

# Global Partnership for Education

## Thematic and Country-level Evaluation

### Uganda Case Study (2024)

**Transformation potential of the priority reforms, Uganda's position to implement these reforms, and GPE support to the reform process up to the compact**

#### Introduction and background

This report is a part of the Thematic and Country-Level Evaluation (TCLE)<sup>1</sup> of the Global Partnership for Education (GPE)'s global and country-level support to its partner countries as part of its [Strategic Plan for 2021–2025](#) (GPE 2025). To operationalize this strategy, GPE's operating model seeks to support governments to transform their education systems. Uganda was selected as one of eight country cases for study as part of the evaluation,<sup>2</sup> which explores Uganda's potential for transformative reform by closely examining the process of the partnership compact development, selection of its priority reform, and potential for implementation. This case study uses evidence from primary data (interviews with key country-level stakeholders with fieldwork conducted between September 11 – 15, 2023 in Kampala, Uganda) and a secondary document review. A stakeholder map, list of respondents interviewed, and a full list of documents reviewed can be found as annexes.

#### Case study limitations

This study took place during a very sensitive period of relations between the Government of Uganda and bilateral and multilateral partners, following the passage of the Anti-Homosexuality Act in May 2023. At the time, the GPE Secretariat was assessing its stance in relation to its engagement, while the World Bank (the grant agent) had announced a freeze on new funding following a fact-finding report. Although the main period examined in this case study (the process of compact development in 2022) was prior to these events, this context caused some difficulties in engagement with stakeholders. Interviews with most of the key informants identified were completed, although some (notably with the Ministry of Finance) were not forthcoming. It was also not considered feasible to bring stakeholders with divergent viewpoints together in focus group discussions, which reduced the density of data gathering. While all interviewees were welcoming and professional, for several interviews it was difficult to adhere to prioritized questions, as allowances had to be made for fundamental issues (not necessarily related to the contents of the study) that interviewees wished to speak about. In a few cases some evaluation questions also had to be interrogated somewhat sensitively owing to the political context.

#### Current education situation in Uganda

A historic priority for the Government of Uganda has been access to primary education, through the Universal Primary Education policy launched in 1997. Although considered successful in improving access, drop-out remains high, with the latest UNESCO Institute of Statistics data (from 2019) indicating a completion rate of 27%. A 2022 Demographic and Health Survey found that only approximately 14% and men and women between the ages of 15-49 had completed primary

---

<sup>1</sup> The TCLE seeks to assess how GPE's operating model and 2025 strategy support partner countries to select and implement a chosen transformative reform. The evaluation involves longitudinal country-level case studies using a mixed-methods approach for data collection, analysis, and synthesis. The evaluation is being conducted by a consortium, led by Triple Line with partners Learn More and Technopolis.

<sup>2</sup> The other seven partner countries sampled are Cambodia, Democratic Republic of the Congo, El Salvador, Nepal, Sierra Leone, Tajikistan, and Tanzania – Mainland.

education.<sup>3</sup> There are broadly acknowledged issues with educational outcomes, In 2018, literacy rates were low, at approximately 50% and 53% at P3 and P6 respectively, and numeracy rates at 55% and 51%.<sup>4</sup> A more recent political priority has been Universal Secondary Education policy (launched in 2007), which focuses on improving enrolment through the provision of subsidies, principally to private service providers to expand access. The government is also prioritizing infrastructure investment, particularly refurbishment of historic ‘traditional schools.’ A specific issue that has recently been prominent is the lack of a functional Education Management Information System (EMIS) for the Ministry of Education and Sports (MoES), which ceased to receive new data in 2017.

## GPE partnership in Uganda

Since joining GPE in 2011, Uganda has received a total of US\$116,249,666 in grant funding, including: two education sector plan development grants (ESPDGs) in 2013 and 2018, one education sector program implementation grant (ESPIG) in 2014, and two program development grants (PDGs) in 2013 and 2022. The 2014 ESPIG allocated \$100 million to the Ugandan education sector, amongst the largest grants provided by GPE. Uganda was also awarded a COVID-19 accelerated funding grant in 2020.

