pre-primary and primary levels of education are concerned with the young children of age-group 4 to 12 or 13. The pre-primary level of education which is meant for the children of ages 4 and 5, helps in their healthy mental, physical and social growth but at present very few children in Uganda have access to pre-primary education. Such education is entirely in private hands and most of the existing schools lack the essential facilities and provide only sub-standard pre-primary education, as they focus more on preparing children for 'admission to primary schools.

3.4.2 Primary education, at present of seven years duration, is the most crucial stage of education, since majority of the children are not able to go beyond this stage. However, as we shall see, the present primary education suffers from many weaknesses and does not provide benefit to the students to the extent it should. The aims and objectives of primary education need to be redefined along with a change in the curriculum so that it equips the children well for becoming good and useful citizens in the future. They should be provided with the "basic education" which fulfills this requirement.

3.5 Pre-Primary Education

3.5.1 The Commission has noted that the pre-primary education is currently provided only in private schools which run on commercial lines. The Government has not been involved in the establishment and management of these schools and has not been concerned with the quality and content of education provided in these schools. It does not direct or control pre-primary education, as a result of which most of the pre-primary schools fall far short of what they should ideally be.

3.5.2 A majority of pre-primary schools which are concentrated mainly in towns, are poorly housed and ill-equipped. Their teachers are not qualified and their teaching programmes are not suitable for the young children. They charge high fees only to prepare children for admission tests which some primary schools conduct to fill the limited number of places in their P.1 classes. These schools admit children of any age from 3 to 6 years. There being no Government control or supervision on them, they feel free to operate the way they like. There are also a few boarding pre-primary schools, the Commission feels that at the young ages of 4 to 6 years, children need the care, love and attention of parents, and hence boarding

schools should not be encouraged except for orphans and others who cannot live with parents due to unusual circumstances.

3.5.3 The Commission attaches considerable importance to pre-primary education, though at this stage it does not visualize any substantial expansion in the facilities for such education. It will continue to be organized mainly by the private sector. However, its quality must improve, and hence the Government should assume due responsibility for this level of education. First, the aims and objectives of pre-primary education should be clearly defined so that the schools strive to achieve them. In the opinion of the Commission,

- R.14 The aims and objectives of pre-primary education should be:
- i. To develop mental capabilities and healthy physical growth of the child through play/activities;
 - ii. To help the child develop good social habits as an individual and as a member of society;
 - iii. To develop moral values in the child;
 - iv. To enrich the child's experience by developing imagination, self-reliance and thinking power;
 - v. To help the child to appreciate his/he cultural background and customs; and
 - vi. To develop language and communication skills in the mother tongue.

3.5.4 Specifically, the Commission recommends the following measures for the improvement of pre-primary education:

R.15 The Government should ensure that all the pre-primary schools are registered and arrangement is made for their regular inspection and supervision. There should be an officer in the Ministry of Education to be responsible for pre-primary education.

R.16 The Government should provide curricular guidelines to be followed by pre-primary schools. Also, it should specify the minimum standards for the building, facilities and equipment and should ensure that the class sizes are manageable.

R.17 The Government should provide facilities for training of pre-primary teachers and ensure that the teachers in pre-primary schools have the necessary training.

- R.18 The pre-primary schools should continue to be run by private bodies. However, local committees may also start such schools. But the fees they charge should be regulated by the Government.
- R.19 The age of entry in these schools should be four years and the duration of pre-primary education should be two years. For the younger children, where necessary, there should be Day Care Centres or Creches.

4.3 Basic Education

4.4 As regards the primary level of education, the Commission emphasizes that its main aim should be to provide basic education to all the children. By basic education it means the minimum package of learning which every individual must receive to live as a good and useful citizen in society. It is the right of every Ugandan to receive such education, whether it is provided through the formal system of education or through non-formal education.

4.5 Of course, for the vast majority of the population, basic education must be provided through the first few years of formal schooling. The Commission, noted that there was great deal of public interest in making this formal education for the children more meaningful and useful. Also, the Commission has taken note of the developments in some other countries visited by it. From its experience of all these visits and discussions with the people, the Commission has come to the conclusion that basic education should be accorded highest priority, and it should be provided to all the young children by enrolling them in primary schools and to the drop-outs and adults through a system of non-formal or out-of-school education. In particular, the Commission proposes that the two main packages of basic education should be:

- i. Primary Education for the children in the age-group of 6 - 13; and
- ii. Basic and functional literacy programmes for young people and adults through non-formal education system.

While the former (i.e. primary education) will be discussed in this chapter, the latter will be covered in Chapter IX.

4.3.3 At this stage, it would be appropriate to elaborate the concept and aims of basic education in the context of Uganda's social, cultural and economic background and future developmental needs. The Commission does not equate basic education to schooling but rather with the opportunity for learning regardless of where,

when and how the learning takes place. The concept of basic education is broader than that of (formal) education which, as most people feel, is something that is measurable in terms of years of schooling or certificates, diplomas or degrees acquired.

4.3.4 Basic education equips the learners with basic values, knowledge and skills which are necessary for the realization of their individual potential of growth and for enabling them to contribute effectively to the development of the society and the country. Opportunities for such education should be available to all the citizens, and not merely to the school going children. Of course, the minimum learning needs would not be the same for the people of the different age-groups, occupations and geographical areas. The content and mode of delivery of basic education should therefore be planned according to the needs of the different target groups of learners.

4.3.5 Historically, the concept of basic education is not foreign to Uganda. In pre-colonial days when there were no formal schools, the children and the youth learned cultural values, morals, modes of behavior and skills from elders in the home and the community, through direct observation and imitation. Their learning of the history of the tribe, moral values, etc, took place through the oral tradition. There was no dearth of teachers as every capable adult served as a teacher. Such education successfully produced emotionally stable and economically productive members of the society.

4.3.6 While recognizing the value of this indigenous education in Uganda, it is now necessary to define the aims and objectives of basic education in the context of present day needs. The Commission recommends that:

R.20 The general aims and objectives of basic education should be:

To create national awareness and foster national unity;

- i. To establish permanent literacy and numeracy in a local language;
- ii. To enhance spiritual and moral values and social justice;
- iii. To develop a spirit of self-reliance in individuals and the society as a whole;
- iv. To equip individuals with knowledge, skills and values for productive work;
- v. To help individuals appreciate and assume civic and social responsibilities;

- vi. To develop in individuals the desire and capacity for self-development and interest in life-long learning;
- vii. To provide a channel for post-literacy continuing education;
- viii. To equip individuals with scientific knowledge, skills and values for responsible utilization of the environment; and
- ix. To promote health and nutrition.

4.4 Aims and Objectives of Primary Education

4.4.1 The present cycle of primary schooling falls short of achieving the aims of basic education. Much of the curriculum is unrelated to the needs of the community served by schools. To a large extent, the curriculum is based on what is considered to be useful for pursuing secondary level education. The Commission feels that this orientation of the curriculum should change and primary schools should focus on providing basic education which is related to the real needs of the community and the nation. The Commission recommends that:

R.21 The specific aims and objectives of primary education should be:

- (i) To enable individuals to acquire functional literacy, numeracy and communication skills in one Ugandan language and English;
- (ii) To develop and maintain sound mental and physical health;
- (iii) To instil the value of living and working co-operatively with other people and caring for others in the community;
- (iv) To develop cultural, moral and spiritual values of life;
- (v) To inculcate an understanding of and appreciation for protection and utilization of the natural environment using scientific and technological knowledge;
- (vi) To develop a sense of patriotism and unity, an understanding of one's rights and responsibilities and an appreciation of the need to participate actively in civic matters;
- (vii) To develop pre-requisites for continuing education and development; and
- (viii) To develop adequate practical skills for making a living.

- (ix) The curriculum of primary education should reflect the above aims and objectives. The Commission recommends that:

R.22 The general curriculum of the primary schools should lay emphasis on the acquisition of:

- (i) skills of communication, oral expression, reading and writing in the local language;
- (ii) basic computation skills;
- (iii) knowledge of the natural environment and its utilization and conservation, and of physical and biological sciences;
- (iv) knowledge of the social environment and social institutions, civic rights and responsibilities, the country's culture, history and geographical features;
- (v) physical development through games, sports and good health habits;
- (vi) aesthetic skills through music, drama and art;
- (vii) Home Science and basics of health and family life;
- (viii) Ethical development through religious and moral education; and
- (ix) Agriculture and other pre-vocational skills, such as business and commercial skills, (including familiarity with simple tools and materials, and ability to prepare simple reports, records and accounts).

In Section 4.6 we shall discuss how these curriculum objectives are to be reflected in the content of primary education.

4.5 Universalization of Primary Education (UPE)

4.5.1 Recognizing that basic education is a must for every citizen, the goal should be to achieve universal primary education in as near future as possible. Only when every child is enrolled at the right age and does not leave school without completing the full cycle of primary education, it would be possible to ensure that all the citizens have the basic education needed for living a fruitful life. Also, it will help in achieving a transformation of the society, greater unity among the people, higher moral standards in the society, and an accelerated growth of the economy. The Commission recognizes that not much progress can be

achieved with a large proportion of population deprived of schooling and hence accords a high priority to the achievement of the goal of universal primary education at the earliest.

4.5.2 However, considering that a lot of planning and substantial investment are needed for providing additional facilities and trained teachers for the universalization of primary education, it is not desirable to set an unrealistic target of opening new schools or expanding the existing ones in a very short time. It would lead to dilution of the quality of education and the very purpose of producing suitably educated citizens would be defeated. Most of the developing countries are now striving to achieve universal primary education by the year 2000. In Uganda, the gross enrolment ratio is estimated to be 76%, which means that the ratio of the enrolment in grades I-VII to the child population in the age-group 6-12 is 0.76. As there are quite a few over-age children in these grades, the actual percentage of those in the age 6-12 who are enrolled would be much less than 76%. It is estimated that about 25% of children in grades I-VII are above the age of 12 which implies that only about 58% of the children of the age 6-12 years are in school.* As the primary cycle is to be extended to 8 years, to achieve the target of enrolling all the children of the age-group 6-13 by the year 2000, considerable expansion of educational facilities would be needed. Further, creation of additional school places alone will not do; it will be necessary to provide instructional materials, qualified teachers and other inputs to ensure that those who are enrolled complete the full cycle of eight years successfully.

4.5.3 The Commission would, nevertheless, like to see all the children enrolled in either formal schools or, if they are drop-outs or too old for entering P.1, in non-formal education system, so that they attain literacy and essential basic education by the year 2000. Thus the goal of universal primary education should be achieved in phases. By 2000 A.D. the goal should be to ensure that:

- i. all the children aged 6-10 years are enrolled; and
- ii. They complete at least five years of schooling in order to be equipped with essential literacy, numeracy and other skills envisaged in the package of basic education.

The enrolment figures (given in Appendix 7) used for calculating the ratios are suspected to be over-estimated. Most likely, the gross enrolment ratio would be about 70%, and the age-specific enrolment ratio for the age-group 6-12, about 53%.

Once this is achieved, the next phase would be of achieving the target of full universalization of primary education, covering all the children of the age-group 6-13 years corresponding to grades I-VIII. Tentatively, this could be achieved by the year 2010.

- 4.5.4**A major problem that confronts primary education is that a significant proportion of students fail and repeat grades or drop out from the school system without completing the full cycle of primary education. Unless effective measures are taken to reduce the wastage by reducing the rates of repeating and dropping out, it would not be possible to achieve the target of universalization of primary education.

Further, a large number of children do not enter grade P.1 at the right age of 6 years; they enter when they are 7, 8 or even older than that. This practice of not sending the children at the right age needs to be curbed through education of parents, mobilization of the community, and efforts of school authorities in bringing children to school at the age of 6 years. In 1986, only 41% of the children aged 6 years were in grade P.1; others were over-aged children. By the year 2000, all the children of age 6 should be in school, which would automatically bring down the number of over-aged new entrants.

- 4.5.5**Considering all the aspects, the Commission feels that certain measures for ensuring entry at the right age and gradually reducing the repetition and drop-out rates have to be taken simultaneously to make the universalization of primary education a reality. Of course, schooling facilities, provision of instructional materials and facilities for teacher training should also increase commensurately to cope up with the expected increase in enrolments, without sacrificing the quality of education. After careful examination of various resource constraints and the need for UPE, the Commission recommends that:

- R.23
- i. Universal primary education for the children of age group 6-10 should be achieved by the year 2000;
 - ii. By the year 2000, it should be ensured that the children enter the primary school at the right age of 6+ years; and
 - iii. Universalization of primary education for children of age 6-13 should be achieved soon after 2000 A.D., but not later than the year 2010.

R.24 Suitable measures should be taken, based on systematic studies of causes of wastage (repetition and dropping out of school) to ensure that:

- i. The children do not leave school without completing at least 5 years of schooling; and
- ii. Repetition and drop-out rates in the different grades are reduced.

R.25 There should be no tuition fees in classes P.1 to P.4 from 1991 onwards; in classes P.5-P.6 from 1995 onwards; and in classes P.7-P.8 from 1999 onwards.

4.6 Content of Primary Education

4.6.1 Since one of the basic functions of primary education is to lay the foundation for further learning, considerable emphasis is needed on providing the intellectual tools of learning at this level. While evaluating the present curriculum, the Commission noted that there are too many separate subjects and all of them place undue emphasis on knowledge and very little on practical skills, values and attitudes which are essential for turning the students into tomorrow's useful citizens.

4.6.2 Besides, the examination system has tended to concentrate on the assessment of cognitive abilities to the detriment of practical skills. This development has lured primary schools into teaching concepts that are more appropriately handled at secondary school level. The concern of the people, as expressed in the numerous memoranda and in the public debates during visits to the districts, was reflected in a big out-cry against the excessive burden of academic work imposed on the primary school children. The Commission concurs with the people's views and proposes introduction of more practical and pre-vocational subjects in upper primary classes.

4.6.3 As already pointed out in Section 3.3 of Chapter III, most pupils who leave school at the tender age of 13 after completing P.7, do not have the necessary skills to fend for themselves. The Commission, after examining various alternatives such as delaying the entry age and lengthening the primary cycle, came to the conclusion that the best strategy would be to lengthen the primary cycle to 8 years with the entry age remaining at 6+. (See R.2).

4.6.4 The Commission has already stated the aims and objectives of education at this level and has proposed what it considered to be the most rational and practical structure to fulfill those aims and objectives. The curriculum content is, of necessity, to be re-designed to meet the stated objectives. The Commission took note of the close inter-relationship among the factors of school going age, aims and objectives of education, curriculum content and the length of the primary cycle, in proposing the new content of primary education described in the following paragraphs.

4.6.5 The Commission lays particular stress on development of pre-vocational skills by the time children leave primary school. Primary schools should offer such general education that leads to full development of the child's personality and opens up the possibility of entering the world of work. The curriculum and learning experience at this level should be brought to include pre-vocational skills. In particular, because of the dependence of the vast majority of rural population on agriculture, teaching of agriculture and pre-vocational skills both are important. In all this, the focus should be on providing "hand-on experience" and learning through actual practical work. The commission, therefore, recommends that:

R.26 Pre-vocational education should be offered in the Upper primary grades, P.5-P.8. It should include Agriculture, Arts and Crafts, Home Science and other pre-vocational skills like business and technical skills.

Further discussion of the aims and objective of teaching pre-vocational subjects at the upper primary stage and the facilities for teaching them, is given in Section 7.3.3 of Chapter VII.

4.6.6 The Commission has given due thought to the relative weightage to be given to the teaching of different subjects in classes P.1-P.2, P.3-P.4 and P.5-P.8 in order to reflect the objectives of the new curriculum. Table 4.1 shows current allocation of periods for different subjects in classes P.1-P.7 in primary schools.

The Commission does not propose to increase the overall work-load of students and teachers at any stage. The time for new practical subjects has to be found by re-allocation of the total time. Table 4.2 gives the proposed allocation of total time to the different subjects in comparison to the existing allocation of time. A major change is a reduction

in time for English to find time for teaching the local language and marginal reduction in time for other subjects so as to devote 17.5% of the total time to practical subjects, like Agriculture, Home Science and other pre-vocational offerings. However, the proposed allocation shown in Table 4.2 is just indicative, and not necessarily to be followed with rigidity. Notes: (1) Periods are of 30 minutes duration in P.1-P.4 and of 40 minutes duration in P.5-P.7. (2) Usually in P.1-P.2, a local language is taught except in urban areas where only English is taught. In P.3 to P.7, the language is English throughout.

Table 4.1: Number of Periods Allocated to Different Subjects in Classes P.1 to P.7

| Subject | P.1 | P.2 | P.3 | P.4 | P.5 | P.6 | P.7 |
|--------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| Language | 11 | 11 | 10 | 10 | 9 | 7 | 6 |
| Arithmetic | 5 | 5 | 7 | 7 | 5 | 6 | 7 |
| Science/Health | 4 | 4 | 7 | 7 | 8 | 8 | 8 |
| Social Studies | - | - | 4 | 4 | 4 | 6 | 6 |
| Religion | 5 | 5 | 5 | 5 | 4 | 4 | 4 |
| Arts/Crafts | 2 | 2 | 2 | 2 | 2 | 2 | 2 |
| Music | 1 | 1 | 2 | 2 | 2 | 2 | 2 |
| Physical Education | 5 | 5 | 5 | 5 | 4 | 4 | 4 |
| Total | 33 | 33 | 42 | 42 | 38 | 39 | 39 |

- Notes:
- (1) Periods are of 30 minutes duration in P.1-P.4 and of 40 minutes duration in P.5-P.7.
 - (2) Usually in P.1-P.2, a local language is taught except in urban areas where only English is taught. In P.3 to P.7, the language is English throughout.

Table 4.2: Approximate Percentage Allocation of Time to Different Subjects at the Primary Stage.

| Subject | P.1- P.2 | | P.3- -P. 4 | | P.5 - P.7/P.8 | |
|--------------------------------------|------------|------------|------------|------------|---------------|------------|
| | Existing | Proposed | Existing | Proposed | Existing | Proposed |
| Local Language | - | 20 | - | 16 | - | 10 |
| English | 34 | 20 | 24 | 16 | 20 | 12.5 |
| Mathematics | 15 | 20 | 16 | 16 | 15 | 12.5 |
| Science/ Health & Family Life | 12 | 10 | 16 | 16 | 20 | 17.5 |
| Social Studies | - | - | 10 | 10 | 15 | 12.5 |
| Religion | 15 | 10 | 12 | 8 | 10 | 5 |
| Arts & Crafts | 6 | 6 | 5 | 8 | 5 | 5 |
| Music | 3 | 4 | 5 | 5 | 5 | 2.5 |
| Physical Ed. | 15 | 10 | 12 | 5 | 10 | 5 |
| Agriculture | - | - | - | - | - | 7.5 |
| Pre-Vocational Subjects/Home Science | — | — | — | — | — | 10 |
| Total | 100 | 100 | 100 | 100 | 100 | 100 |

4.6.7 As recommended in Chapter III, the medium of instruction would be mother tongue in the lower primary classes (P.1-P.4) and English in the upper primary classes (P.5-P.8). Although the number of subjects to be taught is apparently large, the emphasis should be on integrated teaching of different related subjects. There need not be more than five or six textbooks, which together should cover all the subjects.

4.7 Evaluation of Students

4.7.1 The Commission noted that for an effective implementation of the proposed curriculum, the system of evaluation also needs to be over-hauled. The present Primary Leaving Examination (PLE) conducted by the Uganda National Examination Board (UNEB) at the end of P.7 suffers from several shortcomings, even though there has been some improvement in recent years. There are four examination papers: English, Mathematics, Science and Social Studies each of 100 marks. The questions are of free response type, some requiring short answers and others long answers. The emphasis is more on testing factual knowledge than reasoning power or problem solving skills. The students tend to prepare for the examination mainly by memorizing facts. Also, since there is no provision for testing other objectives of curriculum, such as development of practical skills, good moral values and physical development through participation in games and sports, these tend to get neglected during schooling.

4.7.2 The Commission attaches great importance to making evaluation an integral part of the teaching - learning process so that it helps in achieving the curriculum objectives and enhancing the learning of students. Evaluation should be both formative and summative, and should relate to all the objectives that are spelled out in the curriculum. It should use a combination of different procedures, such as written examination, oral questioning, practicals, etc. for testing the different types of abilities and skills that the student is expected to acquire. As the new emphasis is not only on academic learning, but on the application of knowledge, development of practical/vocational skills, aesthetic sense, moral values, physical development, etc., there must be provision for testing how the development of the child on these varied dimensions is taking place. This can be done only when there is provision for continuous comprehensive evaluation of students throughout their schooling. There should be a cumulative record card for each student to show his progress and it should be given due weightage in his overall evaluation for the award of the Primary Education Certificate.

4.7.3 Considering all the points mentioned above, the Commission recommends both an improvement in the PLE and institution of a system of internal assessment in the schools which forms a part of the total assessment. Specifically the Commission recommends that:

- R.27 A system of continuous comprehensive evaluation should be introduced in primary schools and cumulative record cards of pupils showing their performance in all areas of the curriculum should be maintained.
- R.28 Teachers should be trained to carry out both formative and summative evaluation of students through periodic tests, assignments, practical, oral and written examinations using both objective and essay type of questions. They should use the feed-back from testing for improvement of teaching, particularly by organizing remedial teaching for the weak students and providing enriched instruction to the bright ones.
- R.29 Internal assessment should have a weightage of 20% of the marks fixed for PLE in each academic subject. In addition, it should include an assessment of practical skills, games and sports, moral conduct, participation in co-curricular activities, etc. The cumulative record card should be properly designed and adequate guidelines should be provided to teachers on how to maintain it.
- R.30 When a student transfers to a new school, his cumulative record card should also be transferred with him. The Inspectorate and UNEB should ensure that a uniform standard is maintained by all schools in award of marks/grades in internal assessment.
- R.31 Primary Leaving Examination, which, in future will be conducted by UNEB at the end of P.8, should have a mix of objective, short answer and essay types of questions in all the Subjects. The questions should be framed for testing not only knowledge but also understanding and ability to apply the knowledge in new situations of problem solving. Question banks should be developed in different subjects to facilitate paper setting.
- R.32 The weightage to be given to the different subjects in the PLE should be as follows:

| Subject | Marks |
|------------------------------------------------------------------|--------------|
| National Language | 100 |
| English | 100 |
| Mathematics | 100 |
| Science, Environmental Studies & Health Education | 100 |
| Social Studies, Religious and Moral Education | 100 |
| Agriculture/Pre-vocational subjects | 100 |

- R.33 The results of PLE should be reported on a standardized scale and in terms of letter grades for each subject separately. Marks/grades of internal assessment should be reported along With the result of PLE.

4.8 Facilities for and Management of Primary Education

4.8.1 It is widely acknowledged by the public that education of children is a national investment and the burden of this investment has to be shared by both the Government and the parents. The Commission, however, noted that certain factors have made the provision of primary education very costly in recent years. Some of these factors include the ever growing rate of inflation, the steadily falling real value of the monetary contribution by the Government towards provision of scholastic materials, furniture and buildings, and the high costs of maintaining boarding institutions. Besides, the Government has not been able to guarantee to teachers an adequate remuneration in the face of rapid inflation.

4.8.2 One of the repercussions has been that increasingly more school funds have been diverted to non-educational costs (e.g. providing food to students). As a result, the unit costs in boarding institutions are much higher than in day schools. In view of this and as a cost-saving device, the Commission recommends that

- R.34 (i) All new publicly funded primary schools should be only day schools; and
- (ii) Where boarding facilities are provided, these should be funded entirely by the parents/beneficiaries.

R.35 In the cost-sharing arrangements, the parents should be responsible for meeting half of the total cost of instructional materials in primary schools such as books, tools, implements, etc.

4.8.3The Commission fully appreciates the adverse conditions through which the country has passed since independence but certain shortcomings and anomalies within the education system in general and primary schools in particular can no longer be condoned. The schools are unevenly distributed throughout the country. Most classrooms are over-crowded, especially in schools which have relatively better standards and qualified staff. Majority of the schools are inadequately supplied with trained teachers. Further, the rate of attrition among teachers is quite high due to poor conditions of service and low emoluments.

4.8.4The limited opportunity for advancement to the secondary level of education makes primary education irrelevant for a large number of primary school leavers. Moreover, the current emphasis in the examinations on cognitive learning, has had an adverse effect on the implementation of the curriculum and has led to neglect of those subjects which are not included in the public examination held at the end of P.7.

4.8.5There has been continuous decline in the standards of teaching even in the examinable subjects. The Commission has further observed that primary education is neither free nor compulsory. So far only an estimated 58% of the children in the age-group 6-12 are enrolled in primary schools.

4.8.6In view of these shortcomings found in the existing system of primary education, the Commission recommends that:

R.36

- i. There should be a better planned and more equitable distribution of educational facilities in terms of school buildings, text-books and trained teachers in line with the national goal of achieving universal primary education by the year 2000;
- ii. Primary education should be the responsibility of local authorities. The district and urban authorities should guide their sub-county Education Committees in planning for education in their respective areas;
- iii. More and better-equipped primary schools should be opened in the outskirts of towns to alleviate over-crowding currently experienced in the town centre schools;
- iv. Primary schools should be optimally located to ensure that there is a school within a walking distance of four kilometers from the child's home; and

v. There should not be more than forty pupils in a class in a primary school.

4.8.7 The Commission observed that the present ownership of primary schools as a transferred service from the Ministry of Education to Local Government was only a partial transfer with some components remaining with the Ministry of Education. The Commission further recognizes the colossal responsibility of providing primary education to the ever increasing school age population and commends the present cost-sharing arrangements between parents, local authorities and the Central Government. The zeal and interest of Ugandans in education has contributed immensely to the running of education services. Keeping all this in view, the Commission makes the following recommendations on delineation of responsibilities for providing primary education.

R.37 The Ministry of Education should have overall responsibility for:

- i. the curriculum;
- ii. quality control and periodic reviews of primary education at reasonable intervals;
- iii. training and certification of teachers;
- iv. determining the grants for education to be given to local authorities for salaries, pensions and subsidies to disadvantaged areas;
- v. procurement of imported educational and building materials; and
- vi. Planned expansion of educational facilities with a view to attaining and maintaining universal primary education (UPE).

R.38 The district and urban authorities should be responsible for:

- i. provision and maintenance of physical facilities and equipment in primary schools, and for supply of clean drinking water;
- ii. distribution of scholastic materials, the cost of which should be partly met by the parents; and
- iii. Inspection and supervision of schools.

4.8.8 There are 33 districts each with a District Education Officer and, in addition, municipalities in urban areas also form education districts. This has created disparities in population size, manpower requirements and financing responsibilities for the different educational districts. Hence the Commission recommends:

- R.39 The education district should be the same as Administrative district, and its staff and other needs should be assessed keeping in view the number of schools, teachers and students in the district.
- R.40 In order to cope with the new responsibilities in managing and providing primary education, the district education offices should be adequately staffed with capable and qualified personnel under the supervision of a District Education Officer (with the rank of Deputy Director of Education).

For further details see Section 10.6 in Chapter X.

4.8.9 The Commission observed that one of the factors that affected the smooth running of educational administration has been failure to observe the chain of command, especially at local administration level. It is now proposed to have a Directorate of Pre-primary and Primary Education at the headquarters to deal with all administrative matters. (See chapter X). For the smooth functioning of the communication channel, the Commission recommends that:

- R.41 All professional matters relating to pre-primary and primary education arising from local education authorities should be referred to the Director in-charge of Pre-Primary and Primary Education in the Ministry of Education through the District Education Officer of the area.
- 4.8.10 Parent Teacher Associations (PTAs) were originally set up to serve as school welfare associations as far back as 1967. They were supposed to be concerned with the welfare of teachers and pupils and the creation of a healthy relationship between parents and teachers. The management of the school was entirely the responsibility of the head teacher and the school Management Committee. The Commission notes that over a period of time and more particularly in the eighties, the PTA has become the major funding body for primary education. Such funds are used for nearly every type of educational and non-educational expenditure. Some outstanding items of such expenditure in schools are expenditures on buildings, pit latrines, school trucks, and tractors, inducement allowances to teachers, stationery and special "coaching" to pupils.
- 4.8.11 The Commission acknowledges the vital role that the PTAs have played in sustaining the financing of primary education but notes the great concern expressed by the public about PTAs' style

of functioning through the various memoranda and public debates in the mass media. The Commission itself observed that in some cases the PTAs have levied excessive charges which are beyond the means of most parents. The remedy lies in the parents taking greater interest in the activities of PTAs. The Commission recommends that:

- R.42 (i) Parent Teacher Associations should function democratically with clearly defined responsibilities; and
- (ii) Every primary school should have a Management Committee on which the Parent Teacher Association (PTA) is represented.

Further recommendations on PTAs' role are given in Chapter X. (See R.204 and R.205).

4.8.12 The Commission noted that over the years, primary education like any other social service, has suffered greatly from neglect. In order to ensure efficiency and high quality of education, there is a need for continuous research, improvement in the evaluation system, provision of learning and reading materials, and enhancement of management resources and facilities.

4.8.13 The Commission has particularly taken note of the significant role played in the past by the National Curriculum Development Center (NCDC) in improving the quality of education but now the Center is in dire need of revitalization. A number of recommendations of the Commission will be rendered ineffective if NCDC fails to undertake the formulation and development of curricula and instructional materials in various subjects, and more so in the new pre-vocational subjects and Ugandan languages. Having noted with concern the considerable decline in the quality of primary education in recent years and its bias towards academic subjects, the Commission feels that NCDC must be strengthened to enable it to prepare and continuously monitor the implementation of a more balanced curriculum in primary schools. Further discussion of NCDC's role and recommendations on its strengthening are given in Chapter X.

CHAPTER V

SECONDARY EDUCATION

5.1 Introduction

- 5.1.1** Since independence and particularly, during the 1980's Secondary Education has expanded considerably. A substantial increase in enrolment and number of secondary schools has been recorded. In spite of this development, the present situation is such that out of over 120,000 P.7 leavers every year, only about 40% are absorbed in the general secondary schools.
- 5.1.2** The expansion of secondary education has taken place, however, only in quantitative terms. Due to lack of systematic planning, the quality of education offered in most of these institutions has not been satisfactory. Nearly all the existing over 500 secondary schools require rehabilitation in terms of construction or repair of physical facilities and provision of equipment, furniture and educational materials. Nearly 40% secondary school teachers are unqualified and untrained. Considering the growth in primary school enrolment and lack of alternative outlets for primary school leavers, the expansion in secondary schools was necessary but should have been supported by systematic planning of facilities.
- 5.1.3** Empirical evidence has revealed that the existing structure of secondary education has failed to fulfill the aspirations of the secondary school graduates as well as the needs of the society in general. They all aspire for entry in higher education, but at present, out of about 10,000 UACE candidates, the University can absorb only about 20 percent, and other colleges/institutions of higher education, another about 25%.
- 5.1.4** Apart from being poorly equipped, the secondary schools offer limited educational opportunities to primary school leavers. The curriculum is designed in such a way that students hardly acquire proficiency in general and vocational subjects, let alone positive social attitudes. Further, the secondary schools have not been able to produce adequate number of Science and Mathematics graduates needed at the tertiary level of education. The results of 1988 UACE, however, showed some improvement for the first time when the School of Education at Makerere had excess science candidates to choose from. Another serious problem is that the financial resources are diverted largely to boarding schools to meet the costs of food and other non-instructional materials. This has hampered improvement in the quality of instruction and is not cost-effective from educational point of view.

5.2 Aims and Objectives of Secondary Education

5.2.1 The Commission, recommends the following aims and objectives of secondary education:

- R.43 The aims and objectives of secondary education should be
- i. instilling and promoting national unity and understanding of the social and civic responsibilities;
 - ii. promoting an appreciation and understanding of the cultural heritage of Uganda including its languages;
 - iii. imparting and promoting a sense of self-discipline, ethical and spiritual values, personal responsibility and initiative;
 - iv. enabling individuals to acquire and develop knowledge and understanding of emerging needs of the society and economy;
 - v. providing up-to-date and comprehensive knowledge in theoretical and practical aspects of innovative production, modern management methods in the field of commerce and industry and their application in the context of socio-economic development of Uganda;
 - vi. enabling individuals to develop basic scientific, technological, technical, agricultural and commercial skills required for self-employment;
 - vii. enabling individuals to develop personal skills of problem solving, information gathering, interpretation, independent reading and writing, self-improvement through learning and development of social, physical and leadership skills such as are obtained through games, sports, societies and clubs;
 - viii. laying the foundation for further education;
 - ix. enabling the individual to apply acquired skills in solving problems of the community; and
 - x. Instilling positive attitudes towards productive work.

5.2.2 It is evident that the current structure of secondary education cannot adequately fulfill above aims and objectives. The Commission, therefore, considered restructuring of secondary education for enabling students to achieve maximum benefit from this level of education.

5.3 Structure of Secondary Education

- 5.3.1 At present, the secondary education consists of four years of the Ordinary level and two years of the Advanced level course. The syllabus for S.1 and S.2 covers a great deal of revision work from P. 7 and some preparatory work, while the actual and meaningful teaching of secondary level subjects usually starts only in S.3. This, too, is geared to passing the UCE examination. The Lower Secondary syllabus is overloaded with subjects, most of which are inadequately covered in the two years of S.3 and S.4.
- 5.3.2 The Commission further notes that very little emphasis is put on vocational subjects and most of the secondary schools are inadequately equipped with facilities for teaching science subjects. This has led to ineffective teaching and learning of both science and vocational subjects.
- 5.3.3 At present there is very limited scope for secondary school leavers for further studies including teacher training. The commission feels that education and training opportunities for them need to be expanded.
- 5.3.4 Finally, the proposed change in the structure of primary education from seven to eight years and the introduction of pre-vocational work at the upper primary level, inevitably necessitate a change in the structure* of secondary education. Noting these lacunae and taking into account public opinion expressed through various memoranda, resource papers, brainstorming sessions and reports from up-country visits, the Commission recommends that the duration of secondary education should be reduced from the current six years to five years - three years of lower secondary leading to UCE and two years of upper secondary leading to UACE (See R.3).
- 5.3.5 The Commission feels that the first two years of secondary should now be appropriately used without losing time on revision of what is taught in primary schools. The Commission, further feels that the two years of Advanced level secondary education be retained for the purpose of giving adequate time for preparation to students who wish to continue higher education. This change would also enable the filtering of candidates who are ready for higher education from the large number of those completing UCE.
- 5.3.6 The Commission feels that the secondary education should gradually become specialized as students progress from S.1 to S.5. There is a need to tap ability, talent and skill at this level of education. Ideally, this level ought to offer a multipurpose curriculum. The Commission recognizes the economic limitations for adequately equipping all secondary schools for

such a curriculum. Keeping this in view, in Chapter III the Commission recommended that three types of secondary schools be established namely (i) Vocational Secondary Schools offering a range of specialized vocational subjects; (ii) Comprehensive Secondary Schools offering a multi-purpose curriculum; and (in) General Secondary Schools offering mainly academic subjects with one vocational subject. (See R.3).

5.4 Vocational Secondary Schools

5.4.1 The Commission recognizes that the existing Technical schools have a limited number of vocational subjects as part of their curriculum. However, these schools are not rationally located and optimally utilized. The teaching process in these schools is seriously hampered by an acute shortage of equipment and instructional materials.

5.4.2 The Commission notes that teaching of vocational subjects is very expensive and requires specialized teachers, equipment, buildings, workshops and laboratories. Considering the present state of Uganda's economy and anticipated availability of financial resources in future, it may not be possible to set up such Vocational schools in large numbers throughout the country. The Commission, therefore, recommends that:

R.44 At least, one Vocational Secondary school should be established in each district. This may be done by conversion of some of the present secondary schools into vocational Secondary schools. It may also be done by an overall diversification of curriculum in the present Technical schools so as to make them complete and effective Vocational Secondary schools.

5.4.3 The Commission noted that the courses offered in Technical schools were so designed that they became terminal courses, usually limiting opportunities for continuation to higher education. The Commission, therefore, recommends:

R.45 Vocational secondary education should not only cease to be terminal but should also provide students with diversified opportunities for further studies in their chosen vocational fields.

5.4.4 The Commission recognizes the existence of different cultural and linguistic groups as well as minority populations inhabiting the different regions of Uganda. A single curriculum involving general skills cannot meet the needs of all the diverse groups. The Commission, therefore, recommends that:

R.46 Each Vocational Secondary school, should impart, in addition to general skills, such skills which suit local conditions and needs of the community.

5.5 Comprehensive Secondary Schools

5.5.1 By a Comprehensive Secondary School, the Commission means a school which offers a multi-purpose curriculum, comprising both academic and vocational subjects. Every Comprehensive Secondary school should offer a minimum of four vocational subjects and a whole range of academic subjects.

5.5.2 The Commission recognizes that some secondary schools are currently offering a comprehensive curriculum to some extent. But almost all of them do not qualify for the status of a Comprehensive school. Furthermore, the Commission notes that the few practical subjects offered in these schools are generally not popular with students partly because there is no opportunity for pursuing these subjects at UACE level and partly due to inadequate provision of the equipment and materials required for the practical work. Even for the few higher secondary schools which offer vocational subjects, the Makerere University either does not give any recognition or gives low weightage to such courses while admitting students. The Commission, therefore, recommends that:

R.47 Some of the existing secondary schools, after careful selection, should be converted into properly constituted Comprehensive Secondary schools. To start with, there should be 16 such schools located equitably in the four traditional regions of the country. Gradually all general secondary schools should be converted into Comprehensive schools.

R.48 Every Comprehensive Secondary school should be developed into a viable institution with adequate staff, equipment and basic infrastructure.

5.6 General Secondary Schools

5.6.1 Most secondary schools in Uganda today fall in the category of general secondary schools, that is, post-primary schools which are largely academic in nature, usually without a single vocational or practical subject. The Commission believes that a majority of our secondary schools for many years to come will continue to belong to this category. In the light of what has been said above about the need for vocational and comprehensive education, the Commission has already proposed that a selected

number of general secondary schools should be converted into either Vocational or Comprehensive schools.

5.6.2 For providing general secondary education, it has been observed that educational expenses could be reduced considerably by establishing day schools. Such schools, if located suitably, would enable children to travel to and from the school with ease.

5.6.3 According to the current population estimates, a sub-county or Gombolola has on an average a population of 25,000 people. In the view of the Commission, this population adequately justifies establishment of a secondary school. The Commission recommends that:

R.49 In every sub-county there should be at least one General Secondary school.

5.7 Location of Secondary Schools

5.7.1 Geographical location of educational facilities is one of the most important aspects of educational planning. The Commission notes that global priorities fixed by national Plans have often failed to take into account inequalities among regions, different social groups and between urban and rural areas.

5.7.2 The Commission also observed that most of the schools in the country have been set up as a result of political pressure rather than through a systematic planning based on the need and economic viability. The present location pattern of schools reveals that there are either too many schools in close proximity or too few in areas of real demand for secondary education. A great majority of the schools do not have the necessary instructional materials and equipment. This has adversely affected the quality of education.

5.7.3 These deficiencies highlight the need for a systematic approach to geographical location of educational facilities. The Commission feels that it is only through interfacing national priorities with local conditions and requirements that educational plans could be implemented and become effective.

5.7.4 The Government will have to rehabilitate the existing school buildings, construct additional buildings and provide them furniture and equipment so as to achieve adequate instructional standards. This should be done after reviewing the current location of secondary schools. The criteria for opening a new

school should be laid down, taking into account the feeder primary schools in the area. The Commission recommends that:

- R.50 School mapping should be undertaken for location of new schools. Poorly located schools should be re-located in areas that meet the catchment and other criteria. This may sometimes imply the merger of two or more schools into one.
- R.51 With a view to achieve the objective of equity between sexes, co-educational schools should provide appropriate facilities for both boys and girls.
- 5.7.5 The Commission observes that there are at present many boarding secondary schools and a substantial part of their operational costs are borne by the Government. The operational unit costs in these schools have reached alarming proportions. However, in view of the useful purpose served by boarding schools, the Commission recommends that:
- R.52 The existing boarding schools should continue but the total boarding costs should be borne by the parents as is the case with primary boarding schools.
- R.53 In future all new Government aided General secondary schools should be day schools.

5.8 Secondary Education Curriculum

- 5.8.1 The Commission appreciates the fact that the existing secondary school curriculum provides for teaching of Science and practical subjects. This, in principle, is intended to produce school leavers who become immediately productive members of the society. The curriculum aims at a broad-based and pragmatic education, but in practice, its implementation in schools falls far short of the intended aims and objectives.
- 5.8.2 Not all schools have facilities, equipment and personnel to adequately cater for the curriculum requirements and this has made the curriculum as a mere guideline to schools. The prevailing situation has, therefore, resulted in considerable disparities in the subject combinations offered by the different schools.
- 5.8.3 In attempting to fulfill the stated aims, the existing curriculum has tended to be too extensive and diversified for one type of secondary school and consequently, the teaching of practical and science subjects has deteriorated considerably. In fact, most subjects offered at this level put emphasis on

academic performance while teaching of the practical subjects remains largely theoretical.

5.8.4 The Commission, therefore, realizes the need for the secondary school curriculum to adequately cater for. The extension of knowledge, development of skills and inculcation of civic and ethical values. The Commission recommends that:

R.54 Separate curricula should be developed for the General Secondary, Vocational Secondary and Comprehensive Secondary schools.

5.8.5 General Secondary School Curriculum: Most of the existing secondary schools offer what could be described as General secondary school curriculum. This curriculum includes subjects in areas of Physical and Natural Sciences, Arts, Practical subjects and Culture. The Curriculum further requires a choice of at least nine and at most ten subjects. The Commission recommends that:

R.55 At the UCE Level, the students should opt for one of the two main streams - Science and Arts. Every student must offer The following five core subjects.

- 1) National language
- 2) English
- 3) Mathematics
- 4) Basic Science (for Arts students) or Social Studies (for Science students)
- 5) One vocational subject to be chosen out of the following:
 - (a) **Technical Studies** covering Woodwork, Metalwork and Technical Drawing;
 - (b) **Home Economics** covering Clothing and Textiles, Food and Nutrition, Home Management and Health Education;
 - (c) **Business Studies** covering Shorthand, Typing, Office Practice, Principles of Accounts and Commerce;
 - (d) **Agriculture** including Animal Husbandry, Farm Machinery; and
 - (e) **Art and Crafts** including Fine Art, Commercial Art and Design Crafts.

R.56 In addition, the students must offer either Music or Physical Education. Further, students of Science stream should choose at least two subjects out of Physics, Chemistry and Biology; and students of Arts stream should choose at least two subjects out of History, Geography and Civics. A student need not offer more than 8 subjects but if he so desires, he can choose one or two of the following subjects:

- (a) A Ugandan Language,
- (b) Religious Education, and
- (c) A foreign language.

In all, his total subjects should not exceed ten.

5.8.6 **Vocational Secondary School Curriculum:** The existing Technical Schools and Technical Institutes are a semblance of the proposed Vocational Secondary schools. These are institutions in which emphasis is put on the use of tools in practical work in the fields of Technical, Agriculture and Business education. The Commission notes that these institutions have not been adequately equipped and staffed to provide the necessary skills and relevant knowledge. The Commission recommends that:

R.57 The Vocational Secondary school curriculum should offer English, Mathematics, Integrated Science, Social Studies and National language. In addition, the students should choose one technical/vocational subject group. (For the list of technical/ vocational subjects which these schools should offer, see R. 118).

R.58 All Vocational Secondary schools should be adequately equipped and staffed to prepare individuals for work, as well as for pursuing further studies and more advanced training.

Other recommendations concerning Vocational Secondary schools are given in Chapter VII.

5.8.7 **Comprehensive Secondary School Curriculum:** Currently some of the secondary schools have unique facilities which have not yet been put to proper use. Such schools have Technical, Agriculture, Business or Home Economics bias. In the opinion of the Commission, these schools are good examples of the type of schools which can provide the basis for the development of a Comprehensive Secondary school curriculum. The Commission recommends that:

R.59 Comprehensive Secondary school curriculum should offer courses from both General and Vocational secondary school curricula. The curriculum should, in addition, include Computer Science, Management Education and Community Development Studies.

R.60 Existing subjects which are closely linked with each other should be taught in an integrated manner to enable students to learn and appreciate inter-disciplinary approach to development.

5.8.8 From the views expressed in various memoranda, plenary sessions and up-country visits, the Commission noted that some subjects and courses offered at secondary level did not count seriously for entry to universities and other higher education institutions. This applies to such subjects as Agriculture - Principles and practices; Clothing and Textiles; Food and

Nutrition; Geometrical and Mechanical Drawing; Geometrical and Building Drawing; Woodwork; Metalwork and Engineering.

5.8.9 For some time secondary schools have been experiencing, a great shortage of educational materials. Practically all the basic educational materials are imported at a very high cost. The Commission recognizes the immediate need to alleviate the prevailing shortage of educational equipment and materials and recommends that:

R.61 Educational materials and equipment production centers should be established. As far as possible, they should use the available local resources for production purposes.

(Also see R.128)

R.62 A system should be established for motivating teachers to write books under the guidance of NCDC and arrangement should be made to publish them locally.

5.8.10 In order to assess the effectiveness of a given curriculum, it is imperative to carry out periodic evaluation studies. The Commission notes that there are several departments/organisations charged with research responsibility, but their scattered efforts have not been effective. These include the Planning and Statistics Unit of Ministry of Education, the National Curriculum Development Centre, the Central Inspectorate, Makerere University, and the Uganda National Examination Board. The Commission further notes that hardly any evaluation/ research studies have been undertaken on curriculum, mainly due to lack of resources and facilities. Besides, even when research studies were undertaken, they lacked effective co-ordination. The Commission recommends that:

R.63 The National Curriculum Development Center should be primarily responsible for conducting research and evaluation studies to improve the secondary education curriculum.

5.9 Co-curricular Programmes

5.9.1 Although the existing secondary school curriculum is extensive and places considerable emphasis on academic and practical subjects, very little emphasis has been given to co-curricular programmes. Such programmes require provision of adequate facilities, trained personnel, and allocation of sufficient time to these programmes. The Commission recognizes the vital role co-curricular programmes play in the personality development and character formation of the youth and recommends that:

- R.64 Every school should have activities leading to development of talent and enhancement of personality and character formation of the youth. The activities should include academic societies and clubs, debates, exhibitions, science fairs. Mathematics contests, cultural activities, drama, sports and games, hobbies, community work, productive use of leisure time, and patriotic ceremonies.
- 5.9.2 Uganda is endowed with sporting talents and, for a long time, it has been known as a sporting country. The responsibility for organizing sports in the country is vested in the Ministry of Youth, Culture and Sports. For fully tapping the sporting talents of the youth, both within and outside the schools concerted efforts have to be made by both the Ministry of Youth, Culture and Sports and the Ministry of Education. The Commission recommends that:
- R.65 The Ministry of Education should liaise with the Ministry of Youth, Culture and Sports in order to develop, encourage and co-ordinate more effectively sports, games and cultural activities in schools.
- 5.9.3 The Commission noted that the current system of organizing sports, games, music and drama programmes in schools and colleges does not adequately promote these activities. This is mainly because the responsibility for organizing these activities is vested in two or three Inspectors of Schools at the Central Inspectorate. Furthermore, very little effort has been made to provide funds, equipment and facilities. In most cases, individual schools and colleges are left to fend for themselves and this has often discouraged potential participants to come forward. Apparently, most of these activities are used simply for entertainment rather than for their educational value. The Commission recommends that:
- R.66 The Inspectorate of Education should provide a national framework for organization of sports, games, music and drama. This framework should establish an effective link between schools, and colleges at the local, regional and national levels.
- R.67 The Inspectorate should secure equipment and facilities to enhance co-curricular activities which are complementary to the general academic programmes.
- R.68 The Ministry of Youth, Culture and Sports should institute national trophies and awards to support co-curricular activities.

5.10 Assessment and Examinations

5.10.1 So far the education system in Uganda has been very much examination ridden. The problem is so serious that any subject which is not examinable by the Uganda National Examinations Board (UNEB) is not given the attention it deserves either by students or by teachers. The widespread practice of drilling, coaching and private tuition also represents a negative aspect of the examination system. The coaching system is detrimental for sound mental growth and needs to be curbed.

5.10.2 The Commission recognizes the fact that no system of education can do without evaluation and examinations. However, the scope and purpose of examination must be properly understood by students, teachers and the general public. The examination is not merely a tool to decide whether to promote a student from one grade to the next or from a lower to a higher institution. It provides the mechanism for assessing whether a student has acquired enough knowledge and skills and achieved the intended objectives of the curriculum. It also determines his level or standard of achievement. Furthermore, evaluation and examinations should serve the purpose of facilitating learning and of forming the basis for effective and meaningful instruction.

5.10.3 The Commission believes that both aspects of evaluation, namely, continuous assessment (which enables teachers to keep a record of student's daily academic performance, character attributes, attitude to work, and co-curricular activities) and final examinations (which are meant for assessing mainly the students' summative academic performance in an objective manner) are important. Both should be used to evaluate, the performance of each student.

5.10.4 The Commission is also aware of the need to enhance the reliability and validity of the examinations. The marks awarded to students are fallible and subject to error in evaluation and variability in the standard of marking by different examiners.

5.10.5 In order to improve the examination system at the secondary school level, the following recommendations are made:

R.69 Primary Leaving Examination results should cease to be the sole criterion for admission to secondary schools. Other criteria should include cumulative records and assessment based on identification of talents, character, special skills and achievement in certain core subjects that may be specified.

- R.70 The Uganda National Examination Board syllabus should be brought in line with recommended objectives of secondary Education curriculum.
- R.71 Schools should maintain cumulative record cards based on continuous internal assessment including class performance, participation in co-curricular programmes, community projects and creative activities. These assessments should be included in the school leaving certificates awarded to students.
- R.72 Improvement should be made in paper-setting and evaluation of answer-books so as to enhance the reliability and validity of examination results. A system of declaring results in the form of letter grades should be introduced, where applicable.
- R.73 Admission to the Advanced Level secondary education should be based on a combination of the following:
- a) the aggregate score in the best six subjects in UCE;
 - b) Assessment shown in cumulative record card and performance in special courses such as technical subjects. Home Economics, Agriculture and Business Studies; and
 - c) The aggregate score of the best three subjects relevant to the course applied for.

5.11 **Career Guidance and Counselling**

- 5.11.1 The changing socio-economic milieu within which the students learn requires that they must be given adequate career guidance and counselling. The Commission recommends that:
- R.74 Each secondary school should have at least one teacher responsible for career guidance. He should liaise regularly with higher education institutions in order to prepare periodic information regarding admission quotas in different fields of learning at the tertiary level for the benefit of the prospective candidates.
- R.75 The Commission recommends that there should be regular exchange of information among institutions about their facilities for further education and training. Also there should be provision for aptitude testing in schools so that students can be properly guided in the choice of courses offered in various schools.

5.12 Management of Secondary Schools

5.12.1 The Commission noted that the number of secondary schools have increased considerably from a small number of 65 in the year of independence to the current number of over 500 schools. This expansion has increased the responsibility for management of these schools. Furthermore because in most of the established schools, the enrolment and the number of teachers have increased considerably and the new schools are far too scattered all over the country, their effective management from the Ministry of Education Headquarters has become difficult.

5.12.2 Each secondary school is managed by an independent Board of Governors. However, the regulations relating to the management of secondary schools are based on the 1962 Rules of self-Governing Schools and the Education Act of 1970. These have become outdated due to vast change in the educational scenario in recent years.

5.12.3 The Commission further notes that the existence of considerable disparities among schools in size, location and facilities, demands a differentiation in responsibilities for management. Over a period of time, some schools have been established entirely through the efforts of parents, local communities and other voluntary agencies. The Commission feels that the Government ought to take cognizance of the ever increasing contribution from parents for the cause of education. The Commission recommends that:

R.76 The statutes relating to the management of secondary schools should be revised to articulate the functions of the Boards of Governors, the founding Bodies, the local authority and the headmasters.

R.77 In order to ensure efficiency, the Commission recommends that wherever necessary, a Board of Governors should be established to cater for the needs of a cluster of schools. This would not only enhance efficiency but also reduce costs of the Board meetings.

5.12.4 Some further recommendations concerning the management of schools are given in Section 10.7 of Chapter X. The problem of financing secondary education is discussed in Chapter XI.

CHAPTER VI

HIGHER EDUCATION

6.1 Definition and Structure of Higher Education

6.1.1 In Uganda, the terms Tertiary and Higher education are used interchangeably to refer to the advanced level of education offered beyond full course of secondary education.

6.1.2 Tertiary education is offered in universities, polytechnics, institutes, colleges and other such institutions that are affiliated to them. The following list constitutes the publicly funded institutions of higher education in Uganda:

- i. Makerere University;
- ii. Mbarara University of Science and Technology;
- iii. Institute of Teacher Education, Kyambogo;
- iv. Uganda Polytechnic, Kyambogo;
- v. National College of Business Studies, Nakawa;
- vi. National Teachers Colleges at Nkozi Mubende, Mbarara, Kabale, Masindi, Muni, Unyama, Ngetta, Nagongera and Kaliro;
- vii. Uganda Technical Colleges at Lira, Elgon, Kichwamba and Bushenyi;
- viii. Uganda Colleges of Commerce at Tororo, Soroti, Aduku, Pakwach and Kabale.

6.1.3 Other publicly funded institutions of tertiary education include the following Government departmental training institutions:

- i. Institute of Public Administration, Kampala;
- ii. Uganda Law Development Centre, Kampala;
- iii. Uganda Cooperative College, Kigumba;
- iv. Agriculture Colleges at Bukalasa, Arapai and Busitema;
- v. Forestry College, Nyabyeya;
- vi. Veterinary Training Institute at Entebbe;
- vii. Paramedical Schools (e.g. Radiography, Physiotherapy, Nursing etc);
- viii. Lands and Survey Training School, Entebbe.

6.1.4 Unlike the first category of publicly funded institutions, those under (i) to (vi) listed in Para 6.1.3 admit students not only after UACE but also after UCE. Those under (vii) admit students who have completed UACE, while the first two, namely, the Institute of Public Administration and Uganda Law Development Centre, also admit degree holders for their post-graduate professional courses of study.

6.1.5 In addition, there are privately funded institutions of tertiary education, which include the following:

- i. Islamic University in Uganda, Mbale;
- ii. Bishop Tucker Theological College, Mukono;
- iii. Ggaba National Seminary with its allied colleges at Katigondo in Masaka and Alokolum in Gulu;
- iv. College of Tertiary Studies, Bushenyi;
- v. Chartered Institute of Bankers, Kampala;
- vi. Nkumba College of Commerce and Advanced Studies, Entebbe

6.2 Aims and Objectives of Higher Education

6.2.1 The Commission is convinced of the crucial roles that higher education institutions, especially universities, play in the national development and promotion of national consciousness through the following traditional functions:

- i. Teaching to produce high level manpower;
- ii. Research, particularly applied;
- iii. Publishing of books, journals, and research papers;
- iv. Public service through a variety of extension activities;
and
- v. Serving as a store-house of knowledge and centre of excellence.

In the light of the above functions, the Commission recommends that:

R.78 Tertiary education institutions in Uganda should pursue the following goals:

- i. training high level technical, managerial and professional personnel for all sectors of national life;
- ii. generating advanced knowledge and innovations through research and to be able to translate or adapt them to local and Ugandan situations;
- iii. intensifying the provision of public services through expanded extra-mural or extension work and consultancy services;
- iv. developing the intellectual capacities of students to understand their local and national environment objectively and appreciate to develop the same;
- v. promoting the development of an indigenous scientific and technological capacity needed for tackling the problems of development;
- vi. equipping the students with knowledge, skills and attitudes to enable them join the world of work as useful members of their communities and the nation at large, especially through being:
 - (a) committed to and ready for community and national service voluntarily or when mobilized to do so;
 - (b) nationally conscious, tolerant of others and willing to work anywhere with fellow nationals;
 - (c) productive individuals with positive attitude towards personal, community and national development as well as believing in the dignity of labour and displaying a willingness to be involved in productive practical work.

6.3 Co-ordination of Higher Education

6.3.1 The Commission noted with concern an almost complete absence of a national policy on higher education in Uganda, and was even more concerned to- discover that there were no up-to-date statistics on the number of students studying at home and abroad, the institutions they- are studying in and the courses they are pursuing.

6.3.2 There has hardly been any systematic planning in higher education, which is evident from the haphazard manner in which institutions of higher learning have been set up in recent years. The negligence is further noticed from the poor state, of the physical facilities and the deteriorating quality of tertiary education.

6.3.3 The Commission strongly believes that in order to streamline the development and management of tertiary education in Uganda and to make it more efficient and effective, and capable of achieving the aims and objectives mentioned earlier, the deficiencies described above should be overcome. This can be done through the creation of a coordinating infrastructure. Consequently, the Commission recommends that:

R.79 A National Council for Higher Education should be established with the following units under it, namely:

- i.** A Joint Admission Board for Universities;
- ii.** An Examination Board for institutions other than Universities;
- iii.** A Bureau of Academic and Professional Standards;
- iv.** A Board for Human Resource Development.

6.3.4 The functions of the proposed National Council for Higher Education should include the following:

- (a)** Formulating policy guidelines for tertiary education for consideration by the Ministry of Education;
- (b)** Planning and evaluation of programmes pursued in the institutions of tertiary education;
- (c)** Mobilizing resources for universities and other tertiary institutions;
- (d)** Coordinating admissions to universities and other tertiary institutions;
- (e)** Examining and certifying candidates in non-university institutions which are recognized by the National Council for Higher Education;
- (f)** Validating various academic and professional courses and associated qualifications;
- (g)** Ascertaining the credibility of institutions awarding different kinds of certificates;
- (h)** Determining the equivalence of all types of academic and professional qualifications obtained in Uganda and elsewhere for the purpose of selection for further studies, job placement and for issuing certificates of recognition;
- (i)** Planning courses in higher education according to high level manpower needs; and
- (j)** Ensuring uniform high standards of education in tertiary institutions of equivalent level.

6.4 Establishing New Institutions of Higher Education

6.4.1 It has already been pointed out that the manner in which institutions of higher education have been established in Uganda and the nature of their location has left much to be desired. It is thus important to ensure that the establishment of new institutions of higher education as of other lower levels of education, should be based on prior systematic and coordinated planning.

6.4.2 The Commission is of the view that in establishing or expanding higher education institutions, the need for different levels of manpower to be produced should be duly taken into consideration. For instance, the output from the institutions training engineers, technicians and craftsmen should be planned to meet the requirements of industry and the economy. The Commission, therefore, recommends that:

R.80 For the establishment of a new tertiary level institution, there should be sufficient justification based on the following considerations:

- (a) the number of students completing Uganda Advanced Certificate of Education;
- (b) the capacity of the existing institutions of higher education;
- (c) manpower requirements of both public and private sectors;
- (d) development needs of the region and the principle of equity in providing facilities of higher education; and
- (e) The Government's capacity to provide financial resources for the establishment and sustenance of the institution.

6.4.3 In view of the fact that since independence emphasis has been put mainly on the expansion of secondary education, it has become imperative that attention should be turned to expanding tertiary education. The Commission, therefore, welcomes the establishment of Mbarara University of Science and Technology, with emphasis on applied sciences and medicine.

6.4.4 The Commission notes that even with the establishment of the Mbarara University, the two national universities cannot meet adequately the needs of Uganda for higher education. In fact, the demand for higher education is much more than what can be met by these two universities as well as by the new Islamic University in Uganda at Mbale. Moreover, considerations of equity and development needs of those regions of Uganda which are not served so far by any national university at present, justify the

establishment of new universities in these regions. The Commission, therefore, recommends that:

- R.81 Two new national universities should be established, one in the Northern region and the other in the Eastern region of Uganda when necessary resources become available.
- R.82 For those who cannot be accommodated in regular universities, and others who cannot leave their employment to pursue university education, an Open University should be planned and provided by the year 2000.

6.4.5 The Commission wishes to point out that the main characteristics of a polytechnic, apart from the ethics of learning for work and action, is the diversity of its courses. The Commission noted that courses offered at ITEK include teacher training in technical and business education including Commerce, Accounting, Typing, Home Economics and Agriculture for Secondary schools whereas the National College of Business Studies and Uganda Polytechnic, Kyambogo offer courses in similar fields including training of teachers for Technical Institutes. The Commission is of the view that it will be highly advantageous to bring all these courses together under a single institutional framework to form one large institution of learning for work.

If the proposed guidelines emphasizing the introduction of vocational subjects and setting up of Comprehensive schools, are adopted, then teachers must be trained in an environment which is conducive to action and involves training of people to work with their hands. An institution which combines teacher education, business studies, technical as well as technological education and science, provides such an environment. The Commission, therefore, recommends that:

- R.83 A full-fledged Uganda Polytechnic embracing the present Uganda Polytechnic, ITEK and the National College of Business Studies should be established to offer degree courses besides the existing Ordinary and Higher Diploma programmes, (see R.126)
- R.84 The current Technical Colleges at Elgon, Lira, Kichwamba and Masaka Technical Institute should be developed gradually into independent Polytechnics by the year 2000.
- R.85 No new National Teachers College should be opened in the near future and the existing ten colleges should specialize in such areas as Languages, Mathematics, Science subjects. Physical Education and Health Education. Some of them should

be transformed to train teacher educators for Primary Teachers Colleges and teachers for Special education as well as those for technical and vocational subjects.

- R.86 The present small training schools for the different para-medical subjects at Mulago should be merged into one large College of Para-medical Studies with a view to preparing candidates for the Bachelor of Science degrees in para-medical disciplines including advanced nursing and midwifery.
- R.87 The other specialized tertiary institutions in the fields of Agriculture, Veterinary Science, Forestry, Fisheries, Cooperatives, Lands and Surveys should be expanded and adequately equipped in order to enrich their offerings and capacity to admit increased number of qualified candidates, including those who are privately sponsored.

6.5 Admission to Institutions of Higher Learning

- 6.5.1** The Commission has noted that every candidate is free to apply to enter any of the tertiary institutions according to the specific requirements of the institution, and that application forms for admission have been so designed as to enable candidates indicate institutions of their preference.
- 6.5.2** The Commission has also observed that admissions to departmental training institutions are still tied to the projected places as determined by the Public Service Commission. 'It is our opinion that this practice must be given up since it limits the availability of the badly needed intermediate manpower. Indeed, some of these institutions are so small that they are no longer economical.
- 6.5.3** As regards the direct entry to Makerere University, the formal minimum requirements are: 2 Principal passes at UACE and 6 Credit passes in UCE. The Commission feels that the minimum requirement for entry to higher education should continue to be the Uganda Advanced Certificate of Education, as anything less than that would not provide the students the necessary academic preparation to enter university.
- 6.5.4** Moreover, a shift from UACE level to UCE as entry requirement will not bring about any reduction in the number of years of schooling and consequently no monetary saving either. With the recommendation made in this report that the length of the primary cycle of education should be eight years, and that of the secondary cycle five years, and most of the first degree

programmes continuing to be of three years, the total number of years required to produce a graduate is 16. On the other hand, if we remove the two years of upper secondary level and reduce the total years of secondary education to four, we shall have to extend the minimum period for university studies to four years in order to have 16 total number of years to produce a university graduate. This will be neither economical nor in the interest of students. Hence the Commission recommends that:

- R.88** The Uganda Advanced Certificate of Education should continue to be the entry requirement to tertiary education institutions. The requirement of six passes in UCE for admission should be dropped.
- 6.5.5** Currently, Makerere University has the Mature Age Entry Scheme for those not qualified to enter the university through the direct method. There are two arguments in favour of this entry scheme: one, it gives a chance to those who could not enter the university just after UACE for reasons beyond their control, and two, it provides an opportunity to those who are late developers. The Commission recommends that:
- R.89 The Mature Age Entry Scheme to Universities should be retained, especially for non-professional courses in the Faculties of Social Sciences, Science and Arts.
- 6.5.6** The present system of indirect entry to universities through the Mature Age Entry Scheme makes a lot of sense for candidates whose formal school education ended with UCE or UACE. But when this system is denied to candidates with Diploma qualifications (some of which are Makerere University Diplomas), it becomes absurd, to say the least. We do not see any sense in denying such diploma holders entry to the university since they are more qualified than those having UACE. The Commission recommends that:
- R.90** i. Candidates with national University diplomas should be considered for entry to universities provided that the degree courses which they have applied for are directly related to their diploma programmes, and they have had at least two years of post-training work experience.
- ii. Other candidates with non-university diplomas seeking admission (e.g. those from departmental training institutes of the Government or those with similar qualifications and work experience from other countries), must channel their applications with transcripts through the Bureau of Academic and Professional Standards - a division of the proposed National Council for Higher Education.

iii. Candidates with diplomas should be exempted from studying some of the prescribed courses for the degrees they have been registered for. This means that those exempted may complete their studies in a shorter period but not in less than two years.

6.5.7As of now, admission to the departmental training and tertiary institutions is controlled by the Public Service Commission through interviews and the numbers are restricted according to Public Service manpower requirements. As a result, many qualified candidates are denied entry. This practice ignores the fact that the current level of national development requires far more qualified candidates than the civil services can absorb. National development does not simply depend on employment in the public sector; it also depends on the availability of trained manpower capable of self-employment and service in the private sector.

6.5.8As a result of this practice, that is, of strictly tying admissions to the available vacancies in the civil services, there is a wasteful under-utilization of staff and infrastructure in these institutions. The Commission recommends that:

R.91 Admission to departmental and other tertiary education institutions should be made available to as many qualified candidates as the physical, manpower and financial resources of the institutions permit. Admission to these institutions should not be restricted only to meet the manpower requirements in the Civil Service.

6.6 Resources for Higher Education

6.6.1The fact that the physical resources of higher education institutions need to be adequate and of the right kind as well as of fairly high standard needs no emphasis. The Commission has noted with concern that because of the constant political instability in Uganda since 1966, and because of lack of financial resources, there has been gross negligence in the maintenance of buildings and other facilities such as offices and staff houses, lecture rooms and theatres, seminar rooms and science laboratories. Also libraries in institutions of higher learning seriously lack up-to-date reference books, text-books, journals, microfilms and research publications.

6.6.2The Commission is conscious of the fact that good education requires adequate financial and other resources. It wishes to warn that unless the physical facilities are rehabilitated. And the necessary instructional materials procured as early as possible, the high academic standards in our tertiary education

institutions would be difficult to maintain. To enable these institutions to achieve their traditional functions of teaching, research and public services through extension work, they should be provided with adequate and appropriate physical, manpower, and above all/ financial resources. Hence, in respect of physical resources, the Commission makes the following recommendations:

- R.91**
- i. The proposed National Council for Higher Education should produce planning guidelines for the physical development of universities, polytechnics, colleges and other institutions of higher education;
 - ii. Each higher education institution should prepare its own development plan and be guided by it;
 - iii. The existing institutions should focus on rapid rehabilitation, consolidation and planned expansion of physical plants and facilities.

6.6.3 The Commission has also noted with concern that the exodus of senior staff from tertiary education institutions, especially from Makerere University, has been mainly due their salaries being below subsistence level compared to higher salaries and fringe benefits elsewhere.

Also the lack of secure and attractive working environment at home, has been partly responsible for Ugandans to go and work abroad. According to the Eastern and Southern African Universities Research Programme (ESAURP), Makerere University offers one of the lowest salaries to its senior academic staff in the whole of Eastern and Southern Africa. The Commission therefore, makes the following recommendations:

- R.91**
- i. The institutions of higher learning should aim at achieving an average teacher/student ratio of 1:15. However, this ratio may vary from one type of institution to another depending on the requirements of the different courses.
 - ii. In order to attract and retain qualified personnel and minimize brain drain, periodic reviews of the salaries and other fringe benefits of senior academic and administrative staff in institutions of higher learning should be undertaken in order to ensure adequate wages for comfortable living.
 - iii. The terms and conditions of service in the Ugandan universities should compare favourably with those of other universities in the neighbouring states. (Minority view of two members of the Commission, Prof. J. P. Ocitti and Prof. A. Nsibambi);
 - iv. Creativity through publication of research studies and books by the faculty members of higher education institutions

should be encouraged through the institution of annual merit awards and other incentives.

6.6.4 The Commission is fully aware of the fact that in the development of physical resources and improvement of emoluments and fringe benefits of the staff in tertiary education institutions, one constraint, namely, the non-availability of adequate financial resources, remains central and most crucial.

6.6.5 It is further noted that almost all revenues to universities and other tertiary level institutions are contributed by the Government. But in view of the high inflation, these contributions are grossly inadequate for providing quality education.

6.6.6 According to the result of a research undertaken by ESAURP in 1987, the lowest unit cost per student throughout Eastern and Southern Africa was reported by Makerere University where only an equivalent of US dollars 343 per student were spent annually.

6.6.7 In view of these observations, it is imperative that the Government should review its funding policy with the seriousness it deserves. Government must accept that higher education, especially university education, is an expensive affair not only in Uganda but elsewhere also. It is important, therefore, that the Government should not shy away from this responsibility. Adequate financial resources have to be found and invested in higher education if it is to be meaningful and Uganda is to keep pace with other developing countries.

6.6.8 The ratio of the per student Government expenditure at the tertiary level to that at the level is about 200:1 in Uganda. At the tertiary level, the Government is responsible for meeting the total costs of both academic and non-academic, items including accommodation, feeding and financial assistance to students. While we call on the Government to increase its funding to tertiary level education, we are also convinced that the total cost of higher education should be shared by both the Government and the beneficiaries. As such, the following recommendations are made regarding the funding of higher education

R.94 Students and their parents should assume full responsibility for meeting all non- instructional expenses such as the cost of transportation to and from their homes, pocket money, feeding and dependents' allowances.

R.95 For the students who are unable to raise the necessary finances, the Government should establish a system of study loans to be repaid only when the student completes his studies and finds gainful employment.

- R.96 Tertiary level institutions, especially universities, should be encouraged and assisted in providing part-time paid employment to students to enable them to meet their financial obligations. If necessary, a corresponding reduction in the number of supporting staff should be made to provide such employment to deserving students. (As a fringe benefit, the work experience under this arrangement is likely to develop in students a positive attitude towards work and the dignity of labour).
- R.97 The financial responsibility of the Government to the students should be confined to the payment of tuition fees and bearing the costs of stationery, books, examinations and medical care. The expenditure on staff salaries and fringe benefits; and maintenance of physical facilities and all other requirements of an academic nature, should continue to be borne by the Government.
- R.98 Every tertiary education institution should be encouraged and assisted to generate revenue through providing, on commercial lines, the expertise in the form of consultancies; tapping alumni associations and initiating and running viable commercial enterprises, in addition to having the option of receiving external financial and material assistance through direct negotiations.

6.7 Higher Education Output

- 6.7.1** Tertiary level education institutions, especially universities, are conceived to have three main outputs which relate to three functions of teaching, research and public service. The Commission wishes to emphasize that higher education institutions the world over are considered as centers of excellence. Such institutions in Uganda should also accept this challenge and through practice demonstrate that they are, indeed, centers of excellence not only in Uganda but in the world, in general.
- 6.7.2** A review of the output of higher education institutions necessarily involves a review of all those activities which make this output possible. It is beyond the scope of this section to go into such an exercise but let it suffice to state that the basis for the maintenance of high academic standards in institutions of higher learning, very largely, depends on the provision of adequate physical, manpower and financial resources. In addition, there must be improvements in the institutional management patterns; the redesigning and restructuring of courses

and programmes of studies; carefully co-ordinated staff development strategies and adoption of appropriate modern educational technology and communication information systems. Hence, to strengthen the academic capacity of tertiary education institutions with the goal of upholding them as centers of excellence, the following recommendations are made:

- R.99** i. The proposed National Council for Higher Education should produce guidelines for the improvement of academic standards and quality of education in higher education institutions;
- ii. Obsolescence must be removed and laboratories and libraries must be modernized and well equipped;
- iii. New courses in subjects such as Biology, Architecture, Land Survey, Economics, Mining and Food Technology should be introduced to fill the existing gaps in programmes of studies.
- R.100 The current courses and programmes should be reviewed, revised or updated where necessary to make them more relevant and flexible. The semester system with provision of more optional courses should be introduced.
- R.101 As a way of promoting the quality of teaching and learning in higher education, opportunities for full-time or part-time professional training in teaching should be offered by the School of Education, Makerere University, to all staff members of tertiary level institutions who desire such training. The school should be adequately staffed and equipped for this role.
- R.102 To boost the supply and development of relevant textbooks for higher and secondary levels of education, qualified staff should be commissioned from time to time to write such books.
- R.103 The internal organization and administration of each university should continue to be based on the principle of academic freedom to select its students, appoint its staff, determine the content of courses and to teach, select areas of research and disseminate the results of such research. On the other hand, other higher education institutes, such as polytechnics and colleges, should be allowed to develop gradually before they achieve the goal of full academic freedom under the guidelines of the proposed National Council for Higher Education.
- 6.7.3** One major contribution of universities and other tertiary level education institutions is through participation in programmes of public service. In practice, this includes consultancy, board membership, public lectures and participation of students and

teaching staff in development projects at the grassroot level. The Commission recommends that:

- R.104 Each institution of higher learning should have carefully planned and co-ordinated public service programmes relevant to the needs of" various organizations, ministries and parastatal bodies as well as the private sector and the local communities, through extension activities beyond its campus.

6.8 Research in the Institutions of Higher Education

6.8.1 Research, like most other development activities in Uganda, has suffered due to a variety of reasons the most outstanding of which are the lack of finance, qualified teachers and motivated researchers. Further, infrastructures for research have been damaged and in some cases, research data and records have disappeared. Added to the above problems is the fact that while in the past, research in the institutions of higher learning was to a large extent, funded by foreign sources, in recent years, it has become increasingly difficult to obtain foreign assistance for research.

6.8.2 In the seventies the National Research Council was established as a co-ordinating organization for research. However, like most other organizations, it too, has been affected by lack of funds and personnel.

6.8.3 We need not reiterate the problems that have confronted this nation but we shall stress the importance of adequate funding for research because it influences the quantity and quality of research undertaken. In order to involve high caliber personnel in research, it is important to provide them sufficient facilities and finances.

To uplift the standard of research in universities and other institutions in the country, the Commission makes the following recommendations:

- R.105**
- i. The importance of research in the higher education institutions and elsewhere should be publicly recognized through provision of adequate funds;
 - ii. Research in the institutions of higher learning should be both applied and basic;

- R.106** i. The researchers should be assisted in publishing and disseminating the findings of their research for the benefit of various users and the general public; and
- ii. Information on research undertaken by individuals or teams of researchers in the universities and other institutions should be compiled and published periodically indicating the amounts spent and sources of funding.
- R.107** The National Research Council should be given a legal status and its relationship with other research institutions, including higher education institutions, should be clearly defined.
- R.108** Whereas the primary responsibility of funding research should lie with the Government, the universities and research institutions should endeavour to tap other sources of finance both locally and internationally.

CHAPTER VII

TECHNICAL AND VOCATIONAL EDUCATION

7.1 Introduction

7.1.1 The Commission recognizes the need to integrate learning and productivity at all levels of general education. This does not only provide a pre-vocational orientation to general education but also offers a firm foundation of vocational and intermediate technology education as well as training components necessary for the economic development of Uganda. Hence, the development of technical, commercial and intermediate technology education assumes special significance.