## Uganda’s engagement with GPE 2025

Uganda is part of the pilot cohort for the GPE 2025 model, which began in January 2021. Uganda’s completion of the enabling factors analysis took place in December 2021, and the independent assessment of the enabling factors by the Independent Technical Advisory Panel (ITAP) was completed in February 2022. The development of Uganda’s partnership compact took place over several months and was finalized in August 2022; the GPE Board approved the strategic parameters for GPE engagement in September 2022 following this. Uganda was made eligible to receive a system transformation grant (STG) and a system capacity grant (SCG). Uganda was initially eligible for a multiplier grant, and an application was submitted, however a funding freeze was implemented following concerns from the international community of recent developments relating to the Anti-Homosexuality Act, and ultimately funding hasn’t been granted to date.

Uganda’s selected priority reform, as outlined in its partnership compact, is *Quality Foundations for Learning*, with an emphasis on supporting reformative interventions to improve readiness to learn at pre-primary level, literacy and numeracy at primary level, and follow-up interventions to ensure that this is translated to improved educational outcomes at secondary school (including addressing barriers to access).

## 1. Did the GPE model help with policy dialogue, identification of system bottlenecks, and solutions to address these bottlenecks for better education outcomes?

### How inclusive is the policy dialogue in Uganda?

Uganda has a historically well-coordinated education sector and robust mechanisms of consultation between government and education partners on policy and policy implementation, strengthened in part by previous GPE activities. These mechanisms were well utilized in the compact development process, with the Education Sector Coordinating Committee (ESCC) the most prominent forum for wider sector consultation and dialogue. The composition of the ESCC is broadly inclusive, involving NGO umbrella organizations, religious bodies, and trade union and trade association representatives. These stakeholders often brought important perspectives from outside the governmental and developmental ecosystems, especially around practical barriers to feasibility of potential policy actions. Given the significant role of the private sector in education provision (providing 60% of education provision and all pre-primary provision), direct representation and inclusion could be

---

<sup>3</sup> UNICEF (2022) Uganda: Demographic and Health Survey, Main Report. <https://www.unicef.org/uganda/media/16731/file/UDHS-2022-Report.pdf.pdf>

<sup>4</sup> National Assessment of Progress in Education (2018), Achievement in numeracy and literacy in English of primary school learners and teachers in Uganda

increased beyond their current representation, as mediated by umbrella bodies. These bodies (for NGOs and religious bodies, as well as the private sector) reported that it was difficult to consult with their memberships in a timely manner to feed into policy dialogues. These groups were also not closely involved in core compact development group's active formulation and drafting of the compact.

The MoES has a leading role in the development of policy and the priority reform. Stakeholders reported that dialogue would benefit from a greater role for the Ministry of Finance, to input into questions around finance and feasibility. Stakeholders also reported that closer involvement of the government's political leadership throughout the process could have led to a strengthened consensus for operationalizing the reform. Accountability was felt to be strong throughout the compact development process, although concerns were expressed on whether this would be maintained moving into implementation of the reform.

### **What enabling factors bottlenecks were identified and what policy actions/interventions were chosen to address the bottlenecks in Uganda?**

**Data and Evidence:** Uganda has not had a functioning EMIS since 2017. This gap is recognized by the government and other stakeholders as a major bottleneck to evidence-based policy and decision-making and rated as a high priority in the enabling factors analysis as well as by ITAP. It also in turn affects other enabling factors, principally the efficiency and equity of domestic finance, and gender-responsive sector planning (through impeding the government's ability to make appropriate resource allocations). Although the enabling factors analysis was not necessary per se to identify the central importance of a functioning EMIS, the assessment helped to emphasize the importance of addressing the non-functioning EMIS, including highlighting the need for capacity building, which was identified as a particular bottleneck in both the enabling factors analysis and by ITAP. The compact includes proposed policy actions to incentivize the approval of relevant policy, as well as to mobilize sufficient budgetary resources to support the EMIS roll-out. The proposed policy actions to support the EMIS appear to be credible, and although the compact does not include further technical detail (given the brevity of the document), further details are present in other documentation (including detailed discussion in the ITAP report). Evidence to support the selection of the particular policy actions described (such as construction of a data frame, initial survey, policy development) is not explicitly stated, but the policy actions appear technically appropriate. However, it is not clear that evidence has been used to fully formulate appropriate policy actions to mitigate risks around ensuring data integrity, given previous issues of the over-counting of students, as described by interviewed stakeholders.