7.1.2 The rapid advancements in science and technology pose a great challenge to a developing nation like Uganda. Higher productivity in agriculture, diversification of the economy and industrialization demand an adequate supply of skilled manpower as a pre-requisite. From information gathered throughout the country the Commission noted that there was a general outcry urging the Government to expand and improve both pre-vocational and vocational education as a means of solving the problem of unemployment. This, of course, would also stimulate economic growth. Further, by equipping the learners with skills appropriate to the life and needs of the rural environment, it will promote the much needed development in rural areas.

7.1.3 The Commission considers that the existing technical and commercial education and training programmes within the Ministries of Labour and Education are based on the requirements of industry rather than the technological requirements of the rural environment and society as a whole. There is need for persons trained in handling and maintenance of tools, as well as making use of the tools and technical skills for productive activities.

7.1.4 The Commission noted that students who complete their courses at Technical Institutes have to undergo further apprenticeship training in order to meet the requirements of industry as skilled workers. It considered this arrangement as appropriate in that the individual continues to learn on the job. However, most of the employment opportunities are in small scale industries and enterprises which either do not require or cannot afford highly qualified craftsmen. It would, therefore, be useful for students to learn some business management techniques of small enterprises at Technical Institutes. Currently there are no post-secondary

institutions offering integrated technical and business management courses.

7.1.5 For a long time, a negative attitude has developed towards technical and vocational education which is treated as an inferior type of education traditionally reserved for those who lack resources to go in for academic type of programmes. Students completing technical/vocational courses are ill-equipped for self-employment, and avenues for further education are practically closed to them. Hence the Commission feels that the development of skills for self-employment would also be an essential part of technical/vocational education. For example, knowledge of how resources can be obtained for a private enterprise and how to utilise them optimally through knowledge of costs of raw materials and other inputs, organization of a line of production, maintenance of accounts and methods of marketing the products and services, are also important skills to be taught to students of technical and vocational education. Thus, while vocationalizing education, it is necessary to integrate technical and business education in order to fulfill the objectives of producing skilled persons capable of earning a living on their own. Also such education should provide them more opportunities for entry into a polytechnic. The Commission, therefore, recommends that:

- R.109 Technical and vocational education programmes should take into cognizance the need to change the negative attitude towards this type of education and strive for attracting the best students with aptitude for such education.
- R.110 (i) There should be a planned merger of Uganda Colleges of Commerce and Uganda Technical Colleges in order to integrate technical and business education; and
- (ii) More opportunities should be opened for entry to the higher level of polytechnic education.

7.1.6 Currently, Technical Schools are post-primary institutions which award a Uganda Junior Technical Certificate (UJTC) at the end of a three-year course. At this level, there are also three farm schools concentrating on Agriculture education. At the next level, Technical Institutes admit the general secondary school leavers with UCE as well as holders of a UJTC with adequate field experience. The two-year programme offered in the Technical Institutes is considered equivalent to an Advanced level General secondary school education (UACE), though the programme is terminal for the craftsmen awards. Technical Institutes offer a number of courses in technical/vocational subjects, including

Agriculture Mechanics (in two Technical Institutes). At the next level, Uganda Technical Colleges (UTCs) admit students holding UACE with science subjects from the Advanced level of General secondary education with a science bias as well as holders of the Full Technical Certificate (FTC). These students are awarded an Ordinary Diploma after a two-year training programme. The Uganda Polytechnic Kyambogo (UPK), offers a Higher Diploma in addition to the Ordinary Diploma. However, there exists an overlap in that the programmes of UPK and National Technical Colleges include those of Technical Institutes.

7.2 Aims and Objectives of Technical and Vocational Education

7.2.1 Vocationalization of education involves a continuous process of integrating science, technical and intermediate technology, commercial and agricultural education.

7.2.2 The major aims of this education are:

- i. To stimulate intellectual and technical growth of students in order to make them productive members of the community; and
- ii. To produce craftsmen, technicians and other skilled personnel to meet the demands of industry, agriculture and commerce as well as teaching of technical and vocational subjects.

Based upon these broad aims, the Commission recommends:

R.111 The programmes designed for vocational education should have the following objectives:

- i. To facilitate interpretation, application and translation of basic knowledge and understanding of fundamental facts and principles of scientific processes and techniques to be able to produce and use tools and labour-saving devices for productive work;
- ii. to inculcate an appreciation of labour and the environment as a resource base;
- iii. To impart skills necessary for the protection, utilization and conservation of environmental heritage;
- iv. To refine and consolidate indigenous artistic and technological skills in order to produce things of aesthetic and cultural values;
- v. To consolidate, synthesize and apply the ability to use the head, the heart and the hand towards innovation, modernization and improvement in the quality of life; and

- vi. To broaden and increase technological awareness, and capacity of the learner to engage in productive activities for becoming self-reliant;

In order to achieve the stated aims and objectives, the Commission further recommends that:

- 112 The instructional programmes and activities in all courses of vocational education should establish a link between what is taught about the principles, processes, materials, machines, etc. and developmental needs of the country.

7.3 **Restructuring of Technical and Vocational Education**

7.3.1 Vocational education is essentially polytechnic in nature as it integrates technical, scientific, commercial, and agricultural and technology components of education. In this context, the existing technical, commercial and agricultural schools and institutions which admit students with qualifications below the Advanced level Secondary education (UACE) constitute the category of institutions offering intermediate technology. Career improvement in this field tends to be based on good performance through apprenticeship and on-the-job training. Opportunities in this area may lead to the award of a Full Technical Certificate (FTC). This is a specialist technical grade which is far beyond the intermediate technology education because the certificate is awarded after taking into account proficiency, apprenticeship and on-the-job training.

7.3.2 The proposed restructuring of technical and vocational education takes into account recommendations for the curriculum of general secondary education and the consolidation of existing Technical schools as Vocational schools. The structure offers four years of pre-vocational education in the upper primary schools, three years of vocational (polytechnic) education open to primary school leavers and further a two-year course open to those passing from vocational and general secondary schools. Thus, there are three levels of this type of education:

Pre-vocational (Stage I),
Vocational Ordinary Level (Stage II), and
Vocational Advanced Level (Stage III).

7.3.3 Vocational Education (Stage 1) The Commission notes that the original goals of primary education were to ensure that children would acquire literacy and numeracy as they grow up. But contemporary aims include the introduction of science and technical subjects in primary schools, based on the understanding

that science and technology are the key to the future. The Commission recommends that:

- 113 The aims of pre-vocational education at the primary level should be:
- i. to enable the pupils to master fundamental knowledge and techniques used in vocational tasks;
 - ii. to develop the children's ability in the use of hands and head and to educate them to appreciate the value and role of labour in public welfare;
 - iii. to promote rational thinking and attitudinal change in favour of productive manual work;
 - iv. to stimulate interest among pupils in the acquisition of basic skills ultimately leading to development of technological awareness in the masses; and
 - v. To promote the integration of technical subjects with other subjects.

7.3.4 The Commission, having taken into account the tender age at which children start schooling, has recommended that pre-vocational education should be offered in the upper primary grades, from P.5 to P.8. (See R.26). As regards the curriculum, the Commission feels that, in order to fulfill the aims and objectives of pre-vocational education, it needs to be broadened to promote the development of a variety of skills. Schools must provide necessary facilities for that (also see Section 4.6.5). In particular, it is recommended that:

R.114 For teaching agriculture and other vocational subjects, Each school should have a good farm and/or other production units.

R.115 Student should be encouraged to participate in private agricultural projects, which should be properly supervised, assessed. and rewarded.

7.3.5 Vocational Education Ordinary Level (Stage II) Vocational education - Ordinary Level, that is, lower secondary, is meant for primary school leavers. It will be of three years duration and will be provided in Vocational Secondary schools.' Its focus will be on the acquisition of skills in ordinary crafts, as already indicated in Section 5.4 of Chapter V. The Commission recommends that:

R.116 The vocational education to be provided at the lower secondary stage should emphasize the following points:

- i. To lay the foundation for producing skilled, disciplined and technology conscious citizens, who actively contribute to the improvement in the quality of life of the people;
- ii. to accord technical training the status of other traditional academic subjects; and
- iii. To allocate adequate time to technical subjects comparable to that given to Mathematics and Science.

R.117 Technical and Commercial schools should be adequately equipped and converted into Vocational secondary schools.

7.3.6 Currently the courses offered in Technical Schools are terminal, providing limited opportunity for further education to those passing from these schools. The Commission feels that while the new Vocational secondary schools should be terminal for most students, they should also adequately prepare them for entry to Technical Institutes and other advanced levels of education, which offer further opportunity for entering Polytechnics. (See R.45 and R.58).

7.3.7 The Commission recognizes the need to offer a variety of technical/vocational subjects in Vocational Secondary schools and suggests that in addition to the general academic subjects listed in Chapter V on secondary education, the students should be able to choose one of the several technical/vocational subjects which the schools may be offering (see R.57). The Commission recommends that:

R.118 Students of Vocational Secondary schools should choose one technical/ vocational course for specialisation. Given below is a list of such courses grouped under seven broad categories:

(a) Civil Engineering

- Construction of buildings and roads
- Block laying and concrete practice
- Masonry
- Plumbing
- Carpentry & Joinery

(b) Electricity/Electronics

- Radio and television repair
- Tele-communications
- Refrigeration and air-conditioning
- Electrical installation

- (c) **Agriculture and Food Science**
 - Bee keeping
 - Farming
 - Crop and livestock husbandry
 - Forestry
 - Fishery and poultry
 - Processing and packaging agricultural products
 - Food science and Catering
 - Cooking and Baking
 - Making fishing gear
- (d) **Textiles and Clothing**
 - Textile and fibre technology
 - Tailoring
 - Laundry and dry cleaning
- (e) **Commerce and Business Management**
 - Accountancy
 - Typing and office practice
 - Computer programming, data entry and word processing
- (f) **Art and Crafts**
 - Painting
 - Interior decoration
 - Stonework and Plastics
 - Glass blowing
 - Ceramics and Pottery
 - Carving and Sculpture
 - Leather work, Shoe making
 - Making musical instruments
 - Making sports equipment Mat and carpet weaving
 - Printing and Binding
 - Graphic Design
- (g) **Mechanical Engineering and other Trades**
 - Technical drawing
 - Metal? work
 - Motor vehicle maintenance
 - Boat building
 - Machine shop, welding

R.119 The teaching of Mathematics and Physics in Technical Institutes should be strengthened to enable graduates of these institutions to pursue the Ordinary Diploma courses in Technical colleges.

R.120 For admission into Vocational Secondary schools consideration should be given to the proficiency in practical skills while for entry to Technical Institutes preference should be given to holders of craft certificates.

7.3.8 Vocational Education Advanced Level (Stage III)

Vocational education (Advanced level) is intended for students from Vocational, General and Comprehensive secondary schools who want to specialise further in any technical or vocational subject. At this level the course will be of two years duration and it will lead to the acquisition of Advanced Crafts Certificate. Such education is offered in Technical Institutes. The Commission recommends that:

- R.121 At the Advanced level of the Vocational secondary education, there should be provision for further specialisation in one of the technical/vocational subjects. The following is a provisional list of such subjects:

| | |
|-------------------------------|-----------------------------------------------|
| Machine Shop Practice | Refrigeration & food pre-servation |
| Woodwork | Graphic Design |
| Auto-mechanics | Accountancy |
| Electronics | Stenography and typing |
| Glasswork | Costing and marketing |
| Power & Energy | Silviculture |
| Machine maintenance | Enviromental protection |
| Agricultural Mechanics | Health & Nutrition |
| Boat building | Textile & fiber technology |
| Computer programming | Leather work |
| Architecture | Brick work and masonry |
| Fitter Mechanics | Mat and carpet weaving |
| Toy making | Civil Engineering Practice |
| Painting | |

- 7.3.9** For many years, technical and vocational education has been differentiated from the general education. As a result of this practice, educational institutions are identified with the type of curriculum offered in them. With the modern emphasis on integrated and inter-disciplinary approach, it is becoming increasingly irrelevant to treat technical and vocational education in isolation from general education. This education ought to be integrated into the entire education system at all levels. In order to ensure adequate preparation and provide continuity, the Commission recommends that:

- R.122 For the students from General and Comprehensive Secondary schools who intend to pursue further studies in technology there should be adequate practical training component in the technology courses meant for them in the Polytechnics or Universities.

- R.123 The Vocational education (Advanced level) should offer opportunities for students to proceed to:
- i. Technical colleges for acquiring Ordinary Diplomas;
 - ii. Teacher colleges to train in the teaching of technical and vocational subjects;
 - iii. Polytechnics for Ordinary and Advanced diplomas and degrees;
 - iv. Universities; and
 - v. The world of work.

For those joining Polytechnics/Universities, necessary foundation courses in physical sciences and mathematics should be provided to enable them to become at par with those coming from General/Comprehensive Secondary schools.

R.124 Masaka Technical Institute should be fully rehabilitated and become a Technical College.

R.125 In due course, the Uganda Technical Colleges and the Uganda Colleges of Commerce should be developed into Regional Polytechnics to be located at Elgon, Lira, Kichwamba and Masaka. (Also see R.84).

R.126 The proposed Uganda Polytechnic, Kyambogo (See R.83) should be well-equipped to offer facilities to which the Regional Polytechnics should also have access. Higher Diplomas not offered elsewhere and Bachelors degree, in Engineering, Commerce and science subjects as well as the B.Ed, degree in Education, should also be offered by it in addition to the existing Ordinary and Higher Diploma programmes.

7.4 **Distribution of Vocational Institutions**

7.4.1 The Commission recognizes the inadequacy of resources as well as lack of consumable supplies for the proper teaching of science, commercial and technical subjects. It notes the need to rehabilitate the existing infra-structure, upgrade the levels and enhance the provisions of equipment and materials. Furthermore, if vocational education is community-based, the location of Vocational schools will largely be determined by the primary schools in catchment areas, availability of local materials and the ease with which existing Technical Schools can be converted into Vocational Secondary schools. The existing distribution of Technical Institutes also needs to be streamlined. The Commission has already recommended that existing Technical Schools should be

converted into Vocational secondary schools and where necessary new ones will be opened so that there is at least one such school in every district. (see R.44). Here the Commission further recommends that:

R.127 The Planning of new Technical Institutes should take into account their polytechnic role and the contributions they would make to the development of semi-skilled and middle level manpower. In due course, there should be one Technical Institute in each district.

7.4.2 The Commission takes it for granted that intermediate technology education is community-oriented. Hence Technical Institutes should serve as multi-functional centers for agro-industrial development of the area by taking up such projects as processing and packaging of agricultural and industrial products, providing tractors and farm implements on hire to farmers and assisting teachers in teaching vocational subjects in schools.

7.5 Curriculum for Intermediate Technology

7.5.1 It is important for the curriculum of technical and vocational education to be polytechnic in nature. However, institutions sought to put emphasis on development of specific skills. The recognized areas of specialization are agriculture, commercial and technical education. This, in essence, implies that science, technology and commercial education are inter-related and should essentially satisfy the needs of its surrounding locality, which is the basic function of intermediate technology.

7.5.2 The proposed curriculum for intermediate technology is an enrichment of the background acquired in primary schools, and puts more emphasis on integrated teaching of technology, science and mathematics. Particular teaching contents will be determined in accordance with local needs and conditions of the school. Provisional lists of technical and vocational subjects to be taught at lower and upper secondary levels have been given under Recommendations R.118 and R.121.

7.6 Resources for Vocational Education

7.6.1 The Commission realizes that considerable financial resources are needed for providing facilities, equipment and materials relevant to the teaching of various technical/vocational courses- in Vocational Secondary schools. Technical Institutes and Technical Colleges. Unfortunately, this education has always been under-funded in budgetary provisions. The 1987/88 education budget indicates that the estimated recurrent expenditure on technical education was shs. 4.7 million, which is only .23% of the total

budget. Also the development plans have given low priority to technical education. Yet the contributions that this sector of education makes to national development are sufficient justification for more liberal funding.

7.6.2 Low funding coupled with high cost of equipment and materials, usually procured from abroad, has adversely affected the quality of technical education. There is a need to increase national capacity to produce the required materials and equipment rather than depend on imports. The Commission recommends that:

R.128 The Science and Technology Equipment Production Unit (STEPU) at the National Curriculum Development Center which is presently at its pilot stage, should be strengthened and developed to meet the need for producing the required materials for teaching Science and technical subjects.

7.6.3 The Commission recognizes the fact that high costs of technical education cannot be fully met by the students and yet they have to be suitably educated and equipped with appropriate practical skills for converting national resources into national wealth. There is no alternative, but to find adequate resources for providing good quality technical/vocational education. The resource constraint, however, might result in phasing the programme of vocationalisation over a longer period of time. The Commission recommends that:

R.129 All Technical/Vocational institutions should have adequate equipment and qualified staff so that the quality of education is not adversely affected.

R.130 Conversion of General secondary and Technical schools into Vocational Secondary schools should be carried out in a phased manner with sufficient advance planning and commitment of financial resources.

R.131 All Technical and Vocational institutions should produce some goods and provide services in order to earn income to meet a part of their expenses.

7.6.4 The Commission noted that most Technical Schools/institutes at present do not have adequate hostel and other facilities for girls. The Commission feels that girls should be provided equal opportunities for technical and vocational education, and hence recommends that:

R.132 Technical institutions should have adequate facilities for girls. In the existing institutions, necessary adjustments should be made to provide these facilities.

CHAPTER VIII

TEACHERS AND TEACHER EDUCATION

8.1 Introduction

8.1.1 The quality of education of any country depends to a large extent on the quality of its teachers. No education system can succeed without adequately trained and motivated teachers. Teachers play a key role in proper implementation of various education policies and programmes.

8.1.2 The teacher has many developmental roles to play among which are:

- i. skilfully imparting of knowledge to help the learners develop both the desire and ability to learn;
- ii. encouraging the development of the student's individual personality and guiding him/her in forming positive and acceptable social values;
- iii. promoting the spirit of collective responsibility of the school and the teaching profession; and
- iv. Bridging the gap between educational institutions and the community to ensure proper fulfilment of the functions of the schools and colleges towards the community.

8.1.3 A teacher has to identify himself with the community in which he lives and works. A successful teacher should have the ability to forge affective links, assess the needs of the community and participate in fulfilling those needs.

8.1.4 Experience has shown in Africa and elsewhere that teachers as individuals can contribute to nation building through loyalty to the State and participation in solving national problems provided that they are properly mobilized and motivated. For instance, teachers are known to have participated in several national development programmes like literacy programmes and community based projects. In Uganda today, a number of teachers are involved in the Primary Health Care programmes in rural areas. However, it is now widely known that people give less preference to teaching as a career. This is evident from relatively low enrolments in Teacher's colleges. A national campaign to attract and retain devoted persons in teaching profession is necessary.

8.1.5 Education is a tool for development and there is a functional relationship between education and development. As a country strives to develop, it requires an education system which is manned by trained teachers and is capable of producing the necessary manpower and appropriate technology to enhance and sustain its growth and development.

8.1.6 However, in Uganda, the education system has not been able to produce the necessary number of trained teachers for numerous reasons. There are many untrained/licenced teachers teaching in schools. For example, in 1988, 56% of the primary school teachers were untrained. The secondary schools had 40% untrained and undertrained teachers and the Primary Teacher Colleges (PTCs) between 20% and 25% untrained tutors during the same year. The problem of shortage of trained teachers at various levels of education has become worse due to the failure of teacher training institutions to attract capable and interested students. Most of the PTCs are not being utilized to their full capacity.

8.1.7 There is a need to design appropriate programmes for effective teacher training. This will require improvement in the provision of physical facilities and other resources for training.

8.1.8 Appropriate measures need to be taken to identify, attract and retain suitable persons into the teaching profession. Both the pre-service training and in-service components require improvement. Further, it is essential that the terms and conditions of service of teachers be improved.

8.2 General Aims of Teacher Education

8.2.1 The Commission reviewed the state of affairs of teacher education in Uganda and recommends that:

R.133 The aims and objectives of teacher education should be:

- i. to broaden and deepen the trainee's own academic knowledge of the teaching subjects;
- ii. to produce competent, reliable, honest and responsible teachers;
- iii. to produce highly motivated, conscientious and efficient teachers;
- iv. to develop and deepen attitudes of development, respect for work, loyalty and a spirit of self-reliance;
- v. to instil professional ethics and develop an enquiring mind for innovative education;
- vi. to cultivate a sense of national-consciousness and professional code of conduct;
- vii. to prepare teachers for co-curricular activities as well as guidance and counselling as a part of their duties; and
- viii. To prepare teachers for educational administration.

8.2.2 These general aims must be articulated for the relevant levels of the education system.

8.3 Pre-Primary Teacher Education

8.3.1 Aims of Pre-primary Teacher Education: The Commission noted that the Pre-primary teacher education in Uganda has hitherto been undertaken by the non-governmental organizations (NGOs) like Y.M.C.A., Y.W.C.A., Sanyu Babies Home Training School etc. The Commission feels that the formal system should take on this task. In particular, the Commission recommends that:

R.134 The Government should select one PTC in each district and provide it with adequate facilities to introduce programmes of teacher training for pre-primary education.

83.2 The curriculum for Pre-primary teacher education needs to be designed and developed. The training of nursery school teachers should emphasize a strong command of the local language within the child's environment. An evaluation of their performance should be made and successful candidates should be awarded Grade III Teachers' Certificate in Early Childhood Education Methods.

R.135 A crash training programme should be undertaken to prepare teacher educators for pre-primary education.

8.4 Objectives of Primary Teacher Education

R.136 In the opinion of the Commission, the following should be the specific objectives of Primary Teacher Education;

- i. to enable students to acquire basic knowledge and skills of how children grow, develop and learn;
- ii. to impart knowledge, skills and attitudes to students that would enable them to prepare children for basic education;
- iii. to prepare and lay foundation for the next level of education;
- iv. to stimulate awareness of the society's economic and cultural needs;
- v. to promote positive attitudes towards work and self-reliance for guiding pupils in pre-vocational education; and
- vi. To enhance moral and ethical values in the society in which they work.

8.5 Organization and Control of Primary Teacher Education

8.5.1 Government is responsible for the administration and control of Primary Teacher Colleges. This includes funding, staffing, supervision and discipline. The PTC's receive grants at the rate of shs.80 per student per day, which is quite inadequate to cover the procurement of instructional material and books, food and other basic requirements of the students. In addition, a small capital grant, which varies from one PTC to another, is paid to each PTC for the repairs of buildings and furniture and for the maintenance of water supply, sanitation, lighting, and transport. The Teaching Service Commission selects students entering Primary Teacher Colleges. The minimum entrance requirement for Grade III Teachers Colleges is UCE with four passes in relevant teaching subjects. The duration of the course is two years during which teachers are prepared to teach all subjects in primary schools. However, a majority of students tend to be an academically frustrated lot who joins teaching as a last resort, while others use teacher training only as a stepping stone. This has resulted in a considerable decline in the enrolment and a high dropout rate in these colleges. For instance, while in 1987/88, the total students enrolled in the PTCs were 16,450, their number declined to 13,144 in 1988/89. This is against a total capacity of about 18,800 with an average of 200 students per college.

8.5.2 The Institute of Teacher Education, Kyambogo (ITEK) has assumed the responsibility which was formerly that of the National Institute of Education, Makerere University for curriculum development, evaluation and certification of Grade III teachers. The Commission recommends that:

R.137 The Teaching Service Commission, to be redesignated as Education Service Commission, should cease to interview students entering PTCs; and should be concerned mainly with appointment of qualified teachers and their confirmation, promotion and code of conduct.

R.138 The proposed Uganda Polytechnic (after the merger of UPK, ITEK and NCBS) should take over the responsibility of examination and certification of Grade III teachers while the National Curriculum Development Centre (NCDC) should be responsible for curriculum development.

8.5.3 The curriculum should be covered over a period of two years. Emphasis should be on continuous assessment and evaluation of students. All students should be exposed to the entire primary school curriculum. They should, however, be allowed to specialize

either in teaching methods for Lower Primary level or Upper Primary Level. The core subjects which all students must study should include Child Psychology, Measurement and Evaluation, History and Philosophy of Education, Background to Primary School Subjects, Teaching Practice, Adult Education Methods, Code of Ethics, Terms and Conditions of Service for Teachers; Practical Subjects, Guidance and Counselling, Religious and Moral Education and Educational Technology (including use of Audio-visual Aids and Distance Education Methods).

Given below is the list of subjects to be covered in Lower and Upper Primary classes:

Lower Primary

English (reading and writing), Numbers and Simple Arithmetical Operations, Religious Education, Environmental Studies including Health Education, Area Language and Arts & Crafts

Upper Primary

English, Area Language, Mathematics, Social Studies, Religious Studies, General Science including Health and Family Life Education, Art & Crafts, Agriculture, Vocational subjects, Home Science and Physical Education.

8.6 Curriculum for Primary Teacher Education:

8.6.1 The present primary teacher education curriculum provides a general exposure to academic and professional subjects. This curriculum was developed over a decade ago and since then no revision has been done. Moreover, the curriculum was designed for primary school leavers entering training for Grade II Teacher Certificate. Thus, it is not suitable for holders of UCE in view of the Commission's recommendations on lengthening the primary cycle and including pre-vocational subjects in upper primary classes.

R.139 Every effort should be made, as a matter of urgency, to review the present syllabus of PTC's to include the new practical skill oriented subjects.

8.6.2 The curriculum to be designed should:

- i. provide relevant and adequate content to meet the needs for teachers' academic and professional growth;
- ii. provide opportunity to teachers to attain necessary knowledge and skills in pre-vocational subjects to be introduced in primary schools;

- iii. be geared towards the realization of the relationship between learning and instruction and meeting the needs of the community;
- iv. provide opportunity to students to engage in productive activities so as to attain self-reliance; and

8.7 Resources for Primary Teacher Education

8.7.1 There are 94 PTCs responsible for the training of Primary school teachers. Between 1982 and 1987, 61 primary schools were converted into PTCs. Some of the colleges are still sharing facilities with primary schools without any modification and, therefore, lack essential infrastructure. Besides, the old colleges are in dire need of repairs and general maintenance including replacement of equipment and furniture. Most colleges are small with an average capacity of 100 compared to an optimal size of 200 student places.

8.7.2 In general, all Primary Teacher Colleges are seriously under-staffed and a majority of them have underqualified tutors. The Commission feels that steps should be taken to mobilize greater resources for Primary Teacher Colleges and recommends that:

- R.140** Government should renovate, repair and replace buildings and equipment in the Primary Teacher Colleges as a matter of priority.
- R.141 Further expansion of the number of colleges should cease in favour of consolidating and making the best use of the present ones. *
- R.142 Some of the existing PTCs which are too small in capacity should be merged and their development and proper utilization should be adequately planned.
- R.143 Each district should have at least one but not more than of three Primary Teacher College(s), depending on the number of primary schools in the district. All PTCs should provide in-service training programmes for teachers.
- R.144 Every Primary Teacher College should have adequate instructional materials and facilities including workshops, science laboratories, library, classrooms, games and recreational facilities, kitchen and dining hall, staff houses, transport, drinking water, lighting facilities and dormitories.

8.7.3 The Commission notes with concern the large number of untrained teachers currently teaching in primary schools. The Commission also notes the great demand for new teachers for introducing universal primary education (UPE) by the year 2000. It, therefore, recommends that:

- R.145 Opportunities should be provided for untrained teachers to Receive "on-the-job" training.

A crash training programme should be organized to produce the large number of teachers required to meet the target 6 UPE. Selected colleges and satellite schools should be used for training with the help of coordinators appointed from the teachers colleges. Experienced head teachers and district inspectors of schools should assist in the instruction and evaluation of the programme.

8.8 Secondary Teacher Education

8.8.1 Secondary school teachers are trained in three types of institutions namely, National Teacher Colleges (NTCs), Institute of Teacher Education, Kyambogo (ITEK) and universities.

8.8.2 At NTCs, students who have UACE, are required either to take two main subjects plus a professional course of training or specialize in one main subject in addition to professional subjects. The duration of the course is two years and teachers are qualified to teach up to Uganda Certificate of Education level. The annual output of this category of teachers is 1,200.

8.8.3 ITEK has embarked on a Bachelor of Education (B.Ed. degree programme for experienced Grade V teachers. The students are required to take two main subjects for their degree course. About 200 students complete this course each year and nearly half of them are trained for secondary schools. The remaining graduates specialize in:-

Curriculum & Evaluation
Teacher Education, and
Administration & Supervision

8.8.4 ITEK also offers a 2-year diploma course for secondary school teachers in subjects such as Home Economics, Business Studies, Metal work, and Art & Crafts. In addition, ITEK trains teacher educators for PTCs and teachers for Special Education. Both these courses take two years leading to the award of a Diploma in Education. About 130 teachers enroll annually for this course.

8.8.5 8.8.5 Makerere University offers the following programmes for training of secondary school teachers: B.A. and B.Sc. with Education of three years duration; a Post-graduate Diploma in Education of one year duration for secondary school teachers, and tutors for teacher colleges. Furthermore, in-service programmes for experienced teachers are also offered leading to the award of a Master's degree. The total annual output of graduate teachers from the Makerere University is about 600. Now the new Universities at Mbarara and Mbale are also offering degree level courses in Education.

8.8.6 All these programmes taken together have an annual output of about 2,000 teachers. It has been noted in Chapter IV on Secondary Education that secondary schools are operating with 40% untrained teachers. With the reorganization and restructuring of secondary education, the requirement of teachers will change both in quantity and quality.

8.8.7 The Commission feels that specific aims and objectives of secondary teacher training should take into account problems facing new entrants into the teaching profession and the proposed changes in the education system. The Commission, therefore, recommends:

R.147 The specific objectives of secondary teacher training should be

- i. to produce new type of teachers for teaching in the proposed three types of secondary schools (General, Comprehensive and Vocational);
- ii. to produce qualified and specialized teachers for languages, practical and vocational subjects;
- iii. to produce teachers who have mastery of their teaching subjects; and
- iv. to retrain through in-service and distance education, the current stock of teachers to cope with the new curricula in secondary schools.

8.8.8 Attainment of these aims and objectives requires that the current system of training of secondary school teachers be improved and brought in tune with the changes being proposed in the structure of secondary education. The Commission recommends that:

R.148 The NTCs and universities should continue to offer general courses for all students who enter the teacher training programmes. However, one of the NTCs should be converted into a specialized teachers college for preparing them to teach vocational subjects.

R.149 The present NTC programmes should be reorganized so as to create specialized teacher training colleges for Science, Mathematics, Languages and Arts.

R.150 A college for the training of tutors for PTCs should be established.

8.9 Teachers for Adult Education

8.9.1 In Uganda, there are not many facilities for the training of teachers for Adult Education. Makerere Centre for Continuing Education trains a limited number of adult educators (training of trainers). Besides, a number of Government ministries offer training programmes for adult educators as part of the extension services, but not all of them go for teaching. Furthermore, private agencies like the churches, train a small number of adult educators to assist in the fulfilment of their specific aims and objectives. All these contribute to the preparation of teachers for adult education to a limited extent. In fact, the teacher training colleges do not have any provision for teaching adult education methods. The Commission, therefore, recommends:

R.151 All teacher training colleges should introduce teaching methods for adult education as a compulsory subject so that every qualified teacher is able to teach children as well as adults.

8.10 Teachers for Special Education

8.10.1 Currently, teachers for the education of handicapped children are trained by voluntary organizations. With the introduction of UPE, the need for this type of teachers will become greater. The Commission notes that ITEK has started training about 30 teachers for special education. The Commission recommends that:

R.152 A teacher training college should be established to train teachers for the handicapped in both primary and secondary schools. One of the existing Primary Teachers Colleges should be converted into a Teacher Training College for Special Education.

8.11 In-Service Teacher Education

8.11.1 In-service training is an important and necessary aspect of teacher education as it provides opportunity for academic and professional growth in order to cope with new changes and developments in the field of education. Rapid changes in technology and science together with innovation in curricula and teaching methods demand that a teacher should be exposed to in-service education programmes from time to time.

8.11.2 The Commission notes that the limitation and constraints facing the Ministry of Education have made it difficult to organize and run in-service courses for all categories of teachers in Uganda. However, as a result of the activities of the Uganda Teachers' Association and Ministry of Education, and thanks to the financial assistance of the Canadian Teachers' Federation, some progress in organizing short in-service courses has been made. The Commission also notes the contributions made by such institutions as Makerere University and ITEK in organizing and running some in-service courses for teachers and tutors. The Commission recommends that:

R.153 Necessary efforts should be made to solicit external assistance for the exchange of information and expertise in educational technology and innovations in teaching.

8.11.3 However, above efforts will not result in the creation of capacity for continuous provision of in-service education to teaching personnel in Uganda, without adequate local commitment and contribution. It is, therefore, recommended that:

R.154 In recognition of the crucial role of continuing professional education for all categories of teachers, adequate budgetary provision should be made annually to finance in-service courses.

R.155 The Teacher Centres should be revitalized and strengthened to serve their original purpose. The revitalization should include adequately equipping the Centres with the latest publications, audio-visual aids and Science equipment.

R.156 The Ministry of Education should provide on a more regular basis, journals, bulletins, annual reports and newsletters for teachers and other educational personnel.

8.12 Selection and Recruitment of Teachers:

8.12.1 On completion of the general academic education, students are selected through interviews conducted by the existing Teaching Service Commission (TSC) for entrance into Primary Teacher Colleges. The NTCs also carry out internal interviews for entry, while the University admits students on the basis of academic performance only.

8.12.2 On successful completion of the professional courses, the primary teachers are appointed by the TSC and posted to schools by the Chief Education Officer. Graduates from NTCs and universities are interviewed by the TSC for appointment before being posted to schools by the Chief Education Officer.

8.12.3 Every trained teacher is required by law (Education Act, 1970) to register with the Chief Education Officer and receive

a Certification of Registration. Furthermore, every teacher has to serve satisfactorily for two years on probation before being confirmed).

8.13 Teachers' Conditions of Service:

8.13.1 Although the terms and conditions of service for teachers have been improved and brought in line with those of civil servants, the teachers' nature of work is more demanding than that of civil servants. A teacher's work-load cannot be completed within the stipulated office hours within which a civil servant discharges his duties. Often a teacher has to work for longer hours to prepare his lessons, to correct students' homework and to discharge other assigned duties. The Commission recommends that:

R.157 Teachers should be

- a) Given salary increase of 40% over and above other salary increases;
- b) Exempted from payment of all school fees for up to five of their children attending Government-aided educational institutions;
- c) provided housing at a subsidized rent or paid 25% of salary in lieu of housing in rural and 50% in Urban areas; and
- d) Paid extra allowance up to a maximum of 15% of the salary, in proportion to the number of extra periods taught over and above the prescribed ones.

8.13.2 The Commission notes that there is no promotional ladder in the schools apart from headships and deputy headships. Consequently, many good teachers have to leave teaching career on promotion to administrative and supervisory positions. Promotional ladders need be established without removing the teacher from active classroom teaching. For this, the Commission recommends:

R.158 The following promotional ladders should be established for teachers, lecturers and institutional administrators;

Primary &

Secondary Schools

- (i) Teacher
- (ii) Senior Teacher
- (iii) Principal Teacher
- (iv) Deputy Head teacher
- (v) Head teacher
- (vi) Senior Head teacher

Teachers Colleges and

other Institutions

- (i) Tutor/Lecturer
- (ii) Senior Tutor/Senior Lecturer
- (iii) Deputy Principal
- (iv) Principal

8.13.3 The position of a teacher/tutor/lecturer should be filled by advertisement and interview. For other positions, there should be a definite policy for promotion of the teachers. The Commission recommends that:

R.159 The work of the teachers should be appraised periodically for taking decisions about their promotions. Teachers who merit promotion need not be taken away from the classroom. The work appraisal should include:

- (a) assessment made in inspection reports indicating his/her performance of duties;
- (b) attendance at and practical evidence of benefiting from workshops and refresher courses;
- (c) assessment based on the report of the head teacher;
- (d) authorship of books, articles etc.; and
- (e) Innovations in teaching.

8.13.4 The Commission noted that there are a number of floating headmasters and principals who on promotion could not be posted as heads of any school. On the other hand, posts of headmasters are still vacant in some schools. This anomaly should be removed. The Commission also noted that salary scales of headmasters/principals are the same irrespective of the type of school. The Commission has proposed conversion of the existing TSC into an Education Service Commission to cover educational administrators also in its fold (see Chapter X). The Commission recommends the following measures:

R.160 The proposed Education Service Commission should determine the vacancies to be filled and take that into consideration while promoting a person as headmaster.

R.161 A committee should be constituted to grade the schools (both primary and secondary) into three categories according to size, facilities etc. The headmasters/principals should be classified into three grades and given appropriate salary scales according to the grade of the school in which they are posted. .

8.13.5 We have already proposed measures that should raise the morale of teachers and provide them better job satisfaction. These include a raise in their salaries, and greater promotional outlets and better opportunities of professional growth. We hope this will help in attracting to the teaching profession, more able people with concern for the nation's future and prosperity.

The Commission, however, wishes to point out that these measures alone will not end the shortage of teachers particularly in such areas as Mathematics, Science and Technical subjects. Improvement in the conditions of service must be accompanied by a nationwide campaign for recognition of teaching as a worthy profession. It is the quality of teachers which ultimately determines the lot of the nation.

CHAPTER IX

DEMOCRATIZATION OF EDUCATION

9.1 Introduction

9.1.1 The Commission is convinced that education is a basic human right of all Ugandans, regardless of their social status, physical form, mental ability, sex, age, birth place or ethnic origin. However, as of now the formal education system in Uganda has not been able to absorb all school-going age children, not to mention adults.

9.1.2 The education system has been rather narrow in scope besides being generally academic, selective (rather eliminative) and elitist. It is a fact that the current system of education has paid little attention to the educational needs of the mentally weak, physically handicapped and socially disabled persons including those from disadvantaged areas and groups.

9.1.3 The Commission, however, has proposed changes which should lead to greater democratization of education. Firstly, there is high priority given to achievement of universal primary education, which implies that all the children irrespective of their sex, social group or tribe, must receive primary education. Secondly, the introduction of vocational subjects in secondary schools could be seen as a way of meeting the educational needs of the different groups of students and not only those likely to pursue academic courses. Proposals for improving access to all levels of education and introduction of many optional subjects or electives during the secondary and tertiary levels would also lead to greater participation in education. Further, we have endorsed the view that education should be available to all, and for that non-formal channels may be used where necessary.

9.1.4 Elsewhere in this report, the Commission has endorsed the current involvement of parents, communities, voluntary agencies and other organizations of the private sector in the opening, running and financing of educational institutions. It is envisaged that in future there would be greater participation of students, teachers and community members in management of educational institutions. No doubt these measures would also bring about greater democratization of education.

9.1.5 The Commission has adopted the policy of education for all - children, youths, and adults - in accordance with the principles' of life-long education. Consequently, all types of educational avenues should be opened in order to enable all Ugandans to receive education as per their needs. To some extent the formal education

system can be expanded to achieve this, but there is greater scope for using the programmes of non-formal/out-of-school education to cater to the education needs of those who cannot enter the formal system. Further, special attention should be given to those areas of the country and to disadvantaged individuals and groups that have not had a fair share of the educational services to meet their learning needs.

9.1.6 In democratizing education and improving access to education, the Commission has particularly taken into consideration the educational needs of women, the physically and mentally handicapped, as well as the exceptionally intelligent children. The Commission has also considered the problems of educating the nomads as a very special group and of other groups such as inhabitants of Buruli and islands of Buvuma, Ssesse and Lake Kioga whose socio-economic environment does not encourage their children to go to school.

9.2 Education for Women

9.2.1 Before the introduction of formal schooling, every ethnic group had its own system of indigenous education which prepared everyone to acquire the basic knowledge, skills and values needed for earning a living and leading a life as sanctioned by the society. But with the opening of the formal school system by the turn of this century, negligence of girls' education became quite evident when most parents enrolled mainly boys in the newly introduced western type of education. Even with the opening of some schools exclusively for girls, especially at the secondary and tertiary levels, enrolment of girls has remained low compared to that of boys.

9.2.2 The Commission has identified several factors which have had adverse effect on girls' education in general. It is evident that there is a high rate of drop-out among girls at all levels of the formal school system. The following are some of the factors that have contributed to low enrolment of girls in the formal education system:

- i. Because of the patrilineal society and other social and cultural factors, many parents in Uganda tend to prefer educating/boys to girls;
- ii. Most Co-educational institutions are not well-equipped with separate facilities for girls. The co-educational boarding institutions generally have more boys than girls. Girls tend to suffer more from the natural physiological and psychological changes that render their academic performance in these co-educational institutions relatively poor;

- iii. The traditional division of labour in the homes is more demanding on girls than boys; Girls usually get involved in early marriages. Among those who go to school, some suffer from early pregnancies for which they are thrown out of the school system; and
- iv. Girls often encounter social problems particularly in the urban areas where most of the large secondary schools and tertiary institutions are located. This is sometimes aggravated by the lack of decent and secure accommodation for girls. Hence the Commission recommends that:

R.162 The Government should provide more secondary schools exclusively for girls to ensure their security while receiving education.

9.2.3 The Commission recognizes the significant disparity that exists between the enrolments of boys and girls both in primary and secondary schools and notes that this in turn affects the opportunities for and enrolments in universities and other tertiary institutions. In most cases, co-educational institutions have normally provided fewer facilities for girls in terms of sanitary or dormitory amenities. The Commission, therefore, recommends that:

R.163 In co-educational schools, either the Head or the Deputy Head should be a woman in order to give adequate attention to the special needs of girls.

R.164 In order to encourage the enrolment of girls in greater numbers, adequate facilities and opportunities should be provided for girls in co-educational post-primary institutions.

9.2.4 The Commission also noted that although the curriculum is overloaded both at primary and secondary levels, most schools are not adequately equipped to offer the type of. Courses or subjects which are relatively more popular with girls. Although the Commission does not favour stereotyping of some courses as suitable for girls only, it suggests that courses which are relatively more popular with girls should be introduced in schools, colleges and training institutions e.g. home management, food and nutrition, clothing and tailoring; interior decoration; and health/family life education.

The Commission has noted that, in general, girls' performance in public examinations has been at par with and sometimes better than that of the boys. In 1986 UCE examination, 1.8% girls were placed in grade 1 or 2 in English language as against 1.0% boys. In 1987 UACE examination, 1.8% girls got grade A in General Paper against 2.4% boys and in History 0.5% girls grade A against 0.4% boys. True, in certain subjects such as Economics and Mathematics girls have not done so well as boys.

9.2.5 At tertiary level, also the performance of girls is often very good and they do not require any special treatment so far as admissions are concerned. For instance, in 1987/88 intake into Law Faculty at Makerere University, the best candidate and the third best were women; in Agriculture the second best, and in Medicine, the third best candidates were women. However, their share in total enrolment remains very low in the University. It is expected that their numbers would increase with improved facilities for girls at the secondary level of education.

9.2.6 The Commission further notes that most tertiary institutions, especially those for Business, Technical and Teacher Education*, do not offer adequate accommodation and other facilities for women, let alone the type of curriculum appropriate to specific needs of women. The Commission recommends that:

- R.165
- i. Adequate and appropriate facilities (dormitories, toilets etc.) should be provided for girls in tertiary institutions;
 - ii. Courses in Women studies, family life education, food technology, and home economics should be introduced in universities as soon as possible;
 - iii. In the Polytechnics and UTCs more opportunities for girls should be provided by reserving a minimum number of places in certain technical subjects such as Computer Science and Electronics for qualified female students.

9.3 **Special Education for the Disabled**

9.3.1 Special education here refers to that type of education which is designed specifically for the disabled with an "objective deficiency of physical, sensory or mental functions" which includes the deaf, the blind, and the mentally and physically handicapped.

9.3.2 It is estimated in that the total population of Uganda there are of about 10% handicapped children who are disabled in one way or the other. However, the Government has not yet assumed enough responsibility for educating these handicapped children and adults. In most cases, the education services for the disabled are in the form of private institutions established and maintained by voluntary organizations.

9.3.3 These institutions have faced a number of problems which have undermined their efficiency. First, there is the negative attitude of the public towards the disabled. Then there is also a lack of a clear cut government policy on education for the handicapped. Most of these institutions do not have permanent and direct source of income and, therefore, are unable to provide appropriate

facilities, equipment, materials and financial aid. Finally, lack of transport is a real handicap for these institutions. The Commission recommends that:

- R.166 i. The Government should give adequate support to all institutions offering Special education to enable them to operate more effectively and efficiently;
- ii. All units and annexes for Special education attached to normal schools and colleges should be taken over by the Ministry of Education and integrated into the schools/colleges but adequate provision should be made for teaching the disabled students; and
- iii. Special schools for the deaf and the blind should be established, preferably one in each geographical region of the country.

9.3.4 The Government has not yet provided for proper training of teachers for the handicapped children. In Chapter VIII, the Commission has already proposed that provision for training teachers in the methods of Special education should be made in one of the Teacher Training Colleges. (see R.152) It also proposes that all teachers should be provided with some instruction in detection of visual, hearing and other impairments in students.

9.4 Education for Gifted Children

9.4.1 The Commission noted that in the past there was a provision for the exceptionally brilliant pupils to enable them to cover their courses in a shorter period by skipping one or two grades at the primary stage. This provision no longer exists. The Commission feels that there should be some schemes to cater for the special needs of the exceptionally brilliant and gifted children. Such children, if provided with a rich environment and facilities for nurturing of their talents could blossom up into brilliant scientists, artists or other professionals and become a real asset to the country and the society. The education system must provide for the identification and nurturing of such talent in a systematic way. The students should be identified early enough, to be placed in appropriate schools and provided with books, extra facilities and enriched instruction in the classroom and outside, so that they have the best opportunity for developing their talent. As such, the Commission recommends that:

R.167 A Talent Search scheme should be initiated by the Government to select the talented students at the end of the primary level, using suitable tests and selection procedures these students would be awarded scholarships and provided with special

facilities for nurturing of their talent, till they complete the highest level of education in their chosen fields of study.

- R.168 At the primary level, teachers may identify exceptionally gifted pupils and provide them enriched instruction and even accelerated promotions if it helps in the development of their talents.

9.5 Education for Disadvantaged Groups

9.5.1 The Commission recognizes the existence of several disadvantaged groups such as young soldiers, refugees, AIDS orphans, the people who inhabit small islands in Lake Victoria or live in other remote inaccessible areas. Some of these communities exist in relatively very small numbers. Most members of these communities give up education due to lack of facilities and sometimes even due to the lucrative nature of their economic activities.

9.5.2 Uganda needs and values all its citizens and, therefore, cannot afford to neglect any community however small it may be. The Commission therefore recommends that:

- R.169 Special incentives should be provided to students from disadvantaged groups to attract them to school. Also in the areas where they live the curriculum in their schools and colleges should provide for teaching of such subjects and courses as are relevant to their socio-economic activities and local environment.

9.6 Education for Karamoja

9.6.1 The North East of Uganda is an area inhabited by the nomadic Karamojong, Dodoth, Jie and Tepeth. Climatically, this is an area, with scanty rainfall resulting in very poor vegetation. Traditionally, the Karamojong are cattle keepers and the harsh environment has forced them to wander from place to place in search of both water and food for their livestock on which they depend for a livelihood. This is particularly so during the dry months.

9.6.2 As a result of this way of life, it has not been easily possible to offer them the type of education characteristic of other areas of Uganda. Attempts to this effect have been frustrated by either very low enrolment or cases of pupils who disappear or abandon schooling in order to follow their parents wherever they go in the constant struggle against nature to make out a living. The only exceptions have been towns and trading centres like Moroto, Kotido and Namalu where some form of sedentary life is possible. In such areas, the Karamojong have settled down and there are educational institutions to cater for them.

9.6.3 It is apparent that Karamoja will for some time remain a special region in terms of developmental services. This means that the area cannot move ahead and be at par with the rest of Uganda in respect of various social services and developments. It is therefore, important that special educational provision be made for the Karamojong.

9.6.4 However, the complex physical nature of the region means that the provision of education cannot be effected in isolation. The problem of Karamoja has a broad spectrum, which spills over into the fields of water, culture, agriculture and public works. In this case, all the Ministries dealing with Karamoja must be collectively involved to solve the problems of the region and, thereby, of education too. It is only through the concerted effort of all that success will be achieved. Also it is important to know that every development project has an important non-formal education component. The Commission recommends action by the various concerned ministries as follows:

- R.166
- i. The Ministry responsible for Water and Mineral Resources should find ways and means of providing constant supply of water. This may mean sinking of boreholes and construction of dams to tap any surface water when it comes. Also an infrastructure for irrigation needs to be set up.
 - ii. The Ministry responsible for Culture and Community Development should embark on campaigns to educate the population to appreciate the advantages of the settled way of life. (When this is accomplished, the people will hopefully give up their nomadic existence in favour of settling down and thereby benefit from the social services including education provided by the government).
 - iii. The Ministry of Agriculture and that of Animal Industry should work out development schemes aimed at increased production in both crops and livestock as soon as a constant supply of water and pasture is ensured.
 - iv. The Ministry of Education should provide adequate and appropriate education services and work out a mechanism of co-operation and co-ordination with other Ministries, in order to strengthen school and non-formal education provisions for the nomadic Karamojong.

9.6.5 Evidently, the above is a long-term strategy since it will require massive investment as well as co-operation of various Ministries. It is, therefore, imperative that in the short-term provisions be

made to provide the basic education suited for the Karamojong region. The Commission recommends that:

- i. As a special case for Karamoja, there should be Boarding Schools to enrol the children of the nomadic Karamojong;
- ii. The admission requirements in secondary and tertiary level institutions should be relaxed to accommodate the promising Karamojong students;
- iii. Experimental projects of providing the Karamojong basic education through suitable distance education programmes and mobile schools should be tried;
- iv. The central government should make special allocations for development of educational facilities in Karamoja; and
- v. Where there is a semblance of settled life, efforts should be made to continue to educate the population as elsewhere in Uganda.

9.7 Non-Formal Education

9.7.1 Non-Formal or out-of-School education refers to an organised learning experience outside the formal system, whether operating as a self-contained educational programmes, such as the literacy campaign or as a part of a broader activity, such as the education offered through the Mwana Mugimu programmes or Primary Health Care.

9.7.2 Non-Formal education in Uganda includes programmes for youths and adults including Young Farmers, Uganda Youth Development Organization, Youth settlements, District farm Institutes, Rural Training Centres, the Literacy Campaign; Development Clubs and many programmes organised by voluntary agencies such as churches, mosques, YMCA, YWCA and Scouts. Technical and vocational training programmes* in places of work also constitute a valuable sector of non-formal education. Non-formal education is not a unified system, nor does it have a clear administrative structure. It is conducted by different Ministries and agencies. At present there is very little coordination of non-formal education programmes; each ministry makes its own case for obtaining the Government funds and support for its programmes.

9.7.3 The Commission noted that many of the non-formal education activities take place in institutions and places not under the direct control of the Government. This should be encouraged in recognition of the importance of these services.

9.7.4 In the Commission's view, non-formal education programmes should play an important role in promoting:

- i. Attainment of literacy and numeracy;
- ii. Acquisition of functional skills relevant to life in the community;
- iii. Improvement of opportunities for continuing education in formal education institutions;
- iv. Development of national awareness of individuals; and
- v. Continued learning while at work and at home.

In Uganda, various non-formal education programmes, such as Continuing and Adult Education programmes and programmes of basic literacy, have already been helping in the attainment of these ends.

9.8 Basic Education for National Development (BEND)

9.8.1 As already pointed out in Chapter IV of this report, basic education is a right which should be available to all Ugandans whether in a formal education system or out-of-school learning programmes. Basic education is the minimum package of learning knowledge, skills and values necessary to realize one's potential, and to be able to contribute productively to the development of the local community and the nation at large.

9.8.2 Put differently, and in the context of non-formal education, basic education may be conceived as the provision of opportunities for learning - for example, of productivity skills - to all citizens. The Commission has identified the following five areas in which out-of-school education programmes would be most useful in Uganda:

- i. Eradication of illiteracy;
- ii. Post-literacy and Functional Literacy geared to productivity learning for both rural and urban development;
- iii. Livelihood skills or apprenticeship education for youths, especially primary school leavers;
- iv. Continuing Education for those holding UCE and UACE certificates of secondary education as well as working people who wish to better their professional and academic qualifications; and
- v. Primary health care programmes.

9.9 Eradication of Illiteracy

9.10 The Commission has noted with concern that despite the vigorous literacy campaigns of the sixties and the expansion of the formal-education system in the seventies and eighties, the adult literacy rate in Uganda is still quite low. For the age group 15+ the literacy rate was 52% in 1980. The low literacy level is partly due to the lack of any link between formal and non-formal systems of education in Uganda. Besides, the existing facilities for formal school education are generally not utilized for providing literacy and education to the youth and adults. The Commission, therefore, recommends:

- R.172 (i) The Government should intensify efforts to bring about the eradication of illiteracy within a reasonable period of time;
- (ii) A suitable infrastructure should be created to ensure efficient co-ordination of activities for the eradication of illiteracy; and
- (iii) Youths in the Community Service scheme, school teachers and voluntary agencies should be mobilized for literacy programmes.

9.10 Post-literacy Adult Education

9.10.1 Post-literacy adult education should essentially provide learning opportunities for access to productive knowledge and skills leading to higher production and improved living standards. Non-formal education classes should be organized for the neo-literates. Appropriate reading materials related to problems of development and possible solutions need be provided to them in sufficient quantity at low prices. More rural libraries should also be opened to achieve this objective.

9.10.2 The Commission considers that the Basic Adult Education programme should have the following objectives:

- i. Mobilising communities for effective participation in development programmes and to encourage the community's solidarity and national unity;
- ii. Enhancing the application of problem-solving skills and the spirit of self-reliance for the identification and solution of personal and community problems; and
- iii. Enabling adults to acquire knowledge and skills directly related to their functional needs and interest such as home management,

nutrition and health care, agriculture and animal husbandry, literacy and numeracy, trade and marketing, and cultural expression.

9.10.3 The Commission notes that the Inter-Ministerial Committees set up to coordinate the adult education programmes have not been functioning effectively due to lack of support and commitment of the concerned Ministries. The Commission, therefore, recommends:

R.173 The Government should set up a National Council for Non-formal and Adult Education with District sub-committees to work with local communities. The role of this Council should be:

- i. to co-ordinate inter-ministerial programmes in the areas of adult and non-formal education;
- ii. to formulate curricula for adult and non-formal education programmes;
- iii. to carry out evaluation of basic adult education programmes;
- iv. to mobilize resources for adult and non-formal education;
- v. to propose programmes and activities in the areas of adult and non-formal education;
- vi. to organise training courses in adult education; and
- vii. To identify and provide special educational opportunities for women.

R.174 To support the work of the National Council for Non-formal and Adult Education, the Government should set up a Directorate of Non-formal and Adult Education within the Ministry of Education headed by a Director who should serve as Secretary to the Council. The role of this Directorate will be:

- i. to provide liaison between the National Council and the National Campaign for Literacy and Basic Education;
- ii. to co-ordinate programmes of continuing education in formal institutions;
- iii. to provide supervisory services for non-formal education programmes;
- iv. to co-ordinate the production of learning materials for basic and post-basic adult education; and
- v. To provide a forum to all training departments of other Ministries by establishing an Inter-Ministerial Committee for Training Departments.

Chapter X includes further discussion of how the proposed National Council and the Directorate for Non-formal and Adult education should be organised.

9.11 Apprenticeship Education for the Youth

9.11.1 The Commission has already drawn attention to the problem of great wastage in the education system, particularly at the primary school stage, as a result of which thousands of ill-prepared youths with no employable skills are pushed into the world of work. The Commission feels that the Government should accept responsibility for catering to vocational training needs of these drop-outs as well as of those who discontinue education after PLE, to enable them to earn a living.

9.11.2 Further, it would be morally wrong to spend so much public money and other resources on the few who make it to the top of the education ladder while almost nothing is done for the future well-being of the majority of the school-leavers.

9.11.3 The Commission also wishes to call on the private sector including local communities, to come forward to the assistance of Government in providing for non-formal education programmes for village and other youths. The Commission recommends that:

- R.175**
- i. Community Polytechnics and other Vocational Training Centres should be set up by the Government, local communities and private sector, to cater to the training needs of the people;
 - ii. The Ministries concerned with Youth and Labour should set up an Inter-ministerial Education Committee to plan and co-ordinate development of vocational training programmes for the youth;
 - iii. The youth apprenticeship education should be based on agriculture, crafts, and other self-reliance wealth-generating skills; and
 - iv. Where possible international assistance should be sought to boost Uganda's efforts to set up viable youth Vocational Training Programmes.

9.12 Continuing and life-long Education

9.12.1 In the course of its work, the Commission received many requests for improvement of educational opportunities geared to meet the learning needs of secondary school leavers and interested adults for further education. These requests are genuine and they represent a healthy development.

9.12.2 The concept of life long education entails the idea that opportunities should be available to all the people for pursuing further education in any field of their interest. While at present, opportunities do not exist in the formal system of education to cater for such needs, it is expected that with an Open School and an Open University, such opportunities will become available to more and more people in the future. The Commission, therefore, recommends:

- R.176**
- i. The Government with the support of the private sector, should assume full responsibility for the development of continuing or further education in Uganda;
 - ii. Tertiary institutions, especially the universities should expand the activities of their Centres for Continuing Education and Extension Work;
 - iii. An Open school and an Open University should be established in due course for catering to the needs of continuing education at the secondary and tertiary levels; and
 - iv. Community centres should be rehabilitated and transformed into cultural development centres and centres for youth and adult education programmes.

9.12.1 At present, limited opportunities for further education are available to those who appear as private candidates in the examinations conducted by UNEB for the award of UCE and UACE. According to the existing regulations, the privately registered candidates have to sit for all the subjects at the same time. This regulation should be relaxed to enable the private candidates to take the examination in one, two or more subjects at a time. Unlike the regular students, they should be allowed to qualify for UCE or UACE by passing one or more subjects at a time, and not all the subjects at the same time.

9.13 Distance Education and Mass Media

9.13.1 Among other important modes of learning, Distance Education is very significant. It plays an important role in educating children and adults in remote areas of the country. It can be provided through the media of newspapers, radio and television. Considering the importance of education through the mass media, the Commission recommends:

- R.177 (i) Distance education through radio, television and correspondence courses should be strengthened. For this purpose the Ministry of Information and Broadcasting should set up separate radio and television channels for educational programmes; and
- (ii) Rural presses should be set up in all the five major area languages of the country.

CHAPTER X

PLANNING AND MANAGEMENT OF EDUCATION

10.1 Introduction

10.1.1 The Ministry of Education is responsible for formulating and implementing educational policies in the country and also responsible, through its various autonomous bodies and departments, for rendering educational services to all citizens in the country. Until about 1964, the control, management and administration of education in Uganda was largely in the hands of missionaries and other voluntary agencies. The Government's role was minimal and was confined to supervisory functions. Parents and local communities had hardly any say in the policies on education. However, several changes have taken place during the last twenty five years. The major changes and trends are as follows:

- i. The Government has assumed greater responsibility for formulation of policies and providing educational services consistent with the social, economic and political goals of the country.
- ii. The interest of people in educational matters and the public demand for more and better education has constantly grown in consonance with the rise in people's social, economic and political aspirations.
- iii. The emphasis on human resource development as a means for all round national development has now been recognized; it has made provision of educational services relevant to the needs of the country all the more important.
- iv. With the decline in the economy and the ever rising cost of living, the cost of education has also become very high as a result of which it has become increasingly burdensome for the Government to provide more and better education to the citizens; they depend more on PTA contributions to run the school.
- v. In recent years, the number of educational institutions and enrolments have increased considerably and although the curriculum has been diversified and restructured to meet the new needs and demands, the quality of education has suffered owing to infrastructural weaknesses such as poor buildings, inadequate equipment and lack of instructional materials.
- vi. Increasing attention has been paid in recent years to decentralization of educational administration in order to make educational services more efficient and suited to the needs of the community.

- vii. The worsening state of the Ugandan economy in the recent past has contributed to the deterioration in the status and morale of teachers, and has adversely affected the quality of education.

10.2 Review of the Present functions of the Ministry of Education

10.2.1 In the past, there was a great degree of, conservatism in administration of education, with concentration of all powers at the Headquarters of the Ministry of Education. Almost all the policy decisions were made centrally at the Ministry of Education Headquarters which also assumed the responsibility for implementation of the policies. In recent years, however, some efforts have been made to decentralize the services by establishment of Educational Zones covering one to four districts each, headed by an Education Officer. However, this has been done on ad hoc basis without the necessary amendment of regulations.

10.2.2 Recent years have also witnessed some reorganization and strengthening of the departments in the Ministry of Education. For example,

- i. an additional ministerial post, that of Minister of State for Education was created in 1981;
- ii. many senior posts were upgraded, for example, the post of the Head of Department or Unit has been upgraded to that of Assistant Chief Education Officer and
- iii. Functions of some departments and sections within the Ministry have been re-defined from time to time in order to effect efficiency.

10.2.3 Earlier there used to be Regional Education Offices which functioned effectively, but from 1976, the administration again became greatly centralized. The factors that contributed to the weakening of the decentralization efforts were the following:

- i. The regions did not correspond to any similar government administrative structure in the field.
- ii. The supportive infrastructure (office facilities, transport etc.) required for effective functioning of the regional offices was inadequate.
- iii. Local political pressures and interests eroded the powers and authority of the Regional and District Officers, to the extent that management and administration of primary education became very difficult.

- 10.2.4 The Structure of the school system has not changed since the late 1960's but the education system in general has expanded greatly at* all levels. Besides, the curriculum has undergone major reviews with the aim of diversifying it and making it more relevant to the needs of both the individual and the nation.
- 10.2.5 In the recent past, education institutions have increased without proper educational planning and control. Primary education has expanded greatly without corresponding increase in inputs. The situation was worse for secondary and tertiary levels of education which are fully financed and supported by the Government. During the 1980's the number of Government aided secondary schools increased nearly four times but the infrastructure was neither enlarged nor improved to correspond with the growth in the number of schools and enrolment. At tertiary level, more colleges were rapidly established in up-country locations without adequate facilities, budget allocations and qualified staff.
- 10.2.6 The National Curriculum Development Centre (NCDC) was established in 1973 to develop relevant curricula for the different levels of education so as to achieve the specified aims and objectives of education. The Centre also responsible for research and evaluation of curriculum, textbooks, etc. The Centre made a good beginning with the support of UNESCO experts and other highly qualified staff in various disciplines. However, with the economic decline following the Liberation War, its activities were greatly hampered.
- 10.2.7 Many qualified staff members of NCDC left the country and the programme of producing textbooks indigenously was abandoned due to the lack of raw materials and printing facilities within the country. The text-books continued to be printed abroad. The Centre at present is not properly equipped to undertake the challenging task of renovation of curriculum envisaged by this Commission. The Centre will also have to take note of the problems in implementation of the curriculum at the school level due to the lack of teaching materials, qualified staff and other essential inputs, as well as of the neglect in teaching of those subjects which are not examination subjects.
- 10.2.8 The Uganda National Examination Board (UNEB). which was established in 1980 to replace the East African Examination Council, is responsible for conducting public examinations at the end of the different stages of education such as P.L.E. at the end of primary stage, examinations leading to UCE and UACE at the end of the lower and upper secondary stages, and a number of other examinations for Technical Schools, Technical Institutes etc. These examinations are of crucial importance as they are meant not only for certification

but also for selecting candidates for admission to higher stages of education. Due to the importance attached to these examinations, the entire teaching in the school gets geared to achievement of good results, often at the cost of other objectives of education such as an allround development of the child's personality, moral character, health, manual skills etc.

10.2.9 So far, not much attention has been paid to making the system of evaluation broadbased and assessment an effective tool for improvement of teaching in schools. Provisions for assessment of practical work and continuous evaluation of students' performance while schooling have been limited. The Board at present lacks the staff and physical facilities, including proper premises, for carrying out the responsibilities of improving and streamlining the examination system. However, with the recent acquisition of a manframe computer, its capacity to process examination results and analyse the examination data has been greatly enhanced. But so far, the Board has not carried out much research and analysis of examination data for improvement of evaluation procedures. Also, hardly any effort has been made for development of assessment procedures for those educational objectives that remain unassessed at present.

10.2.10 Another autonomous body that requires strengthening is the Uganda Literature Bureau (ULB). It should be the official publishing house of the Government for producing books on a wide range of subjects for promotion of literature, science and culture in the country. The Bureau is currently functioning with a handful of staff but no operating budget, as a result of which it has become ineffective.

10.2.11 Non-formal Education and Adult Education are areas which hitherto had been mainly the responsibilities of other Ministries. In a situation where access to formal school education is limited because of financial and other constraints, and where the rate of drop-out and wastage is quite high especially at the primary level, non-formal and adult education require urgent attention through proper planning and coordination. So far, such education has been provided by Non-Government Organizations (NGOs), private associations and the Ministry of Culture and Local Government. As already discussed in Chapter IX, we feel that it is now time for the Ministry of Education to assume greater responsibility for the non-formal and adult education.

10.2.12 Although there is a Planning and Statistics Unit in the Ministry of Education, its functions have been confined to budgeting for and allocation of capital development grants and collection of educational statistics. The grants are allocated on the basis of request received from individual institution, usually for meeting

emergency requirements, without any planning for overall development of these institutions based on their actual needs. Also the work of the Unit has suffered from undue political interference, shortage of qualified staff and lack of funds. Further the lack of transport facilities and equipment has seriously affected the work of annual education census, which. Provides the purpose or educational planning and research

10.2.13 As a result, the expansion of the school system has been quite haphazard in the recent past, and new schools have been opened without providing them the minimum essential facilities and equipment. In the process, the quality of education has suffered greatly. The Commission attaches great importance to planned growth of educational facilities and building of the required data base to facilitate such planning. With the existing serious financial constraints, it has become imperative that planning plays an effective role in achieving a balanced growth of the education system and an equitable distribution of educational facilities. Because of scarcity, most efficient use must be made of both human and material resources. The Commission observed that at present there is no coordinating agency for the foreign aid available from different sources for educational development. It will be appropriate if the Planning and Statistics Unit is also responsible for coordinating all the aid programmes.

10.2.14 The Teaching Service Commission is responsible for the recruitment of teachers. At present it has limited statutory powers over the teachers. The powers need be examined for more effective personnel administration. Over the years, there has been considerable decline in the standard of training, recruitment, development and administration of teaching personnel. It has adversely affected the morale of teachers and eroded the quality of education in the country. Problems are also experienced in the promotion of teaching staff to administrative positions in the Ministry, as the latter are controlled by the Public Service Commission. We feel that the terms of reference of TSC must be reviewed.

10.2.15 It is mainly due to poor conditions of service that the Ministry has not been able to retain qualified and experienced staff. There has been a shortage of trained qualified teachers and administrators at all levels of education system. Although the expansion of teacher training facilities in the early 1980's has, to some extent, improved the situation, still about 56% of the teachers at the primary level and about 40% at the secondary level are untrained. At tertiary level also, the situation is no better since most of the lecturers in the NTC's, UTC's and UCC's are not professionally qualified.

10.2.16 **Inspection and Supervision of Schools** also requires improvement. Schools are not being inspected on a regular basis which has seriously affected the quality of education and educational services in general. Failure of the Inspectorate to act as a guide and setter of standards for educational institutions is a serious matter. The main constraints have been lack of facilities, specially transport, and shortage of motivated staff. The expansion of the system was not followed by the expansion and reorganization of the Inspectorate. Because of deterioration in the inspection of schools, the confirmation of teachers subject to inspection reports, has been brought to a halt. Furthermore, the Ministry has not been able to take prompt and effective follow-up action on the reports sent by the school inspectors.

10.3 Strategies for Change

10.3.1 Based on account the above review and considering the proposed policies on the structure, content, financing, and management of education in the country, the functions of the Ministry of Education should be guided by the following considerations:

- i. Consolidation of the present infrastructure and expansion of the responsibilities of the Ministry of Education to cover both formal and non-formal education and to increase access to education for all citizens;
- ii. Improved financial management and efficiency without sacrificing the quality of education;
- iii. Effective mobilization and utilization of human, financial and material resources for the education sector;
- iv. Promotion of greater participation of and responsibility by local authorities and communities in the development of education at all levels;
- v. Greater co-ordination and support of various departments and autonomous bodies of the Ministry of Education and redefinition of their roles and functions;
- vi. Promotion of cooperation with the private sector and other Ministries in formulating and implementing policies on education,
- vii. Ensuring equity in the distribution of educational services and balance in the provision of education to people belonging to different areas and social groups; and
- viii. Reviewing and providing legal backing to the changes that are made from time to time in the administration of education.

10.3.2 The main strategies to be adopted for effecting the changes in the administration of education are as follows:

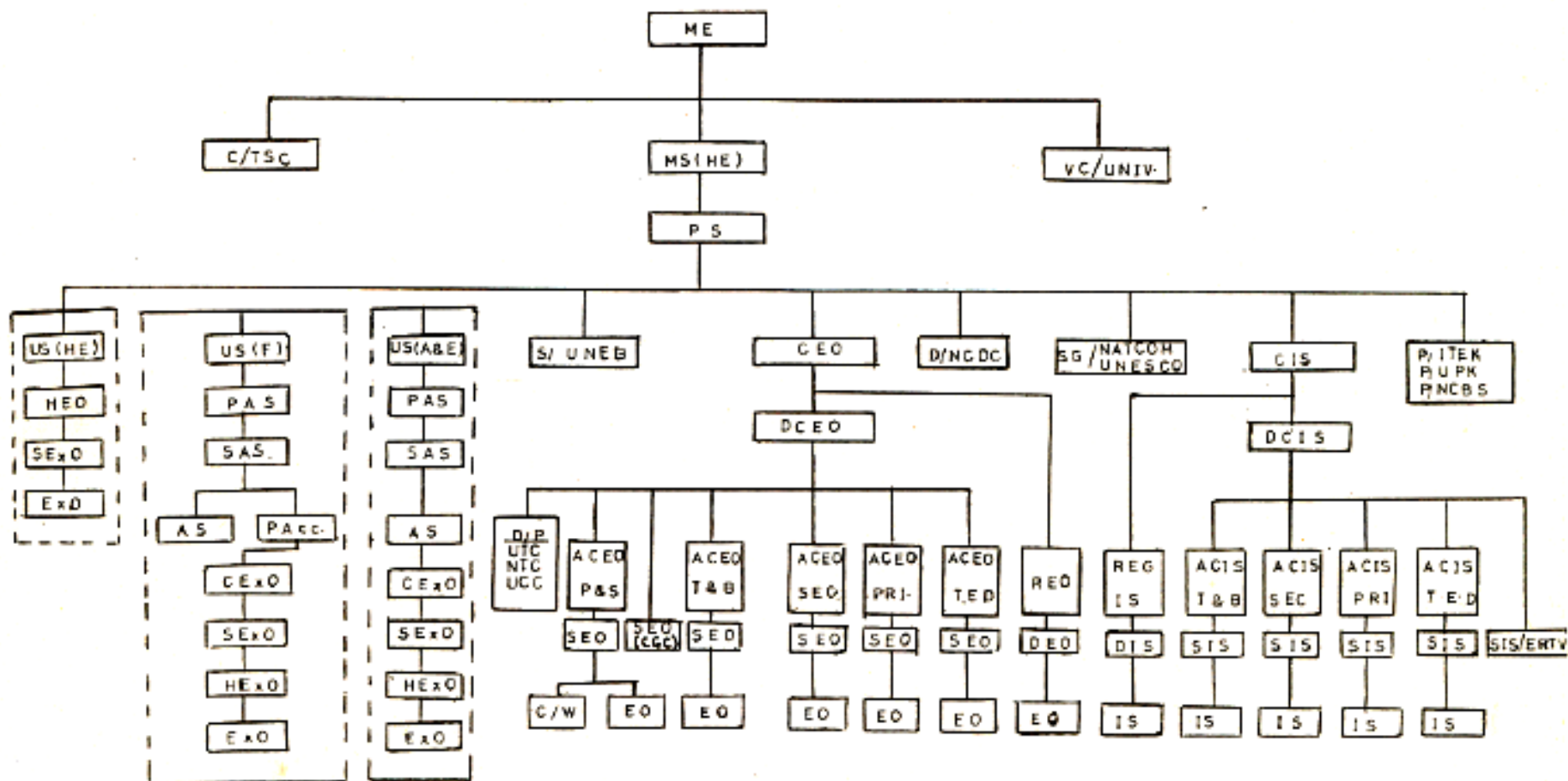
- i. The functions of the Ministry of Education, its departments and autonomous bodies should be re-organized, restructured and rationalized to correspond with the proposed structural changes in the system so that maximum efficiency and high standards are maintained in the provision of educational services;
- ii. The responsibilities of the Ministry of Education should be revised in light of the proposed aims and objectives of education both in formal and non-formal sectors of the system; and
- iii. The planning and administration of education should be decentralized in order to involve more and more people at the local community level in the planning and development of education and to enable administrators in the districts to make most of the decisions at their level.

The proposed organizational structure and changes in the role and functions of various departments of the Ministry of Education and its autonomous bodies are discussed in the following sections. The organization charts, both for the existing and the proposed structures of the Ministry of Education are given in Charts 10.1 and 10.2.

10.4 Reorganization of the Departments of the Ministry of Education

10.4.1 The commission observes that, the Ministers of Education will continue to be responsible for all major policy decisions and implementation of policies for the educational development of the country. The Permanent Secretary will be responsible for all matters concerning establishment, administration and finance. He will ensure smooth functioning of the Ministry, its various departments and autonomous bodies as well as the institutions run and controlled by the Ministry. The Permanent Secretary will continue to be assisted by Under Secretaries and Heads of various Directorates and Departments.

CHART 10.1
PRESENT ORGANISATION STRUCTURE FO
MINISTRY OE EDUCATION (1988)



Abbreviation for charts 10.1 and 10.2

Charts 10.1 and 10.2

ME: Minister of Education
MSE: Minister of State for Education
VC: Vice-Chancellor
PS: Permanent Secretary
US: Under Secretary
C: Chairman; D: Director; P: Principal; S: Secretary
DEO: District Education Officer

Chart 10.1

CEO: Chief Education Officer
DCEO/ACEO: Deputy CEO/Assistant CEO
CIS: Chief Inspector of Schools
DCIS/ACIS: Deputy Assistant CIS
SEO/EO: Senior Education Officer/Education Officer
REO: Regional Education Officer
SIS: Senior Inspector of Schools
DIS/IS: District Inspector of Schools/inspector of Schools
PAS: Principal Assistant Secretary
SAS/AS: Senior Assistant Secretary/Assistant Secretary
CEXO/SEXO/HEXO: Chief/Senior/Higher Executive Officers
ExO: Executive Officer
P.Acc: Principal Accountant
C/W: Clerk of Works

HE: Higher Education; TSC: Teaching Service Commission; F: Finance; A&E: Administration & Establishment; P&S: Planning & Statistics; T&B: Technical & Business Education; Pri:Primary; Sec: Secondary; T.Ed: Teacher Education; CGC: Career Guidance & Counselling; ERTV: Educational Radio and Television; NATCOM: Uganda National Commission for Unesco

Chart 10.2

CE: Commissioner of Education
IGE: Inspector General of Education
DCE: Deputy Commissioner of Education
ESC: Education Service Commission
DESC: District Education Service Committee
ADEO/AIS: Assistant DEO/Assistant Inspector of Schools.