A potential bottleneck that does not appear to be explicitly addressed within the compact relates to data safeguarding and other barriers to the commitment to the inclusion of refugee learners within the EMIS. Although interviews indicated that a process was ongoing to ensure adequate measures to address some of these issues through development of a prospective memorandum of understanding between the government and United Nations actors, this does not yet appear to have been integrated into the prototype EMIS when it was demonstrated to the case study team.

The ITAP report also noted that data from sources other than the EMIS are not being adequately used to support policy making processes – this appears to be a gap in the policy actions proposed in the compact.

**Volume, Equity and Efficiency of Domestic Finance:** Both the enabling factors analysis and the ITAP report identified domestic finance as a high priority. For domestic finance, multiple needs were identified, most prominently the low volume of spending as a proportion of the public budget. The exact proportion varies according to the calculation employed (i.e., whether debt servicing is included, and other factors): the ITAP report presents an expectation that this will remain around 12.5% based on Uganda's medium-term expenditure framework predictions, while the modelling (excluding debt) presented in the compact predicts that the net education spending will peak at 19.4% by 2024. An explicit discussion of the bottlenecks to addressing this concern on volume is not presented in the compact, although from its contextualization this is implicitly understood to be a matter of policy. Uganda has proposed to allocate a top-up of their STG of \$25m to address this, contingent on the government retaining its current level of expenditure. However, stakeholders interviewed did not consider this a sufficient incentive.

The focus of GPE partners has instead been on reform of the capitation formula for school funding (i.e., funding per enrolment), incorporating equitable provision based on the composition of pupils. This was identified in Uganda's ITAP report as a priority, with current formulas not providing adequate incentives to enroll out-of-school and hard-to-reach students. A \$10m top-up allocation was proposed, related to reformulation of this grant and maintenance of spend per pupil. This already appears to be an effective incentive; interviewees within the MoES were aware of this trigger and reported in detail on progress towards designing the reformed capitation formula (at the time of writing this report, it was unclear to the evaluation team if actual disbursement to schools was defined by the new formula).

**Sector coordination:** Sector coordination is considered historically strong in Uganda, although the initial enabling factors analysis rated this as a high priority. In particular, a lack of effective accountability between stakeholders and a lack of effective incentives for collaboration were cited as key bottlenecks. However, this enabling factor was considered a medium priority ITAP, as a result of a moderation of this grading, in consideration of global comparators. The compact does not explicitly describe policy actions aimed at addressing sector coordination bottlenecks; 'strengthening sector coordination' is earmarked as a potential use of the SCG, but this is not elaborated on further in the compact. However, coordination in the context of delivery of the reform is well addressed, with a consideration and proposal of mechanisms for consultation and mutual accountability.

**Gender-responsive sector planning, policy, and monitoring:** Both the enabling factors analysis and ITAP agreed that Uganda performs well on gender-based indicators, as evidenced by their agreed rating of this enabling factor as a medium priority. The bottlenecks identified are principally to support the efficient and effective implementation of existing plans. The bottlenecks noted in the ITAP report include 'strategies and [a] framework are already in place, but increased intensity of interventions is needed,' a general underestimation of measures needed to mitigate the inequitable effects of school closures under COVID-19, as well as 'technical capacity gaps in policy formulation, project and program design'. The proposed policy actions outlined in the compact focused on strengthened support for existing 'safe schools,' support for gender-responsive pedagogy through support to in-service teacher training, and the expansion of support for remedial learning and re-enrolment for the age cohort effected by COVID-19. Whether these actions are of the scale required to address ITAP's emphasis on need for greater 'intensity' of interventions is unclear. The bottleneck in terms of project and program design is also not explicitly addressed in the reform.