10.4.2 To strengthen the professional leadership and support to be provided by the Ministry of Education to various organizations and institutions functioning under it, and to ensure proper coordination between its administrative and supervisory functions, it is proposed to create the post of a Commissioner of Education, who should be assisted by a Deputy Commissioner.

10.4.3 The Commission favours decentralization of decision-making in Ministry of Education to improve efficiency and accelerate policy implementation. It is, therefore, necessary to re-organize the Ministry into a number of Directorates and Departments. Each Directorate should be headed by a Director of Education who is empowered to take and implement decisions in the sector of education that is under his jurisdiction. In each Directorate there may be a number of Departments, each headed by a Deputy Director or an Assistant Director of Education to assist the Director in the administration of the sub-sector assigned to him. It is envisaged that the Deputy Director would be a senior officer, under whom there may be one or more Assistant Directors. In some cases the Assistant could function directly under the Director. Also, it is proposed that some of the Departments could be directly under the supervision of the Commissioner of Education.

10.4.4 The Commission feels that the task of re-organization should be entrusted to a committee consisting of management experts and senior officers of the Ministry. This committee should examine, among other things, the functions, staffing and workload of each Directorate and Department/Unit to be established within the Directorates. The Committee should also suggest specific policies to be followed for personnel development including training, performance assessment and promotion of the staff so that they work efficiently and also maintain high morale.

10.4.5 The Commission would, however, like to provide certain guidelines to the proposed committee for re-structuring of the Ministry's existing departments. Specifically, the Commission suggests that the following seven Directorates may be established to deal with various sectors/sub-sectors of education by reorganizing the existing Departments and Units.

i. Directorate of Pre-Primary and Primary Education

This directorate should be responsible for administrative matters concerning pre-primary and primary levels of education. It may have two departments, one of Pre-primary Education to be headed by an Assistant Director, and the other

of Primary Education to be headed by a Deputy Director. In the latter Department, there may be a number of separate Units dealing with administrative matters concerning pupils (admissions, promotions, evaluation of their performance, transfers, scholarships, etc.); teachers (their posting, promotion, transfers, etc.) school, buildings and equipment (construction and maintenance of buildings, supply of equipment/etc). Each of these Units may be headed by an Assistant Director.

ii. Directorate of Secondary Education

This Directorate should handle all matters related to the administration of secondary education except Vocational Secondary Schools. It may have two departments, one for General Secondary schools, and the other for Comprehensive Secondary schools. The former may be headed by a Deputy Director, under whom there could be several Units, each headed by an Assistant Director to deal with administrative matters concerning students, teachers, school buildings and equipment as in the case of primary education. The Department of Comprehensive Secondary schools may be headed by an Assistant Director who will deal with all matters concerning the Comprehensive Schools, including their phased expansion. However, as the number of such schools increases, the Department in future could be headed by a Deputy Director and sub-divided into a number of units.

iii. Directorate of Higher Education

This Directorate should handle all administrative matters concerning higher education. It should have separate Departments for dealing with problems of Universities, Polytechnics and Colleges, except Teachers' Colleges. It should have a Department for Foreign Scholarships responsible for selection and sponsoring of students for higher studies abroad. These Departments could be headed by Deputy Directors or Assistant Directors, depending on the actual *functions and volume of work. It is envisaged that with the new national university in Mbarara and expansion of colleges, this Directorate will play a greater role in coordinating the admissions and promoting planned growth of higher education.

iv. Directorate of Technical and Vocational Education

This directorate will be responsible for all administrative matters concerning technical and vocational education. It

should have separate Departments dealing with different types of institutions such as Vocational Secondary Schools and Technical Institutes. It should ensure that they are properly equipped and run efficiently and their future growth is commensurate with the requirements of technical manpower for the country's economic development.

v. Directorate of Non-formal and Adult Education

The Commission has stressed the need for development of non-formal and adult education programmes for those who dropped out from primary schools and adults who have remained illiterate or semi-literate for one reason or the other. This involves planning and opening of non-formal and adult education institutions for different target groups of the population as well as opening of avenues of further education through correspondence courses. The Commission proposes that a new Directorate of non-formal and Adult Education be established to administer and coordinate all the work in this area. This Directorate should also be responsible for promotion and use of audio-visual aids, radio and television for instructional purposes and organization of distance education programmes for various target groups. (For further details see Section 9.10 in Chapter IX).

vi. Directorate of Teacher Education

This Directorate will be responsible for the training of teachers for all levels of education such as Nursery, Primary, Secondary, Adult Education, Special Education, Vocational education and training of tutors for PTCs and NTCs. The Directorate will also be responsible for organizing in-service training programmes for teachers. It may have a number of departments to deal with the different levels and types of teacher training institutions.

vii. Directorate of Planning, Statistics and Evaluation

The new Directorate proposed for Planning, Statistics and Evaluation should assume the responsibility for the following tasks and activities:

- (a) Educational planning at all levels;
- (b) Collection, compilation and publication of educational statistics on an annual basis as well as through ad hoc surveys, for building a Management Information System for education;

- (c) Collection of financial data and carrying out cost analysis;
- (d) Budgeting and disbursement of development grants;
- (e) Identification and preparation of educational projects;
- (f) Monitoring and evaluation of educational development plans and projects;
- (g) Provision of computer services for statistics and other administrative purposes;
- (h) Coordination of foreign aid for education and other international cooperation programmes;
- (i) Organization of training programmes and providing guidance to other Directorates and District Education offices for developing their capacity to plan for education development at their levels;
- (j) School mapping and other programmes of improving educational facilities for achieving equity; and
- (k) Undertaking research and evaluation studies for improving efficiency in the administration of education and decreasing costs of and reducing wastage in education.

Obviously the Directorate should be well equipped both in terms of financial and human resources, for carrying out these tasks effectively. It should have separate Departments* for Planning; Statistics; Monitoring and Evaluation of projects; Computers; Budgeting and Finance; International Cooperation; Training, etc. Some of the departments could be further sub-divided into two or more Units.

10.4.6 In addition to the Directorates proposed above, the following four Departments may also be established, which may report directly to the Commissioner or Deputy Commissioner of Education.

(i) Department of School Buildings and Facilities

This new Department of School Buildings and Facilities should plan and supervise the construction of new school buildings and expansion of the existing ones. Also it should be responsible for supply of furniture and maintenance of buildings, furniture etc. in all schools. This Department may be headed by a Civil Engineer. As the amount of work for reconstruction and reequipping of schools has become enormous, the creation of this

Department is essential to ensure that the schools have buildings, furniture and other infra-structural facilities according to specified norms. The Department will work in close collaboration with the Directorate of Planning, Statistics and Evaluation.

(ii) Department of Career Guidance and Counselling

This Department should organize career guidance and counselling services for the students enrolled in secondary schools. There should be qualified guidance counsellors, at least one in each district, who should provide these services in schools. Also they should help and train teachers in schools to organize some basic guidance and counselling services within the school. The District Guidance Counsellors should be equipped with psychological tests and other material for providing educational and vocational guidance to students, while it will be the function of the Department to develop and provide such material to the district offices and even to schools. The Department may be headed by a suitably qualified person with specialization in Guidance and Counselling.

(iii) Department of Special Education

This Department should be responsible for all special education programmes for the physically or mentally disabled children. Facilities for special education should also be provided in the existing primary and secondary schools, in view of the need to integrate the disabled with the rest of the society. However, in view of the limited resources and shortage of qualified personnel, these programmes should also continue to be provided in separate schools for the blind, the deaf and the mentally retarded.

(iv) Department of Private Schools

This department should look after all private institutions, including pre-primary schools. It should help them in maintaining certain minimum standards and provide the assistance needed for their healthy growth. It should develop guidelines and a set of rules and regulations about teachers, building and equipment, and ensure that these are followed.

10.4.7 So far as inspection and supervision of schools are concerned, the Commission feels that these should be integrated with other administrative functions of various Directorates and District Education Offices. Existence of another parallel structure, with a Chief Inspector of Schools as overall incharge, is neither

economical nor conducive to the efficient administration of schools. However, for providing guidance to the educational administrators involved in inspection work and to undertake occasional inspections with teams of subject experts, it is proposed to create an autonomous Inspectorate of Education, with the same legal status as that of NCDC and UNEB. (For details see Section 10.5).

10.4.8 To sum up, the re-organization of the Ministry of Education is considered important for effective implementation of new policies and programmes of education. The key elements in the proposed reorganization are decentralization of administration, delegation and devolution of power, re-defining functions of various Directorates and Departments and strengthening them to carry out their functions effectively. While the Commission has provided guidelines, the task of actual reorganization is left to the Committee to be appointed for this purpose. The specific recommendations of the Commission, therefore, are as follows:

- R.178 A committee consisting of management experts and senior officers of the Ministry of Education should be appointed under the Chairmanship of the Permanent Secretary to undertake the reorganization of the Ministry. The Committee should define the specific roles and functions of the different Directorates and Departments, their staff requirements, and policies and procedures of performance assessment and promotion of the staff.
- R.179 A post of Commissioner of Education should be created. He should be an educator and be responsible for all professional matters. He should be assisted by a Deputy Commissioner of Education.
- R.180 Existing Departments/Units of the Ministry should be reorganized in seven Directorates divided into a number of Departments and Units. In addition, it is proposed to have four Departments directly under the supervision of the Commissioner of Education. Each Directorate will be headed by a Director of Education and the Departments by Deputy or Assistant Directors of Education. Some of the departments may have two or more Units, each of which may be headed by an Assistant Director of Education.

The proposed Directorates and Departments are as follows:

Directorates

- (i) Pre-primary and Primary Education;
- (ii) Secondary Education;
- (iii) Higher Education;
- (iv) Technical and Vocational Education;
- (v) Non-formal and Adult Education;
- (vi) Teacher Education; and
- (vii) Planning, Statistics and Evaluation.

Departments

- (i) School Buildings and Facilities;
- (ii) Career Guidance and Counselling;
- (iii) Special Education; and
- (iv) Private Schools.

While the above proposals will hopefully result in greater efficiency in the administration of the educational system for effective planning and management of the system, a proper data base is a necessity. Deficiencies of the existing data base have already been pointed out. Special efforts must therefore be made to collect comprehensive and reliable data on schools, students, teachers, physical facilities etc. on a regular basis. The efforts should lead to building up a Management Information System essential for decision making, timely corrective actions in the course of plan implementation. The Commission, therefore, recommends that:

Basic data on education should be centrally collected, compiled and published annually without much time lag. Accuracy of data should be ensured through proper checking. Further, duplication in the data collection should be avoided.

Comprehensive education surveys should be conducted periodically to provide detailed information for policy making, planning and school mapping.

Autonomous Bodies under the Ministry of Education

The Commission recognizes the important role played by various autonomous bodies in the development of education in Uganda. These bodies are relatively free from direct government control, and as such can plan and carry out their activities and programmes more effectively. In recent years, however, these bodies have suffered from

severe shortages of funds and qualified staff. As a result, they have not been able to function effectively and efficiently. The Commission proposes that not only should these bodies be strengthened but a few more be created as indicated below.

10.5.2 The new autonomous bodies are:

(i) National Council for Higher Education

As already discussed in Chapter VI on Higher Education, this Council should undertake the development of programmes of higher education, plan the funding of universities and colleges and coordinate the admissions of students. It should also ensure that the colleges maintain uniform and high standards.

The Council should have a number of departments to deal with its different functions. As indicated in Section 6.3 of Chapter VI, it should have a Bureau of Academic and Professional Standards that can evaluate and establish equivalence of degrees, diplomas and certificates from various institutions; a Joint Admission Board for Universities; an Examination Board for institutions other than Universities; and a Board for Human Resource Development. Altogether, the Council should deal with admissions, academic standards, funding of universities and colleges, evaluation and examinations as well as documentation and statistics relating to higher education.

(ii) National Council for Non-formal and Adult Education

As discussed in Chapter IX, this Council should be responsible for planning, development and implementation of programmes of non-formal and adult education including distance education for different target groups of adults and school leavers. It should develop courses and instructional materials and provide guidelines for evaluation of the learners. It should work in close collaboration with NCDC and the Directorate of Non-formal and Adult Education. (For further details, see Section 9.10 in Chapter IX).

(iii) Inspectorate of Education

This Inspectorate should play an effective role in controlling the quality of education and ensuring that schools maintain certain minimum standards and teachers perform their jobs satisfactorily. As indicated in paragraph 10.4.7, Inspectors of Schools will not work directly under this Inspectorate. It will be responsible for guiding the staff of different Directorates at the Headquarters and in the

districts for carrying out effective inspection and supervision of schools. The Inspectorate should have adequate staff including subject experts and necessary facilities for this work as well as for organizing occasional team inspection of schools. It may use the staff of TTCs and secondary school for team inspection. Apart from that, the Inspectorate should also conduct studies or teaching effectiveness, develop tools for inspection and supervision of schools and evaluate improvement in schools resulting from actions taken on the inspection reports.

(iv) **National Advisory Board on Languages**

In view of the importance attached to development of languages, the Commission feels that an Advisory Board should be established to plan the systematic development of these languages and to advise the Government on the policies and programmes to be followed for the promotion and teaching in schools (See Section 3.6 in Chapter III). The Board should promote the writing and publication of books and instructional materials in different Ugandan languages, both for students and general public. It should also develop standard terminologies and orthographies in different languages to facilitate the development of literature in these languages and their widespread use in communication.

The Commission, therefore, recommends:

R.183 The Government should establish the following four autonomous bodies:

- i. **National Council for Higher Education:** to Promote the programmes of higher education and to deal with admissions, academic standards, funding of universities and colleges, and evaluation procedures. It should be headed by a Chairman, to be assisted by a full-time Executive Secretary of the rank of a University Academic Registrar.
- ii. **National Council for Non-formal and Adult Education:** to plan, develop and implement programmes of non-formal and adult education, including distance education. It should be headed by a Director along the lines of NCDC.
- iii. **Inspectorate of Education:** to develop guidelines for school supervision, to train administrators at the district level in inspection work and to carry out inspection of schools from time to time with teams of subject experts. It should be headed by an Inspector

General of Education of the rank of the Commissioner of Education.

- iv. **National Advisory Board on Languages**: to promote the development and use of national languages. It should have a Chairman of the rank of a University Professor, a number of language experts and a small secretariat. It should function mainly through committees and task forces for different languages. It should also guide and help the District Language Committees in their work of promoting local languages.

R.184 The Government should provide office space, other facilities, equipment and adequate funds to these bodies for functioning effectively.

10.5.3 The Commission feels that the following bodies need to be strengthened and their functions to be redefined:

- i. Teaching Service Commission;
- ii. National Curriculum Development Centre;
- iii. Uganda National Examination Board; and
- iv. Uganda Literature Bureau

The Commission's proposals concerning these bodies are presented below.

10.5.4 **Teaching Service Commission**

The Commission suggests that functions of the existing Teaching Service Commission should be reviewed and its role redefined vis-a-vis that of the Ministry of Education in the administration of teaching service. The Commission feels that there should be greater mobility between teachers and headteachers on the one hand and educational administrators on the other. At present, the latter are governed by the Public Service Commission, and have their own line of promotion. It will be desirable to bring all teachers, headteachers and educational administrators under a common umbrella of an Education Service Commission. In addition to recruitment, it should streamline their service conditions and provide guidelines for assessment of their work, promotion etc. The responsibility for routine administrative matters (such as their posting and transfer) should be left with the concerned departments of the Ministry. Hence the Commission recommends that:

R.185 The existing Teaching Service Commission should be converted into an Education Service Commission. Its statutory functions should be reviewed to include the recruitment, registration and promotion of teachers and other educational administrators, formulation of terms and conditions of service and development of a code of conduct for them.

- R186 The proposed Education Service Commission should be adequately staffed and equipped. Education Service Committees should be formed at the district level to facilitate its work.
- R.187 The functions of personnel management such as performance assessment, posting, transfer and supervision of the teaching and other staff should remain with the concerned Directorates of the Ministry of Education.

10.5.5 National Curriculum Development Centre

The Centre will continue to play a pivotal role in improving the quality of education and redesigning the courses at various levels to meet the goals and objectives of education. It will also carry out research and evaluation of curriculum and textbooks. The Centre needs strengthening to develop curriculum for different levels and types of education, and to prepare and publish textbooks to meet the needs of all students. To enable the Centre to achieve these objectives, the Commission recommends that:

- R.188 The National Curriculum Development Centre should be strengthened with qualified staff in different subjects and experts in educational research and evaluation, to prepare new curriculum, syllabi, textbooks, and teachers' guides and to carry out research and evaluation in curriculum development. The Centre should also develop schemes of continuous comprehensive evaluation through cumulative record cards for use in schools.
- R.189 The Centre should be provided with adequate physical and financial resources required for the production of instructional materials within a reasonable time for implementation of the new structure of education.
- R.190 The Centre should be equipped with the facilities of publishing and printing textbooks and other instructional materials.

10.5.6 Uganda National Examinations Board

The Board should be adequately equipped to conduct various public examinations properly. It should bring about improvement in the setting of question papers and evaluation of answer-scripts for ensuring validity and reliability of examinations. It should be able to conduct research and analysis of examination data leading to the needed reforms and changes in evaluation procedures. The Board should develop a system of evaluation that would enable it to test not only the scholastic achievement of students but also other objectives of education. The new evaluation system should cover the entire curriculum and be based on a combination of internal assessment and external examinations. The internal

assessment should cover both scholastic and non-scholastic areas. Hence the Commission recommends that:

- R.191 The Uganda National Examination Board should be adequately staffed for conducting various examinations, and for research and statistical analysis of examination data on a continuous basis.
- R.192 The Board should be provided with proper buildings and facilities for effective and efficient functioning. It should be equipped for local printing of question papers under proper security arrangements.
- R.193 Results declared by the Board should reflect the achievement of students in both the internal assessment and external examinations. Furthermore, the Board should bring about improvement in setting of question papers and evaluation of answer-scripts for better reliability and validity.
- R.194 The Board should be given sufficient authority for organizing the examination work in an objective manner. Functions of the Board should be reviewed and the Act amended in order to redefine them vis-a-vis those of the proposed National Council of Higher Education.

10.5.7 Uganda Literature Bureau

As already pointed out in Section 10.2.10, the Bureau which is responsible for promoting and publishing books on literature, science and culture, is not functioning effectively. The Commission, therefore, recommends that:

- R.195 The Uganda Literature Bureau should be adequately staffed and funded for proper functioning. The Bureau should take steps for commissioning good authors to write books on a wide range of subjects and publishing them.

10.5.8 Uganda National Commission for UNESCO

The Commission has noted that the Uganda National Commission for UNESCO is at present functioning without any statutory authority. The Commission recommends that:

- R.196 The establishment of the Uganda National Commission for UNESCO should be regularized with necessary legal provisions and its secretariat should be strengthened.

10.6 Educational Administration at the District Level

10.6.1 Over the years, the tendency towards centralisation of power has increased which has resulted in crippling of local governments. The Commission now proposes that financial and legislative powers be devolved to the local governments in an effective manner. Devolution entails assigning some decision making powers of the Central Government to the representatives of the people at the local level, who will then be able to take important decisions at their level. The Commission has given thought to the pattern of decentralisation to be followed in education.

10.6.2 It has noted that the existing Regional Offices of Education do not function effectively. It is, therefore, of the view that these offices should be abolished and instead the planning and administration of education should be strengthened at the district level. There should be a direct link between the districts and the Ministry in all matters. The commission, therefore, recommends that:

R.197 The Regional Education Offices should be abolished. Educational administration at district level should be strengthened.

10.6.3 The Commission feels that strengthening of planning and administration at the district level would lead to development of education to suit the local needs. It would also facilitate taking of on-the-spot decisions for expeditious implementation of various projects. Although the Primary and Adult Education are transferred to Local Administration, in effect, they are fully under the control of the Central Government. This needs to be changed. The major considerations in reorganization of the district level administration are the following:

- i. Involvement of local communities and authorities in the planning and development of education;
- ii. Mobilization of local resources for educational development programmes and projects;
- iii. Greater decentralization and devolution of power to local authorities by strengthening the administrative structure at the district level; and
- iv. Providing necessary inputs for effective planning and management of education at the grassroot levels.

10.6.4 Keeping in view the above considerations, the Commission recommends:

- R.198 The District Education Officers (DEOs) should be of the rank of Deputy Director of Education. They should be overall in-charge of both the administration and inspection of schools. They should be empowered to deal with all matters pertaining to administration of education in the district, and should be answerable to the District Councils* as well as to the Commissioner of Education.
- R.199 The following Units, each headed by an Assistant District Education Officer, should be established in each district:
- i. Pre-primary, Primary and Special Education;
 - ii. Secondary Schools, Vocational/Technical Education and Teacher Training;
 - iii. Non-formal and Adult Education;
 - iv. Career Guidance and Counselling;
 - v. Planning and Statistics;
 - vi. Finance, Budget and Accounts;
 - vii. School Buildings and facilities;
 - viii. Inspection and Supervision of schools.
- R.200 There should be sufficient number of Assistant Inspectors of Schools to undertake inspection of primary schools. They should be responsible to the DEO.

10.7 Management at School Level

The Commission notes the important role played by the Management Committees for primary schools and Boards of Governors for secondary schools in the management and development of individual schools. In general, Boards of Governors have five representatives of the founding body including the chairman, four representatives of the Chief Education Officer and four co-opted by these nine. The chairman is appointed by the founding body. It is felt that these Boards of Governors/Management Committees should play a more effective role in future for efficient management of schools.

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- ❖ There is a District Council in each district, composed of elected representatives, responsible for the overall development of the district. The Commission has already made recommendations on the role and composition of the Boards of Governors in Chapter V (See R.76 and R.77). It further recommends that:

- R.201 The rules concerning powers and responsibilities of Management Committees and Boards of Governors should be revised to enable them to play an effective role in management and development of schools. They should have representatives from PTAs. No person should be a Chairman of more than two Boards/Committees at the same time.
- R.202 Boards of Governors should be empowered to expel students under extreme conditions and to suspend teachers pending the decision of the Education Service Commission. Also the Board's views should be taken into consideration in posting and transfer of teachers.
- 10.7.1 The Headteacher should continue to be the academic and administrative head of the school. He should function within the overall policy framework decided by the Board of Governors or the Management Committee. The administrative role of the teacher also needs to be recognized. It would vary according to his/her position and responsibilities, for example, a teacher can be made a housemaster in-charge of co-curricular activities. The teachers should be prepared to share administrative responsibilities in schools.
- R.203 The schedule of duties of the head teachers should be specified reflecting the new policies and changes in the administration of education proposed by the Commission. Also, the teachers should bear adequate responsibility in the day-to-day administration of the school. This responsibility should increase as they go up the promotional ladder.

10.8 Parent Teacher Associations

- 10.8.1** In Uganda, PTA's play an important role in the development and financing of education at the local levels. They provide support to schools in all matters, and particularly in recent years, have raised funds from parents. This has saved many schools from collapsing because of the paucity of government funds. However there are complaints in the mass media about the amounts parents are required to pay. The Commission feels that while the PTA's should continue to play the vital role in the development of education, they should exercise moderation in raising funds for schools. The role of PTAs in the case of primary schools has already been discussed in Chapter IV (e.g. see R.42). In view of the Commission,

PTA's should function more democratically, and take decisions acceptable to the majority of parents. Hence it recommends that:

- R.204 The Parent Teacher Associations should continue functioning as voluntary organizations mainly concerned with the welfare of students and teachers, and for the overall development of schools. However, their recommendations should be approved by the Boards of Governors/Management Committees before any action is taken on them. Their decisions on raising funds for the school should have approval of the majority of parents.
- R.204 Headmasters should not treat PTA's merely as a source of funds for running the schools. They should involve PTA's more in welfare and development activities of the school.

FINANCIAL AND OTHER IMPLICATIONS

11.1 Introduction

11.1.1 Financial outlook for the education sector in Uganda is closely-linked with the fiscal position and overall performance of its economy. Unfortunately, over the past twenty years or so, the economy has been far from being healthy and resources available to the education sector have been declining in absolute terms. The population growth and increased social demand have resulted in a rapid increase in enrolments in educational institutions. While there were about 1.4 million students at all levels of education in 1980, the corresponding number for 1989 is estimated at close to 2.6 million. Decreasing finances coupled with increasing enrolments have resulted in deterioration of the quality of education at all levels. Channeling of meagre public resources to higher education has also indirectly affected the quality of education at lower levels, especially at the primary level.

11.1.2 The Commission carefully examined available resources and identified basic needs of the education sector. It feels that the Government will continue to play a leading role in financing of education at all levels, except pre-primary. However, the local authorities, communities and the parent/students will have to continue bearing a substantial burden in the financing education in Uganda in the foreseeable future. The Commission believes, at the same time, that reallocation of resources among different levels and types of education is necessary in order to achieve greater efficiency and equity.

11.1.3 This Chapter initially discusses budgetary allocations to the recurrent expenditure on education and the role played by private organizations such as Parent Teachers Associations (PTA) and religious institutions in the financing of education. An account of the Commission's recommendations involving major outlays of both the recurrent and capital/development expenditures is provided thereafter.

11.1.4 A Summary of the financial implications of implementing the Commission's recommendations is given outlining the development cost over the 6-year period, 1990-95, and the average annual recurrent expenditure over the same period. The chapter ends with what the Commission visualises as the expected long term benefits for the youth, community and the nation as a whole when its major recommendations are implemented.

11.1.5 A word of caution about the cost estimates is necessary at this stage. In the absence of relevant time series data required for making projections, a number of assumptions had to be made for projecting the number of institutions, students, teachers etc. in the future and for estimating unit costs to arrive at cost estimates. It is suggested that these estimates be revised as and when more up-to-date and reliable data become available for making projections.

11.2 Financing of Education and the Socio-Economic Crisis

11.2.1 Internal turmoil in Uganda over the past twenty years, external pressures on account of worsening terms of trade, growing public debt, and declining value of the Uganda shilling have jointly dealt a blow to the financing of education in the country. Some facts and figures on how the economy has declined in the last two decades are given in Section 12.1 of Chapter XII. The Commission, however, hopes that the current policies of the Government will reverse the past trend and, in due course, adequate funds will become available for expansion and quality improvement of education as envisaged in this report.

11.2.2 Budgetary estimates for the recurrent expenditure of the Ministry of Education (MOE) for the year 1987/88 were set at shs. 6.1 billion including the expenditure of the Makerere University. Similar estimates for the year 1988/89 stood at shs 10.6 billion indicating an increase of 74 percent over the past year. However, this increase was inadequate in the context of a high inflation rate (180% in December, 1988). Often the actual expenditure on education happened to be less than the budgeted amount due to cuts in the budget made later on.

11.2.3 The share of Ministry of Education's recurrent expenditure in the total Government recurrent expenditure has recorded considerable fluctuations during the last decade. This share has declined from as high as 21% in 1983/84 to as low as 11% in 1986/87. However, for the years 1987/88 and 1988/89, the corresponding figures are 18.2% and 15.8% respectively. In respect of development expenditure, the share of the Ministry of Education has been even less; the highest was 9.2% in 1986/87 while in other years, it ranged between 2% and 5%.

11.2.4 While the public resources for education have been declining, enrolment in primary schools has doubled between 1980 and 1988, at an average annual rate of 9.2%. The rate of growth at the secondary level has been about 16 percent per year over the same period* Corresponding rates of growth for the higher and technical education are estimated to be about eight percent each. The annual rate of growth of enrolment in training colleges has been 4.7 percent over the past eight years. The number of educational institutions has also increased substantially over this period. In particular, the

government aided secondary schools have registered a phenomenal increase from 120 in 1980 to

S12 in 1988. In addition, there are over 250 private secondary schools. There have also been increased opportunities for the training of teachers. Development of new technical and commercial colleges and opening of a national university are clear signs of the Government's willingness to meet public demand and aspirations of young individuals for higher education.

11.2.5 The impact of the dwindling public resources on one hand and the growing enrolments at school level on the other, is reflected in the deteriorating quality of education. Teachers are underpaid and parents are forced to make up for the financial deficiencies arising from inadequate funds allocated to the education sector.

11.2.6 The Ministry of Education continues to meet the full boarding and lodging costs of students in higher education. The capitation grant per student in boarding secondary schools is shs.8149 per pupil, which is 72% more than that in day secondary schools. On the other hand, the government contributes very little (on an average shs. 130 per pupil) for meeting the pedagogical requirements in primary schools. This has created imbalances in the provision of educational facilities at various levels and types of education.

11.2.7 Another important aspect of the problem is the extremely low level of teachers' salaries. The average salary for a primary school teacher is just about 2,000 shillings per month. The Kampala cost of living index for June 1988 indicated that an income of about 12,000 shillings per month was required for bare subsistence. Teachers cannot devote required time for teaching when they are forced to seek additional employment for survival. If they undertake private coaching, an equity-quality issue arises because it is only the pupils from better off families who can afford the coaching fee.

11.2.8 Although the official school fees are quite low, parental contribution to school expenses at primary and secondary levels is often disproportionately high. Besides school fees, parents are required to contribute for transportation, mid-day meals, school supplies, teachers' supplementary allowances/salaries, and even for the construction of classrooms and houses/flats for teachers. In the absence of specific guidelines, there are wide variations in PTA contributions from one school to another and between schools in towns and those in rural areas. While the PTA contribution is sometimes nil or as low as shs. 100 per pupil in a rural primary school, it is as high as shs. 50,000 in a good city school.

- 11.2.9 In the present situation, where parents are required to share a heavy financial burden for primary and secondary education of their wards and almost no burden for higher education, the inequality of opportunity in education is bound to be perpetuated. Parents who cannot afford to contribute substantial amounts to PTA have to remove their children from school, while affluent parents are able to provide education to their wards up to tertiary level without any difficulty.
- 11.2.10 Considering the need for greater resources for Education and the above anomalies, the Commission recommends that:
- R.206 The Government should allocate at least 20% of its recurrent budget to the education sector.
- R.207 The existing allocation to non-pedagogical items such as "boom" (pocket allowance to students) and boarding and Transportation costs at post-primary levels should be discontinued. The savings accruing therefrom should be allocated to high priority areas of education such as teachers' salaries and provision of teaching materials.
- R.208 The Government should ensure that every child has the necessary instructional materials. Government should also allocate adequate foreign exchange for setting up production units for such materials.

11.3 Resources for Education

- 11.3.1 Government Revenue:** Taxes, duties, commercial and industrial deposits, and public borrowings are the main sources of Government revenue. In Uganda, however, the economic infrastructure in some regions has been seriously affected by the past disturbances. As a result some areas of the country have remained untaxed. But the Commission is aware of their tax potential in the future. With the current drive for increased production in all sectors, it is estimated that GDP will increase at an annual rate of 5 to 6 percent, and the revenue from taxes will also grow substantially.
- 11.3.2** Assuming an annual growth of 5% in the GDP, the Commission considered three possible scenarios for the amounts likely to be available for education in the future:
- i. education gets 20% of the Government revenue for recurrent expenditure throughout 1990/91-1999/2000;
 - ii. the share of education gradually increases to 25% by the year 1999/2000; and
 - iii. The share of education increases rapidly to 30% by the year 1999/2000.

The last two scenarios assume increased tax efforts by the Government over the next twelve years.

11.3.3 The figures in Appendix 18 indicate the limits on Government resources in the absence of a significant economic revival. It implies that substantial increase in allocation to the education sector is not likely unless new taxation measures lead to collection of much larger government revenue. The average increase in the Ministry of Education's recurrent budget over the period 1988/89 - 1999/2000, under the first scenario is only shs. 977 million per year. Corresponding increases under the second and third scenarios are shs. 1431 million and 1885 million respectively. It is only under the third scenario that any significant increase in MOE budget, required for improvements as recommended by the Commission, appears possible.

11.3.4 During the past two years, some signs of economic revival have become noticeable. More finances are now available to the development of industrial and service sectors. Recent credits established from overseas for the industrial revival are also expected to augment Uganda's economic performance. However, the per capita income may not increase so much, because of a high rate of population growth. For the education sector, therefore, exploration of other resources such as foreign aid and local participation are vital. Similarly, phasing of some of the proposed recommendations, particularly those involving heavy capital outlays is also necessary. If the anticipated economic revival takes place in the near future, the share of development budget allotted to Ministry of Education is also likely to increase, and in that case it should be possible to implement the proposed changes in a shorter time span.

11.3.5 **Beneficiaries and Parents:** Even though education at no level can be totally free for the students or their parents, the Commission feels that their contribution to the educational expenditure needs rationalization and streamlining. The amounts should be used for items directly related to students' benefits such as instructional materials, uniforms and school meals.

11.3.6 Since parents' capacity to pay for their children's education depends on their economic condition, many children with poor parents remain deprived of educational opportunities. In order to help such children, it is necessary to introduce bursary and fee exemption schemes at the national and district levels. For the students from disadvantaged areas of the country also, such a relief is needed.

11.3.7 **Local Government Revenue:** Disturbances during the past twenty years have substantially eroded the tax base of local governments. Current efforts of rehabilitation are likely to improve this condition. The Commission anticipates that local governments will

be able to raise funds for educational development in the future through taxation within their powers.

11.3.8 **Local Communities:** Mobilization of the population for construction and development of major projects is more effective when carried out by the local authorities. The district level management of primary and secondary education would provide the local communities an easy access to expert advice and would reduce administrative delays occurring as a result of centralized administration. The Commission feels that efforts of the local community should, however, concentrate on development projects rather than incurring recurrent expenditure on education.

11.3.9 **Educational Institutions:** While all government aided educational institutions are recipients of public funds, the Commission feels that they should generate some income of their own through productive activities. Also they should make optimum use of the existing resources and avoid wasteful expenditure.

11.3.10 **Private Sector:** Unaided schools and colleges run by some missionaries, charitable organizations and industries are covered under this section. The Commission appreciates the significant role played by such institutions in the overall development of Uganda. Even though no Government financial assistance is provided to such schools and colleges, the MOE should supervise them and monitor their activities to ensure that they maintain adequate standards. The Commission does not support the idea of providing Government grants to private schools, but non-monetary assistance should be provided where possible, to enable them to function effectively. At the primary level, where the Government is committed to make such education available to all school age children, it may provide some financial support to private primary schools also, especially when they cater to the needs of disadvantaged sections of the society.

11.3.11 Well defined linkages between the private and public sector institutions are necessary in order to mobilize financial resources. For example, training is enriched when opportunities for practical work are provided on the job. Further, industries can directly contribute to formal education by loaning equipment and expertise. An active and effective collaboration between the private sector establishments and educational institutions is required for mutual benefits. This is particularly desirable for the success of various technical/vocational education programmes proposed by the Commission.

11.3.12 **External Resources:** The Government is currently receiving considerable external assistance for a number of development projects. According to the Government Draft Budget Estimates for

1988/89, out of a total of shs. 43.9 billion Provided for the development expenditures about shs. 30.7 billion Were in the form of international loans. The Commission feels the need of cost-Benefit analysis and feasibility studies for selection of only those development projects which will have a significant impact on the quality of education and the country's economy. The Commission, however, considered the experiences of other countries while giving priority to certain programmes involving major capital outlays. The proposals of rehabilitation of the existing schools and colleges, of providing universal primary education and literacy, and developing the middle level technical and agricultural manpower should be given greater priority in view of their long term benefits for the economic development of Uganda.

11.3.13 Several foreign government and non-government organizations have provided considerable assistance to education in Uganda. The Government will certainly welcome more of to such assistance, once the national priorities for educational development are determined and the government is ready to implement the proposed policies. Such assistance would, however, form only a portion of total educational expenditure in Uganda. The Commission also recognizes that any development project, even though financed by an international organization, requires recurrent expenses for maintenance and continuation of the work. These expenses must be taken into account while accepting foreign assistance. The education system of Uganda should be self-supporting in the long run and foreign help should not be expected to sustain any programme indefinitely.

11.3.14 keeping in view the various issues on financial of education discussed above, the Commission, recommends that:

R.209 The Government should provide adequate living wages to both teaching and non-teaching staff at all levels of education.

R.210 The Government should be responsible for the capital expenditure at all levels of education except the primary level.

R.211 The local government should assume the responsibility of providing building and furniture to primary schools.

R.212 The local communities should play a greater role in establishing and developing primary schools.

R.213 The beneficiaries or their parents should bear 50% of the total cost of instructional materials at the primary and secondary levels of education.

R.214 The Government should provide special grants for school buildings and other educational facilities to the less

developed areas of the country such as Karamoja.

R.215 An education tax may be levied to raise funds for educational development, particularly for such programmes as Universalization of Primary Education. These funds should be made available to local authorities for specific purposes.

11.4 Phasing

11.4.1 It is understood that the implementation of the recommendations involving developmental activities will cover a considerable span of time required for mobilization of resources and systematic planning. It is, therefore, necessary to have a carefully prepared plan of action for implementing the recommendations in a phased manner. This should take into consideration the availability of resources, capacity of the system to use the resources and the priorities attached to the different recommendations.

11.4.2 The Commission proposes that its recommendations should be implemented in a phased manner. The three phases proposed by it are:

- (a) First Phase - from 1990 to 1992;
- (b) Second Phase - from 1993 to 1995; and
- (c) Third Phase - from 1996 to 2000.

The recommendations with higher priority or relatively less cost implication should be implemented in Phase I, and most of the other recommendations in Phase II. The summary of conclusions and recommendations given at the beginning of this Report provides an indication of the major projects and activities which could be initiated during Phase I, II or III.

11.5 Financial Implications of the Commission's Recommendations:

11.5.1 Due to lack of data needed for calculating various unit costs, it was difficult to arrive at reliable estimates of costs of implementing the different recommendations of the Commission. Moreover, a high rate of inflation and unpredictable fluctuations in prices make any estimate highly susceptible. However, it was desirable to make some estimates of the development costs and additional recurrent expenditure for implementation of the major recommendations of the Commission. These estimates, which are given in Appendix 21, should be considered just indicative and used with great caution. They should be revised at a later stage when the relevant data from schools and other sources become available.

- 11.5.2** Appendix 21 provides the estimates of both recurrent and development expenditure for the period 1990-95, covering Phases I and II, when most of the Commission's recommendations are expected to be implemented. The recurrent expenditure shown is the average for the period 1990-95 and could be considered as applicable to the years 1992 and 1993. The estimates represent only the additional recurrent expenditure and not the total, and are made at 1988 prices.
- 11.5.3** Table 11.1 gives a brief summary of the estimated expenditure on major items. Of the total estimated development expenditure of about shs. 607 billion during the period 1990-95, primary education alone accounts for shs. 435 billion (71.7%), followed by the secondary education, shs. 148 billion (24.4%). The development expenditure on strengthening administration and other levels and types of education taken together is estimated to be shs. 24 billion (3.9%). It may, however, be noted that the development expenditure on primary education will be incurred by the local governments and the community, according to the Commission's recommendations. Similarly, the cost of construction could be reduced substantially by using local materials and voluntary labour from the community and adopting building norms which are modest and inexpensive.
- 11.5.4** At the primary level, the major recommendations of the Commission involve the establishment of new primary schools and the construction of additional classrooms for P.8 students. The development expenditure on primary education for Phases I and II, is estimated at shs. 224.5 billion and shs. 210.5 billion respectively, and the additional recurrent expenditure is estimated at shs. 3.3 billion per year on an average for 1990-95. It should, however, be noted that this figure includes a loss of 0.6 billion shs. In the Government revenue due to the provision of free education to selected primary school pupils such as orphans and children of NRA soldiers.
- 11.5.5** It is estimated that during 1990-95, capital expenditures of shs. 127.4 billion and shs. 15.6 billion are required for establishing new secondary schools and upgrading of lower secondary to higher secondary schools respectively. An additional recurrent expenditure of shs. 2.85 billion per year is estimated for this level of education on an average for 1990-95.
- 11.5.6** A total capital expenditure of shs. 18.2 billion is estimated for other levels and types of education. Out of this, the share of technical education is shs. 10.6 billion, and that of higher education shs. 3.0 billion. Non-formal education and literacy programmes would require shs. 2.0 billion, and teacher education, shs. 1.8 billion.

11.5.7 A major item of development expenditure on educational administration is the establishment and strengthening of the autonomous bodies. For this item, the total development expenditure is estimated at shs. 6.0 billion over the period, 1990-95.

TABLE 11.1

SUMMARY OF FINANCIAL IMPLICATIONS

(In billion shillings)

| Item | Development Expenditure | | | Additional Annual Recurrent Expenditure (1990-95) |
|----------------------------------------------------|-------------------------|----------------------|-----------------|---------------------------------------------------|
| | Phase I (1990-1992) | Phase II (1993-1995) | Total (1990-95) | |
| Primary Education | | | | |
| . Establishing new Primary Schools | 184.5 | 184.5 | 369.0 | 0.44 |
| . Construction of Classrooms for P.8 | 39.0 | 26.0 | 65.0 | - |
| . Others | 1.0 | - | 1.0 | 2.87 |
| Sub-total | 224.5 | 210.5 | 435.0 | 3.31 |
| Secondary Education | | | | |
| . Establishing new schools | 63.8 | 63.8 | 127.6 | 2.58 |
| . Upgrading lower Sec. to higher Sec. | 7.8 | 7.8 | 15.6 | - |
| . Others | 3.1 | 1.7 | 4.8 | 0.27 |
| Sub-total | 74.7 | 73.3 | 148.0 | 2.85 |
| Other Education | | | | |
| . Higher Education | 1.9 | 1.1 | 3.0 | -0.18 |
| . Technical Education (Tech.Insts) | 3.3 | 7.3 | 10.6 | 0.03 |
| . Teacher Education | 1.0 | 0.8 | 1.8 | 0.05 |
| . Non-formal/Adult Education | 1.2 | 0.8 | 2.0 | 0.21 |
| . Special Education | 0.5 | 0.3 | 0.8 | 0.04 |
| . Community Service | - | - | - | 0.36 |
| . Incentives etc. | - | - | - | 0.61 |
| Sub-total | 7.9 | 10.3 | 18.2 | 1.12 |
| Educational Administration | | | | |
| . Establishing/ Strengthening of Autonomous Bodies | 4.0 | 2.0 | 6.0 | 0.04 |
| Grand Total | 311.1 | 296.1 | 607.2 | 7.32 |

11.6 Non-Monetary Inputs:

11.6.1 Besides the financial provisions discussed above, the implementation of the Commission's recommendations will require availability of building material, equipment and qualified personnel at reasonable costs. If voluntary contributions of labour are provided by parents, students and the community. Government's financial obligations for the reconstruction of the education system

will be substantially reduced. Production and use of local materials rather than dependence on foreign goods would also facilitate this reconstruction.

11.7 **Expected Benefits from Implementation of the New Policy:**

11.7.1 Education is bound to play a key role in shaping the future of Uganda. Only through education, our culture will be preserved, maintained and developed. Education will help in shaping the character and personality of the younger generation who would be the leaders of tomorrow. In formulating the new educational policy, it has been the Commission's endeavour to give such a direction to the educational system that would inculcate proper values, skills, attitudes in our youth today and enable them to become decent, patriotic and economically productive citizens of tomorrow.

11.7.2 Present relationship between the output from our education system and Uganda's manpower needs is disheartening. The Commission was concerned' about graduates coming out of the education system without proper academic and vocational moorings and feeling embittered about their investment of time and money without any assurance of adequate returns. Educational planners and administrators should ensure that public funds spent on educational activities are not wasted. The Commission expects that with the role which educational planners will play in the future, the funds provided from the public resources will be properly and efficiently utilised for the right type of educational programmes. The Commission also expects that in the future the emphasis will be on planned educational development and efficient management of the educational system.

11.7.3 The Commission looks forward to the benefits that will accrue from the redesign of the curriculum for the different levels and types of education. There will be a renewal of cultural vitality with growing public participation in arts, music and literature. Improved teaching of mathematics, pure and applied sciences and introduction of computer science and other technical subjects will ultimately pave the way for a healthier, and economically sound society in the country.

11.7.4 The society will change for the better with the rise in the number of literates and educated persons. As more and more persons from socially deprived groups become educated, the benefits of the economic revival will start getting more equitably distributed. The goal of universal primary education, when achieved, will exert greater pressure for expansion of education at the secondary and higher levels. Ultimately a successful redesigning of education over the next 20 - 25 years will occur, which will lead to emergence of a more educated. Enlightened and prosperous nation.

- 11.7.5 Introduction of vocational subjects at upper primary level and its systematic follow-up at the secondary and higher levels will not only produce the craftsmen, technicians and engineers required for building our country in the coming century but will also instil confidence in the younger generation and channelize it into constructive activities for the overall development of the society.
- 11.7.6 Benefits from proposals of enhancing physical facilities, increasing the number of well qualified and motivated teachers, curriculum development and improvement in evaluation procedures are expected to be far reaching. While the facilities will be permanent assets, satisfied and devoted teachers will prove to be the most important torch-bearers in the massive task of educational reconstruction. Curriculum development for propagation of languages and promotion of subjects of interest to girls and disadvantaged groups will enhance equity among various groups. The evaluation measures such as continuous assessment cards should promote healthy study habits and greater attention to the instructional needs in individual students.
- 11.7.7 The Commission has been very conscious of the need to avoid wastage and make optimum use of resources. Institutional planning and establishment of horizontal and vertical linkages within and outside the Ministry of Education will facilitate improved utilization of existing resources. The Commission envisages that in future with greater community participation, not only more resources will be generated from relevant projects but wastage in expenditure will also be curtailed.
- 11.7.8 To sum up, the Commission strongly feels that when its recommendations are implemented, adequate number of well-equipped schools and devoted teachers will be available at primary level to meet the growing need of our younger generation. Increased educational opportunities provided to economically and socially deprived classes will ensure equity in the educational system. Wastage in the form of drop-outs and class repetition would be reduced which will result in more efficient use of the limited resources. Students coming out of schools with extensive vocational training will become more self-reliant and less dependent on government employment. The restructuring of education and proposed changes in the curriculum will help in channelizing the energies of our younger generation towards reconstruction of Uganda and achievement of national integration. On the academic and cultural fronts, the nation would experience a renaissance as more and more educated persons would contribute to arts, music and literature for the progress of our society.

It is therefore important that the vital decisions on the revamping of the educational system are taken soon and concerted efforts are made for implementation of various proposals so that it does not take long to achieve the cherished goals of national integration and economic development ensuing from the reforms and improvement in the educational system.

CHAPTER XII

INTERNATIONAL COOPERATION IN EDUCATION

12.1 Economic Background

- 12.1.1. The Commission has observed that Uganda's Gross Domestic Product (GDP) at constant prices declined and per capita real income fell by 35 per cent during the period from 1972 to 1985. Current Gross National Product (GDP) per capita is estimated to be US\$ 230. There was a partial recovery between 1981 and 1983 but a further decline occurred in 1984 and 1985. The regular budget surpluses of the sixties turned into huge physical deficits between 1972 and 1981, amounting in some years to over 60 per cent of the recurrent revenues. The rising deficits call for the excessive monetary expansion averaging 30 per cent per annum in the seventies. Between 1982 and June 1985, the budgetary situation improved and the rate of expansion of domestic credit declined substantially, but the adverse trends reappeared in the latter part of 1985 due civil strife. Inflation as measured by the consumer price index rose by 1.9 per cent in 1972, 12.9 per cent in 1973 and accelerated to an annual rate of 50 per cent by 1974. By 1979, inflation had risen to an annual rate of 88 per cent and between August 1981 and April 1986 domestic prices rose at an average annual rate of 67.8 per cent.
- 12.1.2. These inflationary pressures coupled with declining export earnings put intense pressure on the balance of payments. The balance of payments deficit, which was 190 million dollars in 1970 increased sharply to reach an all-time record of 227 million dollars in 1980, inspite of serious import restrictions and foreign exchange controls. There were some improvements in the balance of payments after 1981 as a result of improved earnings and increased efforts. There were also current account surpluses in 1984 and 1985, but the situation started to deteriorate again before the end of 1985.
- 12.1.3. By 1985 debt servicing was absorbing more than 50 per cent of current export earnings. The rate of exchange had gone through several changes, and the future outlook was uncertain. Morale in the public service was at an all-time low. The long period of political instability had taken a big toll and salaries and incentives were eroded by the high rate of inflation.
- 12.1.4. However, during the period 1985-88, the economy has shown some signs of improvement and recovery. The rate of inflation which averaged 120% for 1987 has declined considerably and is reported to be 2% per month for the year 1988. Similarly, the GDP is estimated to have increased by 5% during the period 1987-88. In spite of all these favourable trends the economy is still very

weak and considerable external financial and technical assistance is needed for the rehabilitation programmes as well as for the development of socio-economic infra-structure.

12.2 Focus on Rehabilitation

12.2.1 The Commission feels that against this background of increasing financial problems, the Government had to face the major tasks of restoration of economic and social infrastructure (health, water, sanitation, education, housing and roads) destroyed during the civil war and involving resettlement of refugees and displaced persons; restoration of productive capacities (especially in agriculture and livestock production and in industries producing essential commodities); and establishment of an appropriate framework for economic and social policies. The rehabilitation and improvement of educational institutions including teachers colleges formed a part of the overall reconstruction effort. However, because of financial constraints, the achievement of set goals has been difficult.

12.2.2 The Commission recognizes that the education system, like all other systems in the country, had its own share of the adverse effects of the years of economic difficulties and political instability. At present, national priorities in education include the rehabilitation and reconstruction of the formal education system to raise overall academic standards; diversification of the school curricula to include agriculture and vocational subjects; universalisation of primary education and expansion of educational facilities at all levels; provision of training programmes in line with the nation's manpower needs; and promotion of national unity. The facilities and funds available to the education sector, however, make it difficult to meet most of these aims.

12.2.3 In short, these problems have continued to restrain the realization of the Government's plans for the education sector. A continued lack of appropriate inputs, including equipment and materials and in some cases non-availability of sufficient agricultural land within the vicinity of the institution; destruction of various community buildings including primary schools in various regions during civil strife; lack of sufficient funds to meet the high costs of construction of educational infrastructure; and the escalation of operating costs of the boarding institutions are some of the major problems. It is obvious that the Government needs external assistance on a large scale for rehabilitation of the educational infrastructure and further development of education and training that is crucial for economic growth.

12.3 International Aid for Education in the Past

12.3.1 Quantitative trends in public international development assistance to education in Uganda are difficult to analyse because

the required detailed information on aid flows is not available. During 1981-83 the concessional education sector aid from OECD and OPEC members averaged US\$ 4.3 million representing 3.2 per cent of total external aid. The per capita aid for education amounted to 0.32 dollars, which made Uganda one of the lowest aid recipient countries in Africa.

12.3.2 UNDP assistance for education has also declined in recent years. The budget of UNDP Education projects in Uganda was US\$ 528,661 in 1980, but it reduced to US\$ 176,920 in 1986. Compared to other developing countries in Africa, it is clear that Uganda did not receive aid commensurate to the magnitude of its educational need in the past. Possibly, it was due to political instability and civil war conditions in Uganda in those years.

12.3.3 In recent years, however, aid from a number of bilateral and multilateral sources has increased. Although comparable information on aid flows is not readily available, the role of various donor agencies in the development of education in Uganda need to be commended. These donor agencies have provided not only financial assistance but also technical and material assistance for different levels and types of education. Among the important donor agencies are IBRD (IDA), UNDP and UN agencies such as UNESCO, UNICEF, ILO, WHO, FAO, UNHCR and IAEA; USAID; EEC; Rockefeller Foundation; Federal Republic of Germany; U.K. Technical Cooperation Programme; the British Council; the German Academic Exchange Programme (DAAD); Carnegie Corporation; Ford Foundation; the Fulbright; AFGRAD Programme; AGFUND; Indian Government Fellowship Programme; SAREC; CIDA; SIDA; NUFFIELD; DANIDA; Italian Government; Netherlands University; MACMILLAN Trust; AMRED; USIS; Soviet Union; Japanese Government; Rotary International and local donor funds.

12.4 Aid Procedures in Practice

12.4.1 Multilateral agencies, as well as, bilateral donors are employing different procedures when providing aid to developing countries. They attempt to meet a number of objectives specific to each agency in addition to the general objective of helping the less developed countries in their struggle for development. These objectives become, in turn, decision factors in the design of approaches to aid determination and management, which very often, exercise a constraining effect in the mobilization of resources, particularly when the absorptive capacity of the recipient country is limited. They discourage countries in need of aid to apply for it. Again, some of the multilateral agencies are too bureaucratic and rigid in approving the financing of projects and in disbursing resources.

12.4.2 The Commission observes that recent difficulties encountered in funding of multilateral programmes have given rise to a process of review in several of multilateral organisations with broad membership. Such a review, however, must have as its prime objective the reassessment of the future of these organisations in view of the significance of multilateral programmes as a source of aid, which is not procurement-tied, as most of the bilateral programmes are, which must be heavily concentrated on low-income countries and which must be less politically biased

12.5 Multilateral and Bilateral Aid

12.5.1 The Commission feels that because of their nature, multilateral institutions are, in principle, better than individual donors to assist Uganda in organizing and managing its development efforts. Not only these institutions are international in character, they usually have major operational programmes themselves, have considerable policy planning capacity and often have substantial representation on the spot.

12.5.2 Recognizing the present climate of financial constraints, the Commission feels that multilateral aid must be seen as an increasingly valuable resource. Nevertheless, the Commission also realizes that simply external mobilization of the necessary resources for the education sector is not enough. What is also important is to review the entire "aid management cycle" with a view to eliminating obstacles and to smoothing the flow of resources from multilateral agencies to Uganda. It is gratifying to note that some rethinking along such lines as "policy-related" lending, "co-financing" and "co-sharing" among multilateral and bilateral agencies as well as the Uganda Government seems to have started taking place.

12.6 Simplification of Aid Procedures.

12.6.1 In examining analytically how various procedures affect the mobilisation of resources, it is essential to follow the various discrete stages of the traditional "programme/project cycle" given below:

(i) Identification and preparation; (ii) appraisal; (iii) negotiation; (iv) procurement of funds; (v) implementation; (vi) disbursement; and (vii) evaluation.

The procedures applied in each one of these stages are often very complex and they are applied rigidly, without due consideration of the different nature and requirements of various projects in different sectors. As a result, Uganda may find it extremely difficult to follow and apply these procedures either because of the limited administrative

capacity and/or because these procedures may not be in consonance with the country's own bureaucratic procedures.

12.6.2 Looking at the procedures adopted by multilateral agencies for financing educational projects, the Commission found that most of the important ones are very demanding. Although there is no clear evidence that these rigid procedures effectively discourage potential borrowers to apply for aid, they certainly contribute to a great loss to time and cost over-runs. The Commission therefore, recommends that:

- R.216 A strong project identification, preparation, implementation and management unit should be set up within the Directorate of Planning, Statistics and Evaluation of the ministry of education;
- R.217 Multilateral donor agencies should be requested to help Uganda to increase her capacity for sectoral planning, project identification, preparation, implementation, management and Training which are essentially the responsibilities of the Uganda Government;
- R.218 Based on the project profiles, the Government, with the help of its major multilateral aid agencies should seek the best financial arrangements involving as many donor agencies as possible, in a co-financing effort, with a view to increasing the grant element of the aid.
- R.219 After preparing detailed projects for the education sector and the training needs, the Government should explore the possibilities of assistance from various donor agencies.
- R.220 Multilateral agencies should be requested to pay attention to the mobilization and use of national manpower and material resources as far as possible.

12.6.3 Establishment of a consultative group for education research and development should be examined. In any case, multilateral agencies should carefully consider the financing of regional projects in order to achieve economies of scale.

12.7 Possible Areas of International Co-operation

12.7.1 Institutional development and consolidation, especially for effective devolution of authority and power to the districts, is necessary in order to strengthen the institutional capacity of each District Education Office. At the headquarters, a similar assistance is needed to implement the proposed re-structuring and re-organization of the Ministry of Education. The functions of planning, research, project identification and implementation as

well as educational statistics are singled out, as those requiring urgent assistance.

12.7.2 Educational resource development especially through production of educational materials and equipment, including their maintenance, is in need of aid. Promotion of educational book writing and publishing through adequate financial and technical support is also necessary.

12.7.3 Vocationalization of education at primary and secondary levels also needs assistance in order to introduce pre-vocational and vocational subjects, geared towards the acquisition of self-reliant skills. Assistance is also needed for the construction of workshops and classrooms and for the procurement and maintenance of the required tools and equipment.

12.7.4 At the primary level, the greatest need is the implementation of Universal Primary Education (UPE) which calls for considerable resources for expansion of the existing school facilities as well as the establishment of new ones, training of teachers and procurement of the necessary books and equipment.

12.7.5 At the secondary level, the new Vocational and Comprehensive secondary schools would require technical and financial assistance for curriculum development and provision of equipment and other facilities.

12.7.6 In higher education, assistance is needed mainly in the following areas:

a) Setting up of the National Council for Higher Education to control and co-ordinate the development of tertiary education; and

b) Carrying out feasibility studies for (i) setting up of national universities in the northern and eastern parts of the country; and (ii) for launching an Open-University to meet the academic needs of qualified working people.

12.7.7 In the area of non-formal education, besides the eradication of illiteracy, there is an urgent need to set up community polytechnics, rural mobile libraries, printing presses, and other non-formal educational programmes to meet the needs of out-of-school youths, school drop-outs and adults.

12.7.8 Lastly, expansion of primary education and provision of secondary education in three types of secondary schools as well as strengthening of non-formal education calls for the rationalization and expansion of teacher education. Assistance will be needed in the areas of:

- a) Regular in-service training of untrained teachers, through the integrated multi-media approach, which will also call for the setting up of teacher centres (at least one per county) to facilitate the training of untrained teachers.

- b) Expanding the existing teachers colleges, to train specialist teachers in the areas of special education, technical and vocational education, Ugandan languages, adult education, mathematics, basic sciences and physical education.

General Notice No. 57 of 1987

THE EDUCATION POLICY REVIEW COMMISSION APPOINTMENT NOTICE

Whereas the Government deems it necessary in the public interest to enquire into the policies governing education in the Republic of Uganda,

And bearing in mind the general economic, social and cultural conditions of the country, the development policies of the Republic of Uganda and the role of education and training in promoting these policies.

It is hereby notified for general information that, I, Jehoash S. Mayanja-Nkangi, Minister of Education, under the powers conferred upon me by Section 5 of the Education Act, 1970, do hereby appoint the persons named in the Schedule to this notice to constitute an Education Policy Review Commission with the following terms of reference:

1. To appraise the existing system of education from pre-primary level to secondary/tertiary and recommend measures and strategies for improving the system so that it can:
 - i. progressively embrace, as appropriate, modern curricular and pedagogic trends and developments;
 - ii. equip its students with productive and modern marketable skills to meet the developmental needs of the economy and promote employment opportunities for the students; and
 - iii. Produce socially responsible citizens.
2. To review and reformulate, where necessary, the general aims and objectives of the school/tertiary education system as a whole as well as the aims and objectives of education at each level of the system.
3. To advise on the most effective way of integrating academic with commercial and technical subjects in school curricula in accordance with the Resolution of the 40th International Conference of UNESCO.
4. To recommend measures which will improve the management of schools and tertiary institutions as to maximise cost-effectiveness.
5. To re-assess the correct system of financing schools and tertiary institutions and recommend measures for reducing costs and improving efficiency in rendering educational services.
6. To advise on optimal location of educational institutions throughout the country.

7. To advise how, if at all, schools and tertiary institutions can contribute towards their own upkeep without impairing academic standards.
8. To review the role of qualifying examinations and adequacy of the current methods of assessment and recommend as appropriate.
9. To assess the role of the private sector in the provision of education at all levels.
10. Having regard to the tender age at which pupils leave primary schools, to review the structure of the primary and secondary levels by way of age grouping of classes and advise on the necessity or otherwise of reverting to the previous system of Primary/Junior Secondary on the one hand and Senior Secondary/Tertiary on the other hand.

Schedule

Chairman: Prof. W. Senteza-Kajubi

Deputy Chairman: Prof. A. Wandira

Members:

| | |
|---------------------------------|--------------------------|
| Prof. J. S. Mugerwa | Dr. Frank Nabwiso |
| Mr. Patrick Katuramu | Mrs. Yunia Obua-Otoa |
| Mr. Tom K. Mugoya | Sr. Cephass Cormack |
| Capt. J. K. Asiimwe | Mr. A. B. Abaliwano |
| Dr. E. Lugujo | Prof. J. P. Ocitti |
| Mr. A. S. Kakembo | Prof. C. P. Atikoro |
| Mrs. G. N. Bitamazire | Mr. S. K. Busulwa |
| Mr. A. Katumba | Mr. J. W. N. Wamanga |
| Prof. Victor O Ibukunle Johnson | Mr. J. C. Ssentamu |
| Mrs. I. Tarinyebwa | Mr. N. B. Balyamujurc |
| Mr. D. Sentamu | Prof. Herbert K. Nsubuga |
| Mr. S. Settenda | Prof. Apolo Nsibambi |
| Dr. A. K. Twinobusingye | |

Secretary: Mr. A. P. Okongo

Dated at Kampala, this 29th of July 1987.

(J. S. MAYANJA-NKANGI),
MINISTER OF EDUCATION.

LIST OF MEMBERS OF THE COMMISSION.

1. Prof. William Senteza-Kajubi, - Chairman
Institute of Teacher Education,
Kyambogo,
Private Bag, KAMPALA.
2. Prof. Asavia Wandira, - Deputy Chairman
Chairman, Teaching Service
Commission, P.O. Box 7063, KAMPALA.
3. Prof. J.S. Mugerwa,
Dean, Faculty of Agriculture,
Makerere University,
P.O. Box 7062, KAMPALA.
4. Mrs. Yunia Obua-Otoa,
Inspector of Schools,
(Teacher Education),
P.O. Box 3568, KAMPALA
5. Sr. Cephias Cormack,
Headmistress,
Namagunga Secondary School,
P.O. Box 18, LUGAZI.
6. Mr. A.B. Abaliwano,
General Manager,
Nile Breweries,
P.O. Box 716, JINJA.
7. Prof. J.P. Ocitti,
Dean, Faculty of Education,
Makerere University,
P.O. Box 7062, KAMPALA.
8. Prof. CP. Atikoro,
Head of Commerce Department,
Makerere University,
P.O. Box 7062, KAMPALA.
9. Mr. S.K. Busulwa,
Headmaster,
Mengo Secondary School,
P.O. Box 1901, KAMPALA.

10. Mr. J.W.N. Wamanga,
Regional Education Officer,
P.O. Box 1622, MBALE.
11. Mr. J.C. Ssentamu,
Ministry of Planning and Economic Development,
Manpower Section,
P.O. Box 7086, KAMPALA.
12. Mr. N.B. Balyamujura,
Principal,
Uganda Polytechnic,
P.O. Box 7181, KAMPALA.
13. Prof. Herbert K. Nsubuga,
Dean, Faculty of Veterinary Medicine,
Makerere University,
P.O. Box 7062, KAMPALA.
14. Pro. Apolo Nsibambi,
Head, Department of Political Science,
Makerere University,
P.O. Box 7062, KAMPALA.
15. Dr. Frank Nabwiso,
Chairman, Export Promotion Council,
P.O. Box 4270, KAMPALA.
16. Dr. E. Lugujo,
Dean, Faculty of Technology, Makerere University,
P.O. Box 7062, Kampala.
17. Mr. Patric Katuramu,
Principal Assistant,
Ministry of Youth and Culture,
P.O. Box 7136, KAMPALA.
18. Capt. Jacob K. Asimwe,
N.R.M. Secretariat,
P.O. Box 7006, KAMPALA.
19. Mr. A.S. Kakembo,
Chief Education Officer,
P.O. Box 7063, KAMPALA.

20. Mr. Tom K. Mugoya,
Chief Inspector of Schools,
P.O. Box 3568, KAMPALA.
21. Mrs. G.N. Bitamazire,
Deputy Chairman, Teaching Service commission,
P.O. Box 7197, KAMPALA.
22. Mr. A. Katumba,
Permanent Secretary,
Ministry of Water, KAMPALA.
23. Prof. Victor O. Ibikunle Johnson,
Head, Department of Science and
Technical Education,
Makerere University,
P.O. Box 7062, KAMPALA.
24. Mrs. I. Tarinyebya,
Headmistress,
Bweranyangi Girls' School,
P.O. Box 6, BUSHENYI.
25. Mr. Dan N. Sentamu,
Acting Director,
National Curriculum Development Centre,
P.O. Box 7002, KAMPALA.
26. Mr. A. Settenda,
Permanent Secretary,
Ministry of Labour, KAMPALA.
27. Dr. A.K. Twinobusingye,
Principal,
Uganda College of Business Studies, KABALE.
28. Mr. A.P. Okongo, - Secretary
Assistant Chief Education Officer,
Planning and Statistics Unit,
Ministry of Education, P.O. Box 7063, KAMPALA.

COMPOSITION OF VARIOUS COMMITTEES

Committee A: Basic Education

Chairman: - Mr. D. Ssentamu
Members: - Mr. J.W.W. Wamanga
Mr. S.W. Muwonge (co-opted)
Mr. Almeid Joseph (co-opted)
Secretary: - Mr. J.S. Magoba

Committee B: Science, Technical and Technology Education

Chairman: - Prof. E. Lugujo
Members: - Prof. L.K. Nsubuga
Prof. I. Johnson
Mr. N.B. Balyamujura
Mr. T. Kalyankolo-Mazinga (co-opted)
Secretary: - Mr. I. Tabaro

Committee C: Secondary Education

Chairman: - Mrs. G. Bitamazire
Members: - Sr. Cephaz Cormack
Mr. A.S. Kakembo
Secretary: - Mr. S.B. Maloba

Committee D: Teacher Education

Chairman: - Prof. Senteza-Kajubi
Members: - Prof. A. Wandira
Mr. T. Mugoya
Mrs. Y. Obua-Otoa
Mr. Kulaz ikulabe (co-opted)
Mr. Gumisiriza (co-opted)
Secretaries - Mr. R.O. Agwai
Mr. J.M. Lwabi

Committee E: Business Management Education

Chairman: Mr. A.B. Abaliwano
Members: Prof. P. Atikoro
Dr. A. Twinobusingy
Secretary: - Mr. C. Akoyo

Committee F: Private Sector Education

Chairman: - Mr. P. Katuramu
Members: - Mr. J.S. Sentamu
 Capt. J. Asiime
 Mr. Kakande-Gava (co-opted)
 Fr. Grimes (co-opted)

Secretary: - Ms. P. Mukasa

Committee I: Location of Educational Institutions

Chairman: - Dr. F.O. Passi
Members: - Mr. Kasolo-Kimuli (co-opted)
 Mr. A.P. Okongo

Secretary: - Mr. J. Ampaire

CONSULTANTS AND MEMBERS OF THE SECRETARIAT TO THE COMMISSION

THE SECRETARIAT

| | |
|-------------------|-------------------|
| Mr. A.P. Okongo | -Secretary |
| Mr. J.S. Magoba | -Deputy Secretary |
| Mr. T.R. Balemesa | -Coordinator |

INTERNATIONAL EXPERTS/CONSULTANTS

Dr. A.B.L. Srivastava
Dr. Q.U. Khan
Dr. D.G. Saigaonkar
Dr. B. Garvey

POOL SECRETARIES/TYPISTS

Mrs. R. Keronega
Mr. E.B. Nswa
Mrs. T. Ofwono
Mrs. Y. Senkooza

OFFICE ASSISTANT

Mr. S. Kalule

ACCOUNTANT

Mr. F.O. Onyango

TRANSPORT OFFICER

Mr. S. Mayende

Note: Secretaries of the various committees listed in Appendix 3 were also the members of the Secretariat.

LIST OF PERSONS AND ORGANISATIONS THAT SUBMITTED MEMORANDAAND RESOURCE PAPERS

- | | |
|------------------------------------------------------------------------------------|--------------------------------------------------------------------|
| 1. Uganda Young Men's Christian Association (YMCA) Kampala | 2. Uganda young Women's Christian Association (YWCA) Kampala |
| 3. Uganda Boy Scouts Association, Kampala | 4. Uganda Girl Guides Association ,Kampala |
| 5. Uganda Teachers' Association, Kampala. | 6. Mengo teachers' Thrift, Credit and Savings Association, Kampala |
| 7. Uganda Episcopal Corporation, | 8. National Insurance Corporation, Kampala. |
| 9. Rt. Rev. Bishop Adrian Ddungu, Bishop of Masaka Diocese, Masaka | 10. His Eminence Emmanuel Cardinal Nsubuga, Rubaga Archdiocese |
| 11. Rt. Rev. Bishop Yona Okoth, Archbishop, Church of Uganda, Kampala. | 12. Rt. Rev. Bishop Kawuma, Namirembe Diocese. |
| 13. Rt. Rev. Bishop Nkoyoyo, Tororo Diocese | 14. Rt. Rev. Bishop J. Odongo, Tororo Diocese |
| 15. Rt. Rev. Bishop Nankyama, Orthodox Church, Namungona. | 16. Pastor, Seventh Day Adventist, Kireka. |
| 17. Rt. Rev. Bishop D. C. Senyonjo, Bishop of Masaka. | 18. Secretary, National Association of Private Schools of Uganda |
| 19. Uganda Geographical Association. | 20. School of Education, Makerere University. |
| 21. . Mr. D.L.K. Kawuma, Bank of Uganda, Kampala | 22. Provincial Secretary, Church of Uganda, Kampala. |
| 23. Director, Institute of Statistics, and Applied economics, Makerere University. | 24. Dean, Faculty of Medicine, Makerere University. |

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|------|------------------------------------------------------------------------|-----|-----------------------------------------------------------------------------------|
| 25. | Kampala Primary Schools, Headteachers' Association | 26. | Principal, Institute of Teacher Education Kyambogo. |
| 27. | Headmaster, Buganda Road Primary School, Kampala. | 28. | Headmaster, Kampala Parents' School, Kampala. |
| 29. | Secretariat, National Resistance Movement, Education Department. | 30. | Head of Department of Language, Makerere University, Kampala. |
| 31. | Secretary for Education, Uganda Muslim Supreme Council Kampala | 32. | Uganda Co-operative Alliance Ltd., Kampala. |
| 33. | Headmasters' Association, Kampala. | 34. | Principals' Association, Kampala. |
| 35.. | Uganda Council of Women, Kampala | 36. | Uganda Women's Effort to save the Orphans (UWESO), Kampala. |
| 37. | Mothers' Union, Kampala. | 38. | Fathers' Union, Kampala. |
| 39. | Uganda Employers' Association, Kampala. | 40. | Mr. J.P. Kaddu, Luganda Academy. |
| 41. | Dr. Livingstone Walusimbi, Kibina Ky'olulimi Oluganda, Kampala. | 42. | Chairman, Uganda Chamber of Commerce, Kampala. |
| 43. | Chairman, The Uganda Society, Kampala. | 44. | National Union of Clerical, Commercial and Technical Employees, Kampala. |
| 45. | Salvation Army, Kampala. | 46. | Seventh Day Adventist Church, Kampala. |
| 47. | St. Andrew's Community Centre, Mbale | 48. | St. John Ambulance Brigade, Kampala. |
| 49. | Uganda Red Cross, Kampala. | 50. | Uganda Scouts Association, Kampala. |
| 51. | Uganda Social Training Centre, Kampala. | 52. | Wamala Growers' Co-operative Union Ltd., Kampala. |
| 53. | Family Planning Association of Uganda, Kampala. | 54. | Kilembe Mines Ltd. |

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| 55. | Lweza Conference Centre, Kampala. | 56. | The Mothers' Union and Women's Work Secretary, Church of Uganda, Kampala. |
| 57. | National Adult Education Association (U), Kampala. | 58. | National Organisation of Trade Unions, Kampala. |
| 59. | National Spiritual Assembly of the Bahais in Uganda, Kampala. | 60. | Kigezi Vegetable Growers' Co- operative Union Ltd., Kabale. |
| 61. | Masaba Co-operative Union Limited, Mbale. | 62. | North Bukedi Co-operative Union Ltd., Mbale. |
| 63. | Nyakatonzi Growers' Co-op- erative Union Ltd., Kasese. | 64. | Sebi Elgon Co-operative Union, Kapchorwa. |
| 64. | Tusitukirewamu Handicraft Co-operative Union, Kampala. | 66. | The Uganda Co-operative Savings and Credit Union, Kampala. |
| 67. | 67. Bishop, Soroti Diocese. | 68. | Diocesan Secretary, Catholic Men and Women's Clubs, Kabale Diocese. |
| 69. | Co-ordinator, Planning Development and Rehabilitation Dept., Kampala. | 70. | Banyankole Kweterana Co-operation Union Ltd., Mbarara. |
| 71. | East Acholi Co-operative Union Ltd., Kitgum. | 72. | East Mengo Growers' Co-operative Union Ltd., Kampala. |
| 73. | Bishop, Arua Diocese. | 74. | Bishop, Fort Portal Diocese |
| 75. | Bishop, Gulu Diocese. | 76. | Bishop, Hoima Diocese. |
| 77. | Bishop, Jinja Diocese. | 78. | Bishop, Kabale Diocese. |
| 79. | Bishop, Lira Diocese. | 80. | Bishop, Mbarara Diocese. |
| 81. | Bishop, | 82. | Force welfare Officer, |

- Mityana-Kiyinda Diocese,
- Welfare Force Department,
Police Headquarters, Ministry
of Internal Affairs, Kampala.
83. Institute of Public Administration, Kampala.
84. Law Development Centre, Kampala.
85. Management Training and Advisory Centre, Kampala.
86. Public Libraries Board, Kampala.
87. Adult Trainers Association of Uganda, Kampala.
88. Alliance Francaise of Kampala.
- 89.. Bukalasa Agricultural College, Wobulenzi.
90. Fisheries Training Institute, Entebbe
91. Mwanamigumi Nutrition & Rehabilitation Unit, Kampala, Entebbe
92. Nsamizi Training Institute of Social Development,
93. Chief of Occupation Health and Hygiene Department, Kampala.
94. Reformatory School for Young Offenders, Nubustry of Internal Affairs, Jinja,
95. Vector Control Division, Ministry of Health, Kampala,
96. Ministry of Agriculture, Entebbe.
97. Ministry of Youth, Culture and Sports, Kampala.
98. Ministry of Co-operatives and Marketing, Kampala.
99. Health Education Division Ministry of Health, Entebbe
100. Educational Broadcasting, Ministry of Information Broadcasting, Kampala.
101. Industrial Training Institute Ministry of Labour, Kampala.
102. Uganda Voluntary Work-Camp Association, Kampala,
103. Mr. Haje Gashegu, Buntubulamu 104. Ms. Z. Kwamya, Regional Education Officer, Kampala.
104. 104 Primary School, Kampala.
105. National Teachers' College, Masindi Masindi
106. National teachers' College, Nagongera, Tororo.
- 107.. National Teachers' College, Kakoba, Mbarara.
108. National Teachers' College, Mubende, Mubende.
- 109 National Teachers' College, NKOZI, KAMPALA.
110. National Teachers' College, Kabale.
111. National Teachers' College, Ngetta, Lira.
112. National Teachers' College, Kaliro.

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|-----|---------------------------------------------------------------------------------|-----|----------------------------------------------------------------------------|
| 113 | Uganda Technical College, Lira. | 114 | Uganda Technical College, Kichwamba, Fort Portal. |
| 115 | Uganda Technical College, Elgon, Mbale. | 116 | Uganda Technical College, Bushenyi. |
| 117 | Uganda College of Commerce, Tororo. | 118 | Uganda College of Commerce, Kabale. |
| 119 | Uganda College of Commerce, Pakwach. | 120 | Uganda College of Commerce, Aduku. |
| 121 | Uganda College of Commerce, Kampala. | 122 | Mr. B. Chango Machyo W'obanda, Minister of Water & Mineral Resources |
| 123 | Mr. D. Kato, Kampala. | 124 | Parent Teachers' Association, St. Mary's College, Kisubi. |
| 125 | Parent Teachers' Association, Namilyango College. | 126 | Parent teachers' Association, King's College, Buddo. |
| 127 | Kireka Rehabilitation Centre, Kampala | 128 | Mr. J. Bossa, Personnel Manager, Transocean Uganda Ltd., Kampala. |
| 129 | Parent Teachers' Association, Gayaza High School. | 130 | Parent Teachers' Association, Trinity College, Nabbingo, Kampala |
| 131 | Parent Teachers' Association, St. Mary's College, Namagunga. | 132 | Parent Teachers' Association, Kibuli Secondary School, Kampala. |
| 133 | Parent Teachers' Association, Nabisunsa Girls' Secondary School, Kampala. | 134 | Parent Teachers' Association, Busoga College, Mwiri. |
| 135 | Parent Teachers' Association, Makerere College, Kampala. | | |
| 136 | Parent Teachers Association, Kampala High School | 137 | District Administrator, Jinja |
| 138 | District Administrator, Kampala. | 139 | District Administrator, Kabarole. |
| 140 | District Administrator, | 141 | District Administrator, Kamuli |

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| | Kampala. | | |
| 142 | District Administrator, Kapchorwa. | 143 | District Administrator, Kasese. |
| 144 | District Administrator, Kitgum. | 145 | District Administrator, Apac. |
| 146 | District Administrator, Arua. | 147 | District Administrator, Bundibigyo. |
| 148 | District Administrator, Bushenyi. | 149 | District Administrator, Gulu. |
| 150 | District Administrator, Hoima | 151 | District Administrator, Iganga. |
| 152 | District Administrator, Moroto. | 153 | District Administrator, Moyo. |
| 154 | District Administrator, Mpigi. | 155 | District Administrator, Mubende. |
| 156 | District Administrator, Mukono. | 157 | District Administrator, Nebbi. |
| 158 | District Administrator, Rakai. | 159 | District Administrator, Rukungiri. |
| 160 | District Administrator, Kotido. | 161 | District Administrator, Kumi. |
| 162 | District Administrator, Lira. | 63 | District Administrator, Luwero. |
| 164 | District Administrator, Masaka. | 65 | District Administrator, Masindi. |
| 166 | District Administrator, Mbale. | 167 | District Administrator, Mbarara. |
| 168 | District Administrator, Soroti. | 169 | District administrator, Tororo. |
| 170 | Assistant Chief Education, Officer (Sec), Kampala. | 171 | Assistant Chief Education Officer (Primary), Kampala. |
| 172 | Assistant Chief Education, Officer (Teacher Education) Kampala | 173 | The Assistant Chief Education Officer (Technical), Kampala |
| 174 | Assistant Chief Inspector of | 175 | Assistant Chief |

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|-----|---------------------------------------------|-----|--------------------------------------------------|
| | Schools, Ministry of Education, Kampala. | | Inspector of Schools (Pr.), Kampala. |
| 176 | Deputy Chief Education Officer, Kampala. | 177 | Deputy Chief Inspector of Schools, Kampala. |
| 178 | Kiyunga Secondary School, Iganga. | 179 | Manjasi High School, Tororo. |
| 180 | Tororo Girls' School, Tororo. | 181 | Rock High School, Tororo |
| 182 | St. Peter's College, Tororo. | 183 | Bukedi college, Kachonga |
| 184 | Bugwere Secondary School, Mbale. | 185 | Kisoka High School, Tororo. |
| 186 | Pallisa Secondary School, Pallisa. | 187 | Iki-Iki Secondary School, Mbale. |
| 188 | Wanyange Girls' Secondary School Jinja. | 189 | Iganga Secondary School, Iganga. |
| 190 | Iganga High School, Iganga. | 191 | Kasiki College, Iganga. |
| 192 | Bukoyo Secondary School, Iganga. | 193 | Busesse Secondary School. Busesse. |
| 194 | Bunya Secondary School. | 195 | Bukoki College, Bugiri. |
| 196 | Namilyango College, Kampala. | 197 | Bishop's School, Mukono. |
| 198 | St. Kalembe Secondary School, Nazigo. | 199 | Kasawo Secondary School, Kasawo. |
| 200 | Ngogwe Secondary School, Mukono. | 201 | Masaka Secondary School, Masaka. |
| 202 | St. Henry's College, Kitovu Masaka. | 203 | Bukulula Secondary School, Masaka. |
| 204 | King's College, Buddo, Kampala | 205 | Gayaza High School, Kampala |
| 206 | Trinity College Nabbingo, Kampala. | 207 | Aggrey Memorial Secondary School, Kampala. |
| 208 | Entebbe Secondary School.209. Entebbe. | 209 | Gombe Secondary School, Mpigi. |
| 210 | Mitala Maria Secondary School, | 211 | St. Mary's Girls' Secondary School, Lugaz i. |

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| | Mpigi. | | |
| 212 | Nkokonjeru Secondary School, Mukono. | 213 | Mbale Secondary School, Mbale |
| 214 | Nabumali High School, Mbale. | 215 | Mbale High School, Mbale. |
| 216 | Masaba secondary School, Mbale. | 217 | Nkoma Secondary School, Mbale. |
| 218 | Magale Secondary School, Mbale. | 219 | Bubulo Girls Secondary School, Mbale. |
| 220 | Kakoma Secondary School, Kyotera. | 221 | Christ the King, Kalisizo Kalisizo. |
| 222 | Kabuwoko Secondary School | 223 | Busoga College, Mwiri, Jinja. |
| 224 | Jinja College, Jinja. | 225 | Jinja Girls' Secondary School, Jinja. |
| 226 | Jinja Secondary School, Jinja. | 227 | Kiira College, Butiki, Jinja. |
| 228 | Wairaka College, Jinja. | 229 | Busia Secondary School, Busia. |
| 230 | Dabani Girls' Secondary School Busia. | 231 | Butaleja Secondary School. |
| 232 | Kidoko Secondary School | 233 | Lumino High School. |
| 234 | Kamonkoli College, Mbale | 235 | Boroboro T.T.C. Lira. |
| 236 | Kibuku Secondary School Mbale. | 237 | Kirewa Secondary School, Tororo. |
| 238 | Ndejje Secondary School, Bombo | 239 | Bombo Secondary School, Bombo. |
| 240 | Nakasongola Secondary School. | 241 | Luwero Secondary School, Luwero. |
| 242 | Mityana Secondary School. Mityana. | 243 | Bukomero Secondary School, Mityana. |
| 244 | Kakindu Secondary School, Mityana. | 245 | Busoga High School, Kamuli. |
| 246 | Budini Secondary School, Kamuli. | 247 | Buzaaga Secondary School, Kamuli. |

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| 248 | Budiope Secondary School, Kamuli. | 249 | Kaliro High School, Kaliro. |
| 250 | Moroto High School, Moroto. | 251 | St. Aloysious College, Nyapea. |
| 252 | Kangole Girls' School, Moroto | 253 | Uringi Secondary School, Nebbi. |
| 254 | Erussi Secondary School, Pakwach. | 255 | Warr Girls1 Secondary School. |
| 256 | Pakwach Secondary School, Pakwach. | 257 | Ntare School, Mbarara. |
| 258 | Ibanda Secondary School, Ibanda. | 259 | Mbarara High School Mbarara |
| 260 | Mary Hill High School, Mbarara. | 261 | Mbarara Secondary School, Mbarara. |
| 262 | Bujaga Secondary School, Mbarara. | 263 | Kibubura Girls' Secondary School, Mbarara. |
| 264 | Rukoni Senior Secondary School, Mbarara | 265 | Isingiro Secondary School, Mbarara. |
| 266 | Kinoni Senior Secondary School, Mbarara. | 267 | Bugamba Secondary School, Mbarara. |
| 268 | Ishongororo High School, Mbarara. | 269 | Ruhangu Adventist, Mbarara. |
| 270 | Kyamate Secondary School, Mbarara. | 271 | Kashongi High School, Mbarara. |
| 272 | Ngora High School, Ngora. | 273 | Wiggins Secondary School, Kumi. |
| 274 | Sebei College, Tegeres. | 275 | Gamatui Girls' School, Kapchorwa |
| 276 | Nyakasura School, Fort Portal. | 277 | Kyebambe Girls' Secondary School, Fort Portal. |
| 278 | Mpanga Secondary School, Fort Portal. | 279 | St. Leo's College, Kyegobe, Fort Portal. |
| 280 | Maddox Secondary School, Fort Portal | 281 | Kitumba Secondary School, Fort Portal. |
| 282 | Ruteete Secondary School, | 283 | Duhaga Secondary School, |

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| | Fort Portal. | | Hoima. |
| 284 | Sir Tito Winyi Secondary School, Hoima. | 285 | St. Edward's Secondary, Bukumi. |
| 286 | Kitara Secondary School, Hoima. | 287 | Aduku Secondary School, Lira. |
| 288 | Aboke High School, Lira. | 289 | Ngai Secondary School, Lira. |
| 290 | Kitgum High School, Kitgum | 291 | Y.Y. Okot Memorial School, Kitgum. |
| 292 | Kalongo Secondary School. | 293 | Teso College, Aloet, Soroti |
| 294 | Soroti. S.S. | 295 | Mvara S.S., Arua. |
| 296 | Arua Public School, Arua. | 297 | St. Joseph's College, Ombaci. |
| 298 | Ombatini S.S., Arua. | 299 | Moyo S.S, Moyo. |
| 300 | Ajumani S.S. | 301 | Gulu High School, Gulu. |
| 302 | Gulu S.S, Gulu. | 303 | St. Joseph's College, Layibi, Gulu. |
| 304 | Sir Samuel Baker, S.S., Gulu. | 305 | Sacred Heart S.S., Gulu. |
| 306 | Boroboro S.S., Lira. | 307 | Lango College, Lira. |
| 308 | Lira Town College, Lira. | 309 | Comboni College, Lira. |
| 310 | St. Katherine's S.S., Lira. | 311 | Kiyonza S.S., Rushoroza. |
| 312 | St. Kagga S.S., Bushenyi. | 313 | Bweranyangi Girls School, Bushenyi. |
| 314 | Kitunga H.S., Rwashamaire. | 315 | Masheruka S.S., Bushenyi. |
| 316 | Nganwa H.S., Bushenyi | 317 | Ruhinda S.S., Bushenyi. |
| 318 | Saad S.S., Kasese. | 319 | Rwenzori H.S., Kasese. |
| 320. | Kilembe S.S., Kilembe | 321 | Kasese S.S., Kasese. |
| 322 | Bwere S.S., Kasese. | 323 | Semuliki H.S., Bundibugyo |
| 324 | St. Mary's S.S., Simbya, Bundibugyo. | 325 | Kabalega S.S., Masindi. |
| 326 | Masindi S.S., Kabale. | 327 | Ikoba S.S., Masindi. |

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| 328 | Kigezi H.S., Kabale. | 329 | Kigezi College, Butobere, Kabale. |
| 330 | Mutolere S.S., Kisoro. | 331 | Kihanga S.S., Kisoro. |
| 332 | St. Mary's College, Rushoroza. | 333 | Kibuli T.T.C., Kampala. |
| 334 | Shimon T.T.C., Kampala. | 335 | Nkokonjeru T.T.C. |
| 336 | Ggaba T.T.C. | 337 | Nkozi T.T.C. |
| 338 | Busubizi T.T.C. | 339 | Iganga T.T.C. |
| 340 | Nyondo T.T.C. | 341 | St. Aloysious T.T.C., Ngora. |
| 342 | Bishop Tucker College, Mukono. | 343 | Hitech Computer Training Centre, Kampala. |
| 344 | Uganda Posts & Telecommunications Corporation, Regional Training School, Nakawa. | 345 | Mr. B. Ssentongo Ssegawa, Kampala. |
| 346 | Parent Teachers' Association, Kawempe Muslim Secondary School, Kampala. | 347 | Board of Governors, Kawempe Muslim Secondary School, Kampala. |
| 348 | Moyo Technical Institute. | 349 | Myakatara Rukungiri. |
| 350 | Masaka Technical Institute. Masaka | 351 | St. Joseph's Technical Institute, Kisubi. |
| 352 | Lira Technical Institute, Lira. | 353 | Iyolwa Technical Institute, Tororo. |
| 354 | Hoppia (Heads of Post Primary Institutions Ass.) C/0 Kyebambe Girls' Secondary School, Fort Portal. | 355 | Bubinga Girls' High School, Busesa. |
| 356 | Uganda Posts and Tele-communications Corp. Regional Training School, Nakawa. | 357 | Mr. B. Ssentongo-Ssegawa, Uganda Posts and Tele-communications Corp., Kampala |
| 358 | Iganga Technical Institute. Iganga. | 359 | Kitgum Technical Institute Kitgum. |
| 360 | St. Kizito Technical | 361 | St. Peter's Technical |

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| | Institute, Soroti. | | Institute, Mubende. |
| 362 | Nyamitanga Technical Institute, Mbarara. | 363 | Kahaya Technical Institute, Bushenyi. |
| 364 | Toroma Secondary School, Katakwi. | 365 | Katakwi Technical Institute. |
| 366 | Rungo High School. | 367 | Serere Secondary School. |
| 368 | Kamod Secondary School, Serere. | 369 | Kaberamaido Secondary School. |
| 370 | Kalaki Secondary School, Kaberamaido. | 371 | Kaberamaido Technical Institute. |
| 372 | Saint Joseph Boarding School Kampala. | 373 | St. Francis School for the Blind (Madera), Soroti |
| 374 | Mrs. J.M. Abaliwano | 375 | Ad-hoc Committee, Mbale Headteachers Association and Teachers Workshop Centres, Mbale. |
| 376 | Asafu Lulua, (Advocates), Arua Town. | 377 | Rev. Bagantegyera - Bishop MC Allister College |
| 378 | Bagendaki Bwika E.C. Michael -Kampala. | 379 | Jackson Bambalira, Kampala |
| 380 | Rt. Rev. Y.K.Bamunoba, -Bushenyi. | 381 | Joseph Banabintu-Atenyi - Kakumiru. |
| 382 | Dr. Bawunya Marta - Kampala. | 383 | Freddie J.R. Beyongera, - Rukungiri. |
| 384 | A.B. Bonde , Fort Portal. | 385 | E. Bua Vincent, Kampala. |
| 386 | Rev. Bugaiga Canon Ismael, - Kabale. | 387 | Bushenyi District Head Teachers Association. |
| 388 | Byaruhanga-Akiiki A.B.T. (Prof.) Makerere University. | 389 | Cele CP. - Uganda National Examination Board, Kampala. |
| 390 | Directors Forum - The Ten National Teachers' Colleges, Kampala. | 391 | William Faustine Epeju- Institute of Teacher Education, Kyambogo. |
| 392 | T.W. Epudu Central Region Education, Kampala. | 393 | Municipal Council Schools, Headteachers Association, Fort |

| | | | |
|-----|-------------------------------------------------------------------------------------------------------|-----|---------------------------------------------------------------------|
| | | | Portal. |
| 394 | Fr. Grime D. Namasagali College, Kamuli. | 395 | Gulu District Education and Regional Education Joint Meeting. |
| 396 | Kabala Simon Peter, Mbale. | 397 | Catherine Kabali, Bahai Communi ty, Kampala. |
| 398 | D.T. Kabasembe, Rukungiri. | 399 | Kaddu P.J. - Kampala. |
| 400 | Fred Kakonge, Bushenyi. | 401 | Mrs. Tereza Kakooza, Makerere University. |
| 402 | Kampala District Team and Planning Committee. | 403 | Kampala Special Group (Anonymous). |
| 404 | Eliphaz Kamuhanda, Bundibugyo. | 405 | Kesi J. Kanyogonya, -Bushenyi. |
| 406 | B.A. Karoro, National Teachers' College, Kabale. | 406 | Parents Teachers Association, Kakumiro Secondary School. |
| 407 | Rev. A.M. Kasozi A.M. Kampala. | 408 | James Katabaguza Rukungiri |
| 409 | Mrs. Ertha Kawooya Kampala | 410 | David Kavulu, National Teachers' College, Mubende. |
| 411 | James Kayolo Kigongo Makerere University. | 412 | Rev. Kefa Soodia Mvara Secondary School, Arua. |
| 413 | C. Kibuga, Uganda Cooperative Alliance, Kampala. | 414 | E.H. Kibuuka, Seventh Day Adventist, Kampala. |
| 415 | Joachim Kiguli, Jinja. - Municipal School, Kabale. | 416 | Kimuli Kishekyera Fredric |
| 417 | Kindegaire Atwooki F. Aloni - School of Education, Makerere University. | 418 | Mrs. Kisarale Victor, - Kampala. |
| 419 | Elijah K.E. Kitamirike - School of Media Development and Graphic Arts, Radio Uganda Kampala. | 420 | E.S.N. Kiwanuka - National Teachers' College, Nkozi. |
| 421 | Kadwo E. Ankarah - Church of Uganda, Mukono. | 422 | Seridah Kwamyia - Wandegeya. |
| 423 | Henry Kyeyune - Kampala. | 424 | J.K. Lubega - St. Peters' Technical School, Mbale. |

| | | | |
|-----|----------------------------------------------------------------|-----|----------------------------------------------------------------|
| 425 | J. Luzina - Uganda Muslim Supreme Council, Kampala. | 426 | S.B. Namweinano - Kabale. |
| 427 | S.A.K. Magezi - Ministry of Enviroment Protection, Kampala. | 428 | Wodulo C.F. Masaya - Mbale. |
| 429 | Post Primary Head-teachers Association, Masindi. | 430 | T.K. Mazinga - Makerere University. |
| 431 | Religious Leaders & Civic Administrators, Mbarara. | 432 | District Education Committee, Moyo. |
| 433 | Mrs. Veronica Mpagi Veronica -Kampala. | 434 | M. Mayanja - Ministry of Education, Kampala. |
| 435 | District Team and Planning Committee, Mpigi. | 436 | Head-teachers Association, Mpigi. |
| 437 | Head-teachers Association, Mukono. | 438 | Mulindwa John Baptist - North Road Primary School, Mbale. |
| 439 | Anthony Munyuzangabo - Mbarara. | 440 | .A. Rugyema Charles Mwesigye, G.A. - Kabale. |
| 441 | Namboga Leky Zesaguli - Mbale Municipal Council School, Mbale. | 442 | Namirembe Bitamazire G. (Mrs.), Kampala. |
| 443 | Natifu Abuneri Watsombe - Bushenyi. | 444 | National Curriculum Development Centre, Kampala |
| 445 | National Resistance Movement Secretariat - Cadres, Kampala. | 446 | J.L. Nkata - Mpigi. |
| 447 | W. Kajubi Nuwa - Makerere Village Kampala. | 448 | Livingstone Nkoyoyo- Mpalanyi, Bishop of Mukono. |
| 449 | P.T.K. Nshangano - Kampala. | 450 | M.B. Nsimbi - Kampala. |
| 451 | N.K. Obbo Makola - National Tachers1 College Nangongera- | 452 | Prof J.P. Occiti - Makerere University. |
| 453 | Mathew Odada - Makerere University. | 454 | C.F. Odaet - Makerere University. |
| 455 | Rev. Fr. F.M. Odoy - Catholic Church Agururu, Tororo. | 456 | J.R. Ohamba - Kabale. |
| 457 | B.Y. Okello Angelo - National Teachers' College Ngetta-Lira. | 458 | Frimo Okelowange - Uganda National Examination Board, Kampala. |

| | | | |
|-----|-----------------------------------------------------------------------|-----|------------------------------------------------------------------|
| 459 | Nerima Rosemary - Busiko Teachers College, Tororo. | 460 | Peter Okongo - Ministry of Education Kampala. |
| 461 | P.C. Okot - Meteorology, Ministry of Environment Protection, Kampala. | 462 | Dr. P. Godfrey Okoth -Makerere University. |
| 463 | A.P. Omusolo - Tororo. | 464 | Bernard Onyango - Makerere University. |
| 465 | Rt. Rev. Malchisadek Otim - Bishop of Lango Diocese, Lira. | 466 | O. Emanuel Osire, Tororo. |
| 467 | Dr. F.O. Passi - Makerere University. | 468 | Principal Association, Eastern Region, Mbale. |
| 469 | Resistance Committee III - Kibuga Sub-County, Kibuga. | 470 | Rusoke Atwoki Jonathan - Institute of Teacher Education Kampala. |
| 471 | Nuwa Sentongo - Makerere University. | 472 | Moses E. Sonko - Namirembe Church of Uganda, Kampala. |
| 473 | Staff, Arua Teachers College, Arua. | 474 | Bulucheke Secondary School, Mbale. |
| 475 | Bundibugyo District Education Office, Bundibugyo. | 476 | Buwalasi Teachers' College Mbale. |
| 477 | Bwera Teachers' College, Bwera. | 478 | District Education Office and Teachers, Gulu. |
| 479 | Ggaba Teachers' College, Kampala. | 480 | Education Office Iganga. |
| 481 | Kabarole Education Office, Fort Portal. | 482 | Kaliro Technical Institute. |
| 483 | District Education Office, Kamuli. | 484 | District Education Office, Kapchorwa. |
| 485 | Kitgum Education Office and 4 Teachers. | 486 | Masindi Education Office and Teachers. |
| 487 | Education Department, Rukungiri. | 488 | Saint Edward Secondary School, Rukungiri. |
| 489 | Saint Joseph Boarding School, | 490 | Tumwesigye Eri B. Kamuganuz i, Kabale. |
| 491 | Mrs. E. Twangye Kampala. | 492 | Uganda Episco La: Conference |

Secretariat, Nsambya, Kampala.

493 Uganda teachers' Union,
Kampala.

494 Nabuno C. Isaac Were, Kampala

495 C.G.W. Wesonga, Jinja.

496 Uganda Community - Munich
Germany.

APPENDIX 6

**NUMBER OF INSTITUTIONS, OF DIFFERENT TYPES
AND ENROLMENT BY GRADE/ YEAR, 1986**

| Type of Institution | No. of Institutions | Grade | | | | | | | Total | % of Females |
|---------------------|---------------------|--------|--------|--------|--------|-----------|-------|--------|---------|--------------|
| | | P. 1 | P. 2 | P. 3 | P. 4 | P. 5 | P. 6 | P. 7 | | |
| Primary | 7350 | 523508 | 407066 | 367810 | 300035 | 245022 | 98535 | 161850 | 2203824 | 45.2 |
| Secondary | 508 | S. 1 | S.2 | S.3 | S.4 | Sub-Total | S.5 | S.6 | Total | |
| | | 56225 | 52000 | 40500 | 31040 | 17976 | 8521 | 7726 | 196012 | 34.9 |
| | | I yr | II yr | III yr | IV yr | V yr | — | — | — | |
| PTC's | 73 | 5112 | 5140 | 977* | — | — | — | — | 11229 | 39.0 |
| Tech. Schools | 24 | 1246 | 706 | 603 | — | — | — | — | 2555 | 19.8 |
| Tech. Insts. | 31 | 1797 | 1432 | 707 | — | — | — | — | 3936 | 5.9 |
| NTC's | 10 | 875 | 799 | — | — | — | — | — | 1674 | 18.9 |
| UCC's | 5 | 599 | 365 | — | — | — | — | — | 924 | 49.7 |
| UTC's | 8 | 222 | 213 | — | — | — | — | — | 435 | 0.7 |
| ITEK | 1 | 265 | 218 | 149 | — | — | — | — | 632 | 33.5 |
| NCBS | 1 | 253 | 72 | 8 | — | — | — | — | 333 | 27.0 |
| UPK | 1 | 155 | 118 | 443 | — | — | — | — | 716 | 3.2 |
| Makerere University | 1 | 2166 | 1544 | 1385 | 166 | 129 | -- | -- | 5390 | 22.8 |
| Total | 8013 | — | — | — | — | — | — | — | 2427561 | 42.2 |

*Students of grade II TTC (last year of phasing).

NUMBER OF INSTITUTIONS, ENROLMENT AND TEACHERS FOR DIFFERENT LEVELS/TYPES
OF EDUCATION: 1980-88

| YEAR CATEGORY | 1980 | 1981 | 1982 | 1983 | 1984 | 1985* | 1986 | 1987* | 1988* |
|------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| PRIMARY ENROL. | 1,297,377 | 1,407,158 | 1,582,009 | 1,730,299 | 1,930,898 | 2,117,900 | 2,203,824 | 2,430,000 | 2,632,764 |
| TEACH. | 38,425 | 40,489 | 43,967 | 49,206 | 57,078 | 61,424 | 66,101 | 72,970e | 75,561e |
| NO. INS. | 4,276 | 4,585 | 4,845 | 5,605 | 6,425 | 7,025 | 7,350 | 7,627 | 7,905 |
| SECONDARY- | | | | | | | | | |
| ENROL. | 73,092 | 83,000 | 101,752 | 117,087 | 144,527 | 159,702 | 196,012 | 226,875e | 240,334e |
| TEACH. | 3,202 | 3,732 | 4,772 | 5,617 | 6,561 | 6,903 | 10,193 | 12,000e | 13,356e |
| NO. INS. | 120 | 178 | 261 | 285 | 417 | 500 | 508 | 515 | 774++ |
| P.T. COLLEGES- | | | | | | | | | |
| ENROL. | 10,027 | 10,988 | 9,806 | 11,314 | 11,382 | 12,551 | 11,229 | 13,179 | 13,173 |
| TEACH. | 388 | 436 | 558 | 558 | 743 | 906 | 1,105 | 910 | 1,429 |
| NO. INS. | 31 | 32 | 50 | 55 | 68 | 73 | 73 | 92 | 94 |
| TECH. SCH.- | | | | | | | | | |
| ENROL. | 2,294 | 2,280 | 2,820 | 2,968 | 3,540 | 3,425 | 2,555 | 2,906 | 3,208 |
| TEACH. | 157 | 151 | 133 | 256 | 184 | 185 | 218 | 253 | 275 |
| NO. INS. | 10 | 10 | 10 | 18 | 27 | 26 | 24 | 24 | 24 |
| TECH. INST.- | | | | | | | | | |
| ENROL. | 1,147 | 1,177 | 1,361 | 2,024 | 2,557 | 3,507 | 3,936 | 3,642 | 3,348 |
| TEACH. | 86 | 90 | 106 | 193 | 247 | 258 | 431 | 370 | 374 |
| NO. INST. | 5 | 5 | 5 | 17 | 20 | 26 | 31 | 31 | 28 |
| N.T.C. ENROL. | 283 | 525 | 758 | 1,175 | 1,670 | 1,650 | 1,674 | 1,412 | 1,819 |
| TEACH. | 73 | 59 | 101 | 139 | 151 | 163 | 176 | 276 | 276 |
| NO. INST. | 1 | 1 | 4 | 4 | 9 | 10 | 10 | 10 | 10 |
| U.C.C. ENROL. | 597 | 626 | 653 | 756 | 991 | 1,090 | 924 | 1,009 | 1,628 |
| TEACH. | 30 | 58 | 55 | 95 | 124 | 134 | 99 | ... | 106 |
| NO. INST. | 1 | 1 | 1 | 2 | 6 | 5 | 5 | 5 | 5 |
| U.T.C. ENROL. | 578 | 789 | 571 | 676 | 1,368 | 1,505 | 435 | 635 | 1,009 |
| TEACH. | 89 | 91 | 90 | 182 | 240 | 367 | ... | ... | 140 |
| NO. INST. | 1 | 1 | 1 | 6 | 9 | 8 | 8 | 4 | 4 |
| ITEK ENROL. | ... | ... | ... | ... | ... | ... | 632 | 772 | 1,037 |
| TEACH. | ... | ... | ... | ... | ... | ... | ... | 75 | 85 |
| NO. INST. | ... | ... | ... | ... | ... | ... | 1 | 1 | 1 |
| N.C.B. ENROL. | ... | ... | ... | ... | ... | ... | 333 | 850 | 800 |
| TEACH. | ... | ... | ... | ... | ... | ... | ... | 24 | 24 |
| NO. INST. | ... | ... | ... | ... | ... | ... | 1 | 1 | 1 |
| U.P.E. ENROL. | ... | ... | ... | ... | ... | ... | 716 | 489 | 504 |
| TEACH. | ... | ... | ... | ... | ... | ... | ... | ... | 82 |
| NO. INST. | ... | ... | ... | ... | ... | ... | 1 | 1 | 1 |
| UNIVERSITY- | | | | | | | | | |
| ENROL. | 3,913 | 4,045 | 4,332 | 4,854 | 5,138 | 5,271 | 5,390 | 5,533 | 5,565 |
| TEACH. | 304 | 388 | 347 | 369 | 390 | 435 | ... | 444 | 558 |
| NO. INST. | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 2 | 2 |

Notes : * Provisional data except for the University and NTUs.

e Inflated figures are at times quoted for the purpose of grants, which do not appear to be consistent and reliable.

++ includes 262 private secondary schools.

... Data not available.

Source : Planning and Statistics Unit, Ministry of Education.

PROJECTED INTAKE, ENROLMENT AND GRADUATES
AT THE PRIMARY LEVEL 1990-2000

(In thousands)

| Year | Intake in P.1 | Ratio of Intake to Population Aged 6 | Enrolment in P.1- P.8 | Population Aged 6-13 | GER | Primary graduates |
|------|------------------|-----------------------------------------------|--------------------------|-------------------------|------|----------------------|
| 1990 | 637 | 1.07 | 3463 | 4178 | 82.9 | 209 |
| 1991 | 657 | 1.07 | 3735 | 4339 | 86.1 | 235 |
| 1992 | 678 | 1.06 | 4000 | 4444 | 90.0 | 262 |
| 1993 | 699 | 1.05 | 4263 | 4679 | 91.2 | 282 |
| 1994 | 721 | 1.04 | 4532 | 4856 | 93.3 | 317 |
| 1995 | 744 | 1.04 | 4791 | 5044 | 95.0 | 377 |
| 1996 | 768 | 1.03 | 5017 | 5236 | 95.8 | 422 |
| 1997 | 792 | 1.02 | 5228 | 5436 | 96.2 | 455 |
| 1998 | 817 | 1.01 | 5439 | 5641 | 96.4 | 484 |
| 1999 | 844 | 1.01 | 5652 | 5857 | 96.5 | 512 |
| 2000 | 870 | 1.00 | 5869 | 6081 | 96.5 | 540 |

Notes and Assumptions:

- (1) Population figures are taken from UN population projections (medium variant).
- (2) The proportion of over-age children will gradually decline so that by the year 2000, the intake in P.1 will become equal to the population of the 6 year old.
- (3) In making enrolment projections, it has been assumed that the present repeater and drop-out rates in different grades will gradually decline as follows:

| Year | | | P.1 | P.2 | P.3 | P.4 | P.5 | P.6 | P.7 | P.8 |
|------|----------|----------|------|------|-----|-----|-----|-----|-----|-----|
| 1988 | Repeater | Rate (%) | 11.9 | 10.3 | 9.7 | 9.1 | 9.1 | 5.3 | 2.9 | - |
| | Drop-Out | Rate (%) | 8.2 | 3.7 | 7.1 | 7.8 | 4.3 | 3.8 | 3.8 | - |
| 2000 | Repeater | Rate (%) | 5.0 | 4.0 | 4.0 | 4.0 | 4.0 | 4.0 | 2.0 | 2.0 |
| | Drop-Out | Rate (%) | 3.0 | 2.0 | 2.0 | 3.0 | 2.0 | 2.0 | 2.0 | 2.0 |

- (4) Gross enrolment ratio (GER) is the ratio of the total enrolment at primary level (P.1 - P. 8) to the corresponding population in the age group 6 - 13, multiplied by 100.

APPENDIX 9

PROJECTED INTAKE AND ENROLMENT AT THE SECONDARY LEVEL1990 - 2000

(In thousands)

| Year | Intake in S.I | Total Enrolment S.1-S.3 | Enrolment in S.4 | Total S.4-S.5 | Total Enrolment S.1-S.5 |
|------|------------------|-------------------------------|------------------------|------------------|-------------------------------|
| 1990 | 80.5 | 215.1 | 15.6 | 28.5 | 243.6 |
| 1991 | 78.5 | 233.8 | 18.3 | 33.4 | 267.2 |
| 1992 | 91 .6 | 259.5 | 20.6 | 38.4 | 297.9 |
| 1993 | 105.8 | 286.7 | 25.6 | 45.6 | 332.3 |
| 1994 | 117.9 | 326.8 | 26.2 | 51 .0 | 337.8 |
| 1995 | 137.4 | 374.1 | 31 .2 | 56.6 | 430.7 |
| 1996 | 170.0 | 440.3 | 37.3 | 67.6 | 507.9 |
| 1997 | 197.0 | 522.3 | 42.9 | 79.1 | 601 .4 |
| 1998 | 221 .0 | 609.1 | 51 .6 | 93.2 | 702.3 |
| 1999 | 243.2 | 686.3 | 65.6 | 115.7 | 802.0 |
| 2000 | 267.6 | 759.9 | 79.1 | 142.7 | 902.4 |

- Assumptions:** (1) The transition rate from P.7/P.8 to S.1 will gradually increase from 35% in 2000.
- (2) The repeater rate of 7% in S.1 will remain constant and transition rates from S.1 to S.2, S.2 to S.3 and S.4 to S.5 will remain constant at 93%.
- (3) The transition rate from S.3 to the new S.4 will gradually increase from 30% in 1990 to 40% in 2000.

APPENDIX 10

PROJECTED OPPORTUNITIES FOR PRIMARY SCHOOL LEAVERS.

1990.1995 AND 2000

(In thousands)

| | 1990 | | 1995 | | 2000 | |
|-----------------------------------------------------------------------------------------|-------|------|-------|------|-------|------|
| | No. | % | No. | % | No. | % |
| Students Completing PLE in previous year | 206.0 | - | 317.0 | - | 512.0 | - |
| Students completing PLE proceed to: (a) General or Comprehensive Secondary Education | 80.5 | 39.1 | 137.4 | 43.3 | 267.6 | 52.3 |
| (b) Vocational Secondary Education | 1.5 | 0.7 | 4.0 | 1.3 | 10.0 | 2.0 |
| (c) Employment* | 124.0 | 60.2 | 175.6 | 55.4 | 234.4 | 45.7 |

* Includes those who will be self-employed or in search of jobs.

Assumption: It is assumed that the percentage of students completing PLE and going to secondary education (General, Vocational or Comprehensive) will increase gradually from 39.8 per cent in 1990 to 54.3 per cent in 2000.

PROJECTED OPPORTUNITIES FOR STUDENTS
COMPLETING GENERAL SECONDARY EDUCATION
(UCE) in 1990. 1995 and 2000

(IN THOUSANDS)

| | 1990 | | 1995 | | 2000 | |
|--------------------------------------------------------|------|------|------|------|-------|------|
| | No. | % | No. | % | No. | % |
| UCE graduates in previous year | 50.0 | | 85.4 | - | 183.9 | - |
| UCE graduates proceed to (a) Upper Secondary (New S.4) | 15.6 | 31.2 | 31.2 | 36.5 | 79.1 | 43.0 |
| a) Teacher Training | 3.8 | 7.6 | 6.7 | 7.9 | 12.0 | 6.5 |
| b) Technical Institutes | 2.6 | 5.1 | 5.6 | 6.0 | 10.0 | 5.4 |
| c) Employment* | 28.0 | 56.0 | 42.4 | 49.6 | 82.8 | 45.1 |

*Includes those who will be self-employed or in Search of jobs.

Assumptions:

- i. 93% of the students in S.3 will become UCE graduates.
- ii. Transition rates from the new S.3 to S.4 are expected to increase steadily from 30% in 1990 to 40% in the year 2060. It will amount to about 43% of UCE graduates being admitted in the new S.4 grade.
- iii. Current transition rates from Secondary to Teacher Training and Technical Institutes will remain more or less constant until the year 2000.

PROJECT OF NUMBER OF SCHOOLS AND TEACHERS AT
THE PRIMARY AND SECONDRY LEVELS, 1990-2000

| YEAR | PRIMARY LEVEL | | SECONDARY LEVEL | | | |
|------|----------------|------------------------|-----------------|------------------------|-----------------|------------------------|
| | NO. Of schools | NO. Of teachers ('000) | Lower (S.1-S.3) | | Upper (S.4-S.5) | |
| | | | No. of schools | No. of teachers ('000) | No. of schools | No. of teachers ('000) |
| 1990 | 8,650 | 98.9 | 538 | 8.6 | 158 | 1.4 |
| 1991 | 9,110 | 106.7 | 570 | 9.4 | 180 | 1.7 |
| 1992 | 9,524 | 114.3 | 618 | 10.4 | 202 | 1.9 |
| 1993 | 9,914 | 121.8 | 667 | 11.5 | 234 | 2.3 |
| 1994 | 10,300 | 129.5 | 743 | 13.1 | 255 | 2.6 |
| 1995 | 10,647 | 136.9 | 831 | 15.0 | 276 | 2.8 |
| 1996 | 10,907 | 143.3 | 957 | 17.6 | 322 | 3.4 |
| 1997 | 11,123 | 149.4 | 1,111 | 20.9 | 368 | 4.0 |
| 1998 | 11,331 | 155.0 | 1,269 | 24.4 | 424 | 4.7 |
| 1999 | 11,535 | 161.5 | 1,401 | 27.5 | 514 | 5.8 |
| 2000 | 11,738 | 167.7 | 1,519 | 30.4 | 620 | 7.1 |

Assumptions:

- 1) It is assumed that at the primary level the average number of students per school will increase gradually from 400 in 1990 to 500 in 2000.
- 2) At the secondary level, the average number of students per school in classes S.I to S.3 will gradually increase from 400 in 1990 to 500 in 2000.
- 3) Similarly, the average number of students in classes S.4 and S. 5 in relevant schools will gradually increase from 180 in 1990 to 230 in 2000.
- 4) The pupil-teacher ratios have been assumed to be 35, 25 and 20 for primary, lower secondary and upper secondary levels respectively throughout the projection period.
- 5) The number of secondary schools with upper secondary classes (S.4, S.5) are included in the number of secondary schools with lower secondary classes (S.1 -S.3). For example it is projected that in 1990, there will be a total of 538 secondary schools out of which 138 will have upper secondary classes.

PROJECTION OF NEW TEACHERS REQUIRED FOR PRIMARY SCHOOLS1990 - 2000

| Year | Enrol- ment | Total Teachers Required | Addit- ional Teachers Required | Attrition Rate (%) | Addit- ional Teachers req. due to attrition | Total new Teachers Required (4)+(6) |
|------|----------------|-------------------------------|-----------------------------------------|--------------------------|------------------------------------------------------------|----------------------------------------------|
| (D) | (2) | (3) | (4) | (5) | (6) | (7) |
| 1990 | 3,463 | 98,943 | 13,429 | 4.6 | 4,119 | 17,548 |
| 1991 | 3,735 | 106,714 | 7,771 | 4.4 | 4,551 | 12,322 |
| 1992 | 4,000 | 114,286 | 7,572 | 4.2 | 4,695 | 12,267 |
| 1993 | 4,263 | 121,800 | 7,514 | 4.0 | 4,800 | 12,314 |
| 1994 | 4,532 | 129,486 | 7,686 | 3.9 | 4,872 | 12,558 |
| 1995 | 4,791 | 136,886 | 7,400 | 3.7 | 5,050 | 12,450 |
| 1996 | 5,017 | 143,343 | 6,457 | 3.6 | 5,065 | 11,522 |
| 1997 | 5,228 | 149,371 | 6,028 | 3.4 | 5,160 | 11,188 |
| 1998 | 5,439 | 155,400 | 6,029 | 3.3 | 5,079 | 11,108 |
| 1999 | 5,652 | 161,486 | 6,086 | 3.1 | 5,128 | 11,214 |
| 2000 | 5,869 | 167,686 | 6,200 | 3.0 | 5,006 | 11,206 |

Assumptions: (i) A pupil-teacher ratio of 35: 1 has been assumed for projecting the teacher requirement throughout the period 1990 - 2000.

(ii) Attrition rate for teachers has been assumed to decline from estimated 5.0% in 1988 to 3.0% by the year 2000.

PROJECTED ENROLMENT AND OUTPUT FROM PRIMARY TEACHERS COLLEGESPROJECTED ENROLMENT AND OUTPUT FROM PRIMARY TEACHERS COLLEGES
1990 - 2000

| | YEAR I | | YEAR II | | TOTAL | OUTPUT | |
|------|----------|--------|----------|--------|---------------|----------|--------|
| | TEACHERS | OTHERS | TEACHERS | OTHERS | ENROL MENT | TEACHERS | OTHERS |
| 1990 | 4,000 | 3,500 | 2,940 | 2,850 | 13,920 | - | |
| 1991 | 5,000 | 4,000 | 3,920 | 3,325 | 16,245 | 2,852 | 2,765 |
| 1992 | 5,000 | 4,500 | 4,900 | 3,800 | 18,200 | 3,802 | 3,225 |
| 1993 | 5,000 | 5,000 | 4,900 | 4,275 | 19,175 | 4,753 | 3,686 |
| 1994 | 5,000 | 5,500 | 4,900 | 4,750 | 20,150 | 4,753 | 4,147 |
| 1995 | 5,000 | 6,000 | 4,900 | 5,225 | 21,125 | 4,753 | 4,608 |
| 1996 | 5,000 | 6,500 | 4,900 | 5,700 | 22,100 | 4,753 | 5,068 |
| 1997 | 5,000 | 7,000 | 4,900 | 6,175 | 23,075 | 4,753 | 5,529 |
| 1998 | - | 12,000 | 4,900 | 6,650 | 23,550 | 4,753 | 5,990 |
| 1999 | - | 12,000 | - | 11,400 | 23,400 | 4,753 | 6,450 |
| 2000 | - | 12,000 | - | 11,400 | 23,400 | - | 11,058 |

ASSUMPTIONS:

- (i) **Students of PTCs include untrained teachers and others who have just completed UCE.**
- (ii) Promotion rates of teachers from Year I to Year II have been assumed at 98% and for others at 95% throughout the projection period. Graduation rates for both teachers and others have been assumed at 97% throughout the period.
- (iii) Backlog of trained teachers is gradually reduced by enrolling existing untrained teachers in the Year I from 1990 to 1997. From 1998 entry to Year I will be available exclusively to fresh candidates.
- (iv) It is expected that by the year 2000, the backlog of untrained teachers will be cleared and the output of new trained teachers will become nearly equal to the number of new teachers required as estimated in Appendix 13.

ESTIMATION OF UNIT COST AT THE PRIMARY LEVEL

The recurrent cost per pupil at the primary level consists of the following main elements:

- (a) cost of instructional materials;
- (b) cost of school administration; and
- (c) Expenditure on teachers' salaries.

Let us estimate these separately.

(a) Cost of instructional materials

This includes the cost of text-books, exercise books, other stationery items and the cost of tools and materials for teaching agriculture and other practical subjects.

Text-books - It is envisaged that there will be 3 to 5 text-books in each of the lower primary classes and 6 to 8 text-books in each of the upper primary classes. The total cost of one set of books for a student is estimated to be shs. 2,000 in lower primary classes and shs.3,000 in upper primary classes. It is assumed that the books will not be shared by students but a set of books will last for two years in lower primary classes and for three years in upper primary classes. Thus the average cost of books per student per year will be shs. 1,000 in each class.

Exercise books and other stationery items- It is estimated that the cost of exercise books and other stationery items (pens, pencils, geometry box etc.) will be shs. 1,000 per student in lower primary classes and shs. 2,000 per student in upper primary classes.

Tools and materials for agriculture and other practical subjects- These items will be used only by the students of classes P. 5 -P.7/P.8. The cost will be shared, as the same tools will be used by several students and they will usually last for more than one year. However, some consumable materials will require replenishment every year. It is estimated that per pupil cost on these items will be shs. 500 per year. The total per pupil cost per year on instructional materials will be shs. 2,000 in classes P.1-P.4 and shs. 3,500 in classes P.5-P.7/P.8. With about two-thirds of the total primary students enrolled in classes P.1-P.4 (according to the educational statistics of 1986), the overall per pupil cost will be $\text{shs. } \frac{2}{3} \times 2,000 + \frac{1}{3} \times 3,500 = 2,500/-$

The Commission has proposed that half of this cost be borne by parents and half of it by the Government. In other words, parents will have to

incur an expenditure of Shs. 1,000 and Shs. 1,750 per student per year on instructional materials used by the students in classes P.1 - P.4 and P.5 -P.7/P.8 respectively. The overall per pupil cost of instructional material to be borne by the Government will be shs. 1,250 per year.

(b) Cost of school administration

This includes the cost of such items as instructional materials used by teachers (teacher guide books, chalks, pens etc), school transport, utilities, games, office stationery, tests and examinations. It is estimated that the per pupil cost on such items will be shs. 3,000 in urban areas and shs. 1,000 in rural areas. Assuming that 90% of the primary level students are in rural areas, the overall per pupil cost will be shs. $0.9 \times 1,000 + 0.1 \times 3,000$ i.e. shs. 1,200.

(c) Expenditure on teachers' salaries

In 1988/89, the total budget for salaries and allowances of primary school teachers was shs. 2,282,883,000. Since the primary level enrolment in 1988 was 2,632,764, the per pupil cost on teachers' salaries and allowances works out to shs. 867.

With the proposed increase of 40% in teachers' salaries, the per pupil cost will increase to shs. $867 \times 1.40 = 1,214$. The Commission has also recommended a housing allowance amounting to 25% of the salary to the teachers not provided houses by the school in rural areas. This allowance will be 50% of the salary in urban areas. Assuming that 50% of the teachers will be eligible for the housing allowance, the per pupil cost on this item will be shs. $.50 \times (.25 \times .90 + .50 \times .10) \times 1,214 =$ shs. 167. It means that the total cost per pupil on teachers' salaries, including the housing allowance, will be shs. $1,214 + 167 = 1,381$ or shs. 1,380 approximately.

Adding up (a), (b) and (c), we find that the per pupil recurrent expenditure to be borne by the Government or the local administration will be shs. $1,250 + 1,200 + 1,381 =$ shs. 3,831, while the parents will have to incur an expenditure of shs. 1,000 per student for the children in classes P.1-P.4 and shs. 1,750 per student for those in classes P.5-P.7/P.8.

ESTIMATION OF UNIT COST AT THE GENERAL SECONDARY LEVEL**Instructional Material Plus administration Cost**

Recently a Task Force Committee on school fees estimated the instructional plus administrative costs per student per year at shs.23, 310.

Per Student Teacher Cost

Based on the 1988/89 estimates, the total amount budgeted for salaries and allowances of secondary school teachers is shs. 893,252,000. Enrolment in 1988 in all secondary schools is 267,965. Hence, the unit cost on teachers' salaries is estimated at shs. 3,333/-. If teachers were to get salary rise of 40% over other salary increases, this would increase unit cost to $1.40 \times 3,333$ i.e. shs. 4,666. Further assuming that about 50% of the teachers would be given housing allowance at the rate of 25% of the salary, the unit cost would increase to $1.125 \times 4,666 = 5,249$.

Total recurrent Cost

The total Unit cost, therefore, will be shs. 23,310 + 5,249 = 28,559 per year.

Boarding Schools

The school fees Task Force Committee estimated the cost of boarding and lodging at shs. 36,000/- per student. When this is added to the instructional, administration and teacher cost of shs. 28,559, the total becomes shs. 64,559

GROSS DOMESTIC PRODUCT (GDP) AND
PUBLIC EXPENDITURE ON EDUCATION
1982/83 - 1988/89.

(Million Shillings)

| Year | GDP Current Prices) | Development Expenditure | | Recurrent Expenditure | | Expenditure on Education as % -of GDP |
|---------|---------------------------|----------------------------|-----------------------------|--------------------------|-----------------------------|---------------------------------------------|
| | | Total | %Share of Edu- cation | Total | %Share of Edu- cation | |
| 1982/83 | 3,003.0 | 8.8 | 5.5 | 439.0 | 15.5 | 2.4 |
| 1983/84 | 4,851 .0 | 165.0 | 3.7 | 602.9 | 21 .0 | 2.7 |
| 1984/85 | 10,688.0 | 377.9 | 3.8 | 1,771.0 | 15.8 | 2.8 |
| 1985/86 | 19,499.0 | 709.5 | 5.1 | 4,133.2 | 12.8 | 2.9 |
| 1986/87 | 41,910.0 | 2,237.1 | 9.2 | 8,026.5 | 11.1 | 2.6 |
| 1987/88 | 118,332.0 | 9,358.7 | 2.1 | 28,197.0 | 18.2 | 3.1 |
| 1988/89 | N.A | 12,072.9 | 3.7 | 58,350.7 | 15.8 | |

Note: All figures refer to New Shillings.

Source: Background to the budget 1988-89; Ministry of Finance.

PROJECTED RECURRENT BUDGET OF
THE MINISTRY OF EDUCATION (MOE)
1988-89 TO 1999-2000 BY SCENARIO
AT 1988 PRICES)

(IN MILLION SHILLINGS)

| Year | Government Recurrent Expenditure | Ministry of Education Recurrent Budget by Scenario | | | |
|-----------|----------------------------------------|-------------------------------------------------------|---------------|--------|--------|
| | | I | II | III | |
| 1988-89 | 58,351 | 9,210 (15.8) | 9,210 (15.8) | 9,210 | (15.8) |
| 1989-90 | 61,269 | 9,987 (16.3) | 10,171 (16.6) | 10,477 | (17.1) |
| 1990-91 | 64,332 | 10,936 (17.0) | 11,258 (17.5) | 11,837 | (18.4) |
| 1991-92 | 67,549 | 11,821 (17.5) | 12,361 (18.3) | 13,307 | (19.7) |
| 1992-93 | 70,926 | 12,767 (18.0) | 13,547 (19.1) | 14,894 | (21.0) |
| 1993-94 | 74,472 | 13,777 (18.5) | 14,894 (20.0) | 16,607 | (22.3) |
| 1994-95 | 78,196 | 14,857 (19.0) | 16,265 (20.8) | 18,376 | (23.5) |
| 1995-96 | 82,106 | 16,011 (19.5) | 17,817 (21.7) | 20,362 | (24.8) |
| 1996-97 | 86,211 | 17,242 (20.0) | 19,397 (22.5) | 22,501 | (26.1) |
| 1997-98 | 90,522 | 18,104 (20.0) | 21,092 (23.3) | 24,803 | (27.4) |
| 1998-99 | 95,048 | 19,010 (20.0) | 23,002 (24.2) | 27,279 | (28.7) |
| 1999-2000 | 99,800 | 19,960 (20.0) | 24,950 (25.0) | 29,940 | (30.0) |

Assumptions:

1. A 5% annual increase in Government Recurrent Expenditure (GRE) is assumed. This will be valid if GDP increases at the rate of 5% annually and the ratio of the government revenue to GDP remains constant.
2. While the MOE share of GRE will gradually increase to 20% under scenario I, this share will increase to 25% and 30% by the year 1999-2000 under scenario II and III respectively. (Figures in parenthesis indicate corresponding percentages of MOE share to GRE)

ESTIMATED GOVERNMENT RECURRENT EXPENDITURE
ON PRIMARY EDUCATION: 1990-2000

(in Million Shillings)

| Year | Projected Enrolment in Primary Schools (in thousands) | Estimated Government Cost \$ Shs. 3830 per pupil |
|------|-------------------------------------------------------------|--------------------------------------------------------|
| 1990 | 3,463 | 13,263 |
| 1991 | 3,735 | 14,343 |
| 1992 | 4,000 | 15,320 |
| 1993 | 4,263 | 16,327 |
| 1994 | 4,532 | 17,358 |
| 1995 | 4,791 | 18,350 |
| 1996 | 5,017 | 19,215 |
| 1997 | 5,228 | 20,023 |
| 1998 | 5,439 | 20,831 |
| 1999 | 5,652 | 21,647 |
| 2000 | 5,869 | 22,478 |

- Notes:
1. P.8 enrolment is included from 1990 onwards.
 2. U.P.E. will mean 100% enrolment for age-group 6-9 and 90% enrolment for age-group 10-13 by the year 2000.
 3. Unit cost of education \$ Shs. 3830 per pupil is based on implementation of the Commission's recommendations (see Appendix 15).
 4. Costs are at 1988 prices.

ESTIMATED COST PER SCHOOL FACILITY AS IN OCTOBER
IN OCTOBER 1988

| Type of Building | Area in Sq.ft. | Rate per Sq.ft. | Cost in Million Shs. per building |
|-------------------------------|-------------------|--------------------|--------------------------------------|
| 1. Staff house | 1,349 | 7,500 | 10.1 |
| 2. Headmaster's house | 1,747 | 8,500 | 14.8 |
| 3. Dormitory | 5,917 | 9,500 | 56.2 |
| 4. Dining & Kitchen | 6,076 | 10,000 | 60.8 |
| 5. Laboratory | 5,304 | 10,000 | 53.0 |
| 6. Administration | 2,667 | 8,500 | 22.7 |
| 7. Sick-bay & Matron house | 2,230 | 7,500 | 16.7 |
| 8. Library | 3,630 | 7,500 | 27.2 |
| 9. Staff Room | 1,297 | 7,500 | 9.7 |
| 10. Home Economics | 1,282 | 7,500 | 9.6 |
| 11. Classroom | 934 | 7,000 | 6.5 |
| 12. Workshop | 1,262 | 8,500 | 10.7 |
| 13. Art Room | 972 | 7,000 | 6.8 |
| 14. Ablution Unit | 1,045 | 8,500 | 8.9 |
| 15. Store | 1,600 | 7,000 | 11.2 |
| 16. Pit-Latrine | 240 | 7,000 | 1.7 |

***Source:** Plannincr and Statistics Unit, Ministry of Education.

Note: The cost of fittings, furniture etc. is estimated to be 20% of the building cost in primary schools and 30% of the Building cost in post-primary institutions

PROJECTED EXPENDITURE ON IMPLEMENTATION OF MAJOR RECOMMENDATION OF THE COMMISSION

1990 - 1995

(in Million Shillings)

| I T E M | | DEVELOPMENT EXPENDITURE | | | | | | | ADDITIONAL RECURRENT EXPENDITURE IN A YEAR |
|--------------------------|-----------------------------------------------------------------------|-------------------------|---------------|---------------|---------------|---------------|---------------|---------------|-----------------------------------------------------|
| | | TOTAL OF 1990-95 | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | |
| PRIMARY EDUCATION | | | | | | | | | |
| (i) | Mother Tongue and Area Language Books | 6 | 3 | 3 | - | - | - | - | 413 |
| (ii) | Establishing New Primary Schools (with 4 teachers' houses per school) | 368,940 | 61,490 | 61,490 | 61,490 | 61,490 | 61,490 | 61,490 | 438 |
| (iii) | Exemption from tuition fee from 1990/91 in classes P.1-P.4 | | - | | - | | | - | 315 |
| (iv) | introduction of Pre-Vocational Subjects | 800! | 300 | 300 | 200 | - | - | - | 485 |
| (v) | Introduction of internal assessment | 150J | 50 | 50 | 50 | - | - | - | 36 |
| (vi) | Construction of One New Classroom in the existing schools for P.8 | 65,000 | 13,000 | 13,000 | 13,000 | 13,000 | 13,000 | | - |
| (vii) | increase in Teachers' Salaries and Housing Allowances | | - | - | | | - | - | 1,620 |
| SUB-TOTAL | | 434,896! | 74,843 | 74,843 | 74,740 | 74,490 | 74,490 | 61,490 | 3,307 |

*Development Cost to be borne by the local governments and the community.

Appendix 21 (Continued)

(IN MILLION SHS)

| I T E M | DEVELOPMENT EXPENDITURE | | | | | | | ADDITIONAL RECURRENT Expenditure IN A YEAR |
|-----------------------------------------------------------------------------------------|-------------------------|--------|--------|--------|--------|--------|--------|-----------------------------------------------------|
| | TOTAL OF 1990-95 | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | (AVEKAGE 1990- 95) |
| SECONDARY EDUCATION | | | | | | | | 70 |
| (i) Language Books | 2 | 1 | 1 | - | - | - | - | |
| (ii) Establishing New Schools | 127,560 | 21,260 | 21,260 | 21,260 | 21,260 | 21,260 | 21,260 | 2,331 |
| (iii) Upgrading lower secondary to upper secondary schools | 15,654 | 2,609 | 2,609 | 2,609 | 2,609 | 2,609 | 2,609 | - |
| (iv) Conversion of General Secondary and Technical Schools into Vocational Sec. Schools | 2,900 | 730 | 730 | 730 | 710 | | | - |
| (v) Conversion of 16 General Secondary into Comprehensive Secondary Schools | 1,920 | 320 | 320 | 320 | 320 | 320 | 320 | - |
| (vi) introduction of internal assessment | 10 | 5 | 3 | 2 | - | - | - | 4 |
| (vii) Training of Teachers for Guidance and Counselling | 5 | 2 | 2 | 1 | - | - | - | 1 |
| (viii) Increase in Teachers' Salaries and Housing Allowances | - | - | - | - | - | - | - | 192 |
| (ix) Salaries of teachers for new schools | - | - | - | - | - | - | - | 248 |
| SUB-TOTAL | 148,051 | 24,927 | 24,925 | 24,922 | 24,899 | 24,189 | 24,189 | 2,846 |

Excluding the expenditure on teachers' salaries. it is costed separately under (ix)

Appendix 21 (Continued)

(IN MILLION SHS.)

| ITEM | | DEVELOPMENT EXPENDITURE | | | | | | | ADDITIONAL RECURRENT EXPENDITURE IN A YEAR |
|--------------------------------------------|------------------------------------------------------------------------|-------------------------|------|------|-------|-------|-------|-------|-----------------------------------------------------|
| | | TOTAL OK 1990-95 | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | (AVERAGE 1990-95) |
| HIGHER EDUCATION | | | | | | | | | |
| (i) | Merger of UPK, 1TEK & NUBS into a National Polytechnic | 200 | 100 | 50 | 50 | - | - | - | - |
| (ii) | Conversion of 4 Tech. Colleges into Polytechnics | 800 | 200 | 150 | 150 | 100 | 100 | 100 | - |
| (iii) | Rehabilitation of Tertiary institutions (5 UCC's and Makerere) | 2,000 | 400 | 400 | 400 | 400 | 400 | - | - |
| (iv) | Students' Loan Fund | - | - | - | - | - | - | - | 300 |
| (v) | increase in Teachers' Salaries | - | - | - | - | - | - | - | 122 |
| (vi) | Savings due to withdrawal of Boom and other Non-instructional Expenses | - | - | - | - | - | - | - | -600 |
| SUB-TOTAL | | 3,000 | 700 | 600 | 600 | 500 | 500 | 100 | -178 |
| TECHNICAL AND VOCATIONAL EDUCATION* | | | | | | | | | |
| (i) | Rehabilitation & Improvement of 31 Technical institutes | 3,100 | 600 | 600 | 600 | 500 | 500 | 300 | - |
| (ii) | Opening new Technical Institutes in 15 districts | 7,500 | - | - | 1,500 | 2,000 | 2,000 | 2,000 | 20 |
| (iii) | increase in Teachers' salaries | - | - | - | - | - | - | - | 7 |
| SUB-TOTAL | | 10,600 | 600 | 600 | 2,200 | 2,500 | 2,500 | 2,300 | 27 |

APPENDIX 21 CONTINUED

(IN MILLION SHS)

| I T E M | | DEVELOPMENT EXPENDITURE | | | | | | | ADDITIONAL RECURRENT EXPENDITURE in A YEAR |
|-------------------------------------|---------------------------------------------------------------------------------|-------------------------|------------|------------|------------|------------|------------|------------|-----------------------------------------------------|
| | | TOTAL OF 1990-95 | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | (AVERAGE 1990-95) |
| TEACHER EDUCATION: | | | | | | | | | |
| (i) | Training of Pre-Primary Teachers | 330 | 60 | 60 | 60 | 60 | 50 | 40 | |
| (ii) | Renovation of PTC's | 940 | 180 | 180 | 150 | 150 | 150 | 130 | - |
| (iii) | Renovation of 10 NTC's | 500 | 100 | 80 | 80 | 80 | 80 | 80 | - |
| (iv) | Increase in Teachers' salaries | - | - | - | - | - | - | - | 51 |
| | SUB-TOTAL | 1770 | 340 | 320 | 290 | 290 | 280 | 250 | 51 |
| DEMOCRATIZATION OK EDUCATION | | | | | | | | | |
| (i) | Facilities for opening of New courses | 1,000 | 200 | 200 | 200 | 200 | 100 | 100 | - |
| (ii) | Opening of Schools for Blind and Deaf children | 750 | 150 | 150 | 150 | 150 | 150 | - | - |
| (iii) | Education for Gifted children | - | - | - | - | - | - | - | 42 |
| (iv) | Incentives to students in Backward areas | - | - | - | - | - | - | - | 600 |
| (v) | Non-formal Education (a) Eradication of illiteracy (b) Distance Education | 1,000 | 200 | 200 | 200 | 200 | 100 | 100 | 200 10 |
| (vi) | Community Service | - | - | - | - | - | - | - | 360 |
| (vii) | Teachers and other staff for non-formal and special education | - | - | - | - | - | - | - | 10 |
| | SUB-TOTAL | 2,750 | 550 | 550 | 550 | 550 | 350 | 200 | 1.222 |

APPENDIX 21 (CONTINUED)

(IN MILLION SHS)

| ITEM | DEVELOPMENT EXPENDITURE | | | | | | | Additional RECURRENT EXPENDITURE IN A YEAR |
|-----------------------------------|--------------------------------------------------------------------------------------------|---------|---------|---------|---------|----------|---------|-----------------------------------------------------|
| | TOTAL OF 1990-95 | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | AVERAGE 11990-95) |
| EDUCATIONAL ADMINISTRATION | | | | | | | | |
| i. | Reorganization & Strengthening the Departments of Min. of Educ. | 10 | 5 | 3 | 2 | | | 2 |
| ii. | Annual Data Collection | 10 | 5 | 3 | 2 | | - | 2 |
| ii. | Comprehensive Survey | 3 | 2 | 1 | - | - | - | - |
| iv. | Establishment of new Autonomous Bodies (NCHE, NCNAE, ULB) | 1,200 | 300 | 300 | 300 | 300 | | 10 |
| v. | Strengthening of NCDC | 50 | 30 | 20 | - | | - | 2 |
| vi. | Building and strengthening of staff for UNEB | 400 | 200 | 100 | 100 | 1 | - | 2 |
| ii. | Strengthening District Level Administration | 1,320 | 300 | 300 | 200 | 200 | 170 | 13 |
| ii. | Establishment of Centre for production of educational materials and a printing press | 3,000 | 600 | 600 | 600 | 600 | 300 | 10 |
| SUB-TOTAL | | 5,993 | 1,442 | 1,327 | 1,204 | 1,100 | 470 | 41 |
| GRAND TOTAL | | 607,060 | 103,402 | 103,165 | 104,406 | 1104,329 | 102,779 | 7,316 |

*Includes shs.433,940 million to be met from the community resources.

NOTES AND ASSUMPTIONS FOR APPENDIX 21**PRIMARY EDUCATION**

- 1 It is assumed that a book will cost shs 400 and will last for 2 years. The recurrent average cost on language books is thus obtained by multiplying 200 by 4.13 million, which will be the average enrolment in P.1 - P.8 during 1990-95. It is assumed that half the cost of books will be borne by parents. The development cost for preparing these books is estimated at shs. 6 million (3 million in each of the years 1990 and 1991).

- 2 As the number of primary schools will increase from 8,326 in 1989 to 10,907 in 1996, 2,581 new schools or 430 schools per year should be constructed by 1995. It is estimated that the construction cost of one school (with 8 classrooms, 1 staff-room, 1 room for administration and 1 pit-latrine) will be shs.86 million. The cost of fittings, furniture etc. will be another shs. 17 million, assuming that it is 20% of the building cost. Further, assuming that with each new school, 4 houses for teachers will also be constructed, the estimated cost on housing per school will come to about shs. 40 million. The total cost per primary school thus becomes shs. 143 million, and the cost of constructing 430 schools in anyone year will be shs. 61,490 million.

- 3 It is envisaged that the expenditure on construction of primary schools will be incurred by the local authorities.

- 4 With an estimated average increase of 114,000 students over the enrolment in 1989, the increase in recurrent expenditure (at the rate of shs. 3,840 per student per year) will be shs. 438 million over the period 1990-95. This includes teachers' salaries, cost of instructional materials etc.

- 5 With the present rates of tuition fee, it is estimated that the average tuition fee, in classes P.1 to P.4 is shs. 118 per year. The loss in income per year because of making education free in classes P.1 to P. 4 during 1990-95 will be shs. 315 million, since the average enrolment over this period in P.1 - P. 4 will be 2,665,000.

- 6 It is estimated that the cost of equipping a school for teaching pre-vocational subjects will be shs. 500 per student. With an estimated average enrolment of 1.6 million in P.5 - P.8 during 1990-95, the total development cost on this item will be shs. 800 million.

- 7 The cost of providing a teacher for agriculture and other pre-vocational subjects plus the cost of materials etc. will be shs. 50,000 per school per year. This multiplied by 9,691, the average number of primary schools during 1990-95, gives a recurrent cost of shs. 485 million on introduction of agriculture and other pre-vocational subjects in classes P.5 - P.8.
- 8 It is estimated that the development of the procedures, and materials for internal assessment and initial training of teachers will cost shs. 150 million. The average recurrent expenditure on cumulative record cards and their maintenance is estimated as shs. 36 million per year during 1990-95.
- 9 With an average cost of shs. 7.8 million For constructing a classroom (including fittings, furniture etc), it is estimated that the total cost of adding one classroom to the existing 8,326[^] primary* schools will be about shs. 65,000 million. It is expected that this cost will be borne by the local government or the community.
- 10 An increase of 40% in teachers' salaries and introduction of housing allowance will cost about shs. 1,620 million per year. It has been assumed that about 50% teachers will be eligible for housing allowance, and 90% of those eligible will be in rural areas.

SECONDARY EDUCATION

- 11 It is estimated that the cost of developing new language books will be shs. 2 million. Assuming that the price of one book will be shs. 500, the cost on language books to be borne by the government per year will be shs. 70 million during 1990-95, since the average enrolment in S.T - S.3 will be 283,000 during this period, and 50% of the cost will be borne by parents.
- 12 As the number of secondary schools is expected to increase from 512 in 1989 to 957 in 1996, 446 new secondary schools will have to be constructed over the period 1990-95. It is estimated the construction of a new school with 3 classrooms, 1 laboratory, 1 workshop, 1 library, 1 staff room, 1 art room, 1 office room, store and latrine will cost shs. 211 million, after including the cost of fittings, furniture, etc. It is envisaged the school will be provided 6 houses for teachers and one for the headmaster, which will cost shs. 75 million. The total cost of a new school

will thus become shs. 286 million, and the cost of 446 new schools will be shs. 127,556 million, which spread over 6 years will be shs. 21,260 million per year. The cost of instructional materials and administration will amount to an increase of shs. 2,331 million on an average during 1990-95 for an average increase of 100,000 in enrolment, since the unit cost is estimated as shs. 23,310 per year (see Appendix 16).

- 13 It is envisaged that the number of schools with upper secondary classes will increase from 150 in 1989 to 322 in 1996. It means over the period 1990-95, 172 lower secondary schools should be upgraded to upper secondary. Assuming that upgrading will involve construction of extra classroom, a library and a workshop, and equipping the same with fittings and furniture, the cost will be shs. 91 million per school. The cost of upgrading 172 schools will be shs. 15,652 million, which spread over 6 years will be shs. 2,609 million per year.
- 14 At present there are 24 Technical Schools, but 17 districts do not have any Technical school. Since it is proposed to have at least one Vocational secondary school in each district, 17 General secondary schools will have to be converted into Vocational secondary schools. It is estimated that the cost of conversion will be shs. 100 million per school in the former case and shs. 50 million per school in the latter case. It will include cost of new equipment and cost of construction of additional workshops for teaching vocational subjects. The total cost of conversion will be shs. 2,900 million.
- 15 It is assumed that the cost of conversion of a General secondary school into a comprehensive secondary school will be shs. 120 million. For 16 schools the total cost will be shs. 1,920 million.
- 16 Costs of introduction of internal assessment and training of teachers for guidance and counselling have been estimated approximately at shs. 10 million and shs. 5 million respectively.
- 17 It is estimated that 40% increase in teachers' salaries and provision of housing allowance for 50% of the teachers will cost additional shs. 192 million per year on an average during 1990-95. It is assumed that 80% of the eligible teachers are in rural areas.
- 18 It is expected that over the period 1990-95, there will be an average annual increase of shs. 248 million in the expenditure on teachers' salaries, assuming that the average emoluments of a

teacher will be shs. 5,000 p.m. and there will be an average increase of 4140 in the number of teachers.

HIGHER EDUCATION

- 19 It is estimated that the cost of merger of UPK, ITEK and NCBS into a national Polytechnic will be shs. 200 million and that of rehabilitation and conversion of UTC's into Polytechnics will be shs. 200 million each. The cost of rehabilitation of other tertiary institutions (excluding NTCs) is estimated shs. 200 million each, and that of Makerere University will be shs. 1,000 million.
- 20 Assuming that 50% of the students (i.e. about 6000 students) will require a loan of shs. 50,000 p.a. to pursue their studies, the total amount to be provided for students' loan fund will be shs. 300 million per year. It may be noted that after a few years, this amount will be recovered from the students, and it will become a self-sustaining scheme.
- 21 It is estimated that on an average a teacher at the tertiary level will get an increase of shs. 7,000 p.m. in order to have adequate living wage. For 1,450 teachers, this increase will amount to shs. 122 million per year.
- 22 At present the government spends approximately shs. 50,000 per student per year on an average on boom (pocket money) and other non-instructional items. When this facility is withdrawn, there will be a saving of shs. 600 million per year.

TECHNICAL/VOCATIONAL EDUCATION

- 23 Financial implications of the recommendations concerning vocational and technical education at the upper primary, lower secondary and higher education levels have been shown under primary, secondary and higher education.
- 24 For 31 Technical Institutes, it is assumed that shs. 100 million will be needed for each for rehabilitation and improvement purposes. For opening new Technical Institutes in the 15 districts without any such institute at present will require shs. 7,500 million for building, equipment etc. and a recurrent expenditure of shs. 20 million on staff salaries, institutional materials etc.

25 A 40% increase in teachers' salaries will cost shs. 7 million p.a. on an average.

TEACHER EDUCATION

26 For one PTC specialising in pre-primary teacher training in each district, it is estimated that shs. 330 million will be needed at the rate of shs. 10 million per PTC.

27 For rehabilitation and renovation of the existing PTCs it is estimated that a sum of shs. 940 million will be needed at the rate of shs. 10 to 15 million per PTC for rehabilitation of about 70 PTCs which will remain after the merger of small PTCs.

28 Renovation and rehabilitation of the 10 NTCs will require shs. 500 million at the rate of shs. 100 million per NTC.

29 An increase of 40% in the salaries of teachers of PTCs and an increase of shs. 7,000 p.m. in the salaries of teachers of NTCs will result in an increase of shs. 51 million per year in recurrent expenditure. DEMOCRATISATION OF EDUCATION

30 It is estimated that facilities for opening new courses in non-formal education and for women will cost shs. 1,000 million.

31 Five new schools for the blind and the deaf, one in each region, will cost shs. 750 million at the rate of shs. 150 million per school including the cost of buildings, furniture and equipment.

32 The scheme of identifying talented children through tests and awarding them scholarships will cost shs. 42 million annually on an average during 1990-95. It is assumed that 1,000 students will be selected each year for an award of shs. 1,000 p.m. for a period of 5 years, till they complete S.5. The average number of students getting scholarships in a year will be 3,500 during 1990-95.

33 It is assumed that about 100,000 students in the age group 6-13 in backward areas will need some incentive to attend school. Assuming the incentive will cost shs. 500 p.m. per student, the total recurrent expenditure on this item will be shs. 600 million.

34 It is estimated that honorarium for teachers and instructional materials will cost shs. 200 million per year for adult literacy programmes.

- 35 It is estimated that the facilities, equipment (studios, production and transmission of programmes, etc) will cost shs. 1,000 million and the recurrent cost will be shs. 10 million per year.
- 36 It is estimated that on an average 12,000 students at post-UCE and higher education level will be involved in Community Service scheme for 6 months every year. Assuming the cost of organising this will be shs. 5,000 p.m. per student, the total expenditure on Community Service scheme will be shs. 360 million per year.
- 37 Assuming that 100 new teachers will be needed for new courses and 50 for special education, the total recurring cost on their salaries and allowances and on salaries of other supporting staff will be about shs. 10 million per year.

PLANNING AND ADMINISTRATION

- 38 It is estimated that re-organisation of the departments of the Ministry will cost about shs. 10 million, and the additional recurrent expenditure on salaries etc. will be shs. 2 million.
- 39 The cost of vehicles, equipment etc. for re-establishing the annual data collection programme will be about shs. 10 million, and the recurrent expenditure on printing of questionnaires, collection and processing of data will be shs. 2 million. The estimated expenditure on a comprehensive educational survey will be shs. 3 million.
- 40 It is estimated that the establishment of four new autonomous bodies (NCHE, NCOAE, ULB and Inspectorate) will cost shs. 1,200 million and the recurrent cost on salaries of staff, equipment etc. will be shs. 10 million per year.
- 41 It is estimated that strengthening of NCDC will cost shs. 50 million and an additional recurrent expenditure of shs. 2 million per year.
- 42 The provision building and additional equipment for UNEB will cost shs. 400 million and the extra recurrent expenditure is estimated at shs. 2 million per year.

- 43 For strengthening of district education offices, additional building and equipment will be needed. It is estimated that their cost will be shs. 40 million for each district. The total cost will be shs. 1320 and the total recurrent expenditure on staff and equipment will be shs. 13 million.
- 44 It is estimated that the cost of establishing a centre for producing educational materials and a printing press will be shs. 3 billion and the recurrent expenditure on staff, equipment etc. will be shs. 10 mil