### How useful were the enabling factors analysis and ITAP processes?

The enabling factors analysis and ITAP assessment were valued by stakeholders principally for 'adding to the weight of evidence' and supporting continued momentum and pressure to address problems already considered. In particular, the processes helped to inform detailed planning on the two enabling factors rated as high: data and evidence and domestic finance. However, some stakeholders. Including those among the core compact development group, questioned the efficiency of the process, as it immediately followed consultations leading to development of the Education and Sports Sector Strategic Plan 2020-25 (ESSP 2020-25); these stakeholders felt that the process was repetitive in some of its elements and did not fully draw upon prior analysis. Some stakeholders not involved in the core compact development group, including civil society organizations (CSO) members of the ESCC, also reported that they did not deeply engage with findings from the enabling factors analysis, and questioned the added value of the process.

The enabling factors analysis was also felt by some interviewees to not have adequately integrated an analysis of dependencies and interrelations between bottlenecks, which could have led to more effective prioritization of actions, especially when the scale of the intervention required to address bottlenecks is particularly large.

Some government stakeholders felt that the ITAP could have benefitted from greater collaboration with in-country expertise and that it was artificially 'removed from the realities' of the country context, particularly aspects that lie outside the education system proper. In particular, incentives and disincentives to attend school, and the urban and political context were cited as areas that stakeholders felt were not fully understood by ITAP.

## 2. Do the priority reforms demonstrate potential for transformation?

### What is Uganda's understanding of system transformation and the need for transformation?

There was broad consensus among sectoral actors in Uganda in conceptualizing system transformation as a process of identifying and addressing the 'root causes' within the education system preventing the achievement of an agreed priority – improved educational outcomes. Interviews indicated that the presentation of system change in these terms in the compact represented a fair reflection of stakeholder's understanding and agreement within the ESCC. Stakeholders agreed on the need for system transformation on these terms, with further broad agreement on root causes. No interviewees expressed fundamental disagreement with the priority focus of the reform, or the logic presented. However, it was clear from interviews that Ministry officials in particular face conflicting demands on priorities and allocation of new funding and that these are expected to be incorporated into new interventions. System transformation was also not always the primary lens through which the priority reform was understood (or understood in depth) by all stakeholders; some saw the priority reform as a broad program of works intended to accommodate various priorities (one interviewee characterized this as 'sectored thinking' rather than 'systems thinking'). Stakeholders did not conceptualize system transformation in terms of speed or inclusion, although the nationwide and comprehensive scale of the intended reform was implicitly understood.

### What is Uganda's priority reform?

The priority reform, *Quality Foundations for Learning*, is focused in three areas: improving pre-literacy, pre-numeracy, and readiness to learn at pre-primary level, literacy and numeracy and primary level, and follow up actions to ensure equitable access to secondary school, to ensure these are translated into higher level learning outcomes. The reform is in alignment with the ESSP 2020-25, formulated just prior to the compact development. This plan is considered more targeted and realistic than predecessors, and the focus on quality education within these plans is considered new. The priority reform was nonetheless welcomed as helping to further prioritize and focus within this framework, in an environment of limited resources within the sector. The inclusion of interventions at pre-primary level is also considered new, although current legal frameworks for funding mean the government remains constrained in spending directly in this area (which is operated by the private sector). The incorporation of spending on secondary school infrastructure within the reform represents the continuation of a governmental priority.

### Does the priority reform meet the criteria of system transformation?<sup>5</sup>

There is no explicit discussion of speed or scale in the partnership compact, although there are some implied but vague references to speed with regards to achieving the enabling factors (such as to "quickly mobilize finance"). There are also no baselines or targets established for speed or scale. Inclusion is discussed more explicitly and gender in particular is well-covered; specific activities and aspirations for inclusion are mentioned and the reform endorses support of already-designed 'safe schools' programming, which appears to have broad-based sectoral support. Other aspects of

---

<sup>5</sup> These criteria are set out in our inception report. The criteria include:

- Whether the reform endeavors to achieve improvements to learning with greater speed, scale, and inclusion than past and/or business-as-usual reforms.
- The reform addresses multiple system constraints through a multi-faceted approach to change.
- Whether the reform aligns relevant subsystems, policies as well as practices such as those related to teacher professional development, curriculum, assessment systems, EMIS and more, to achieve the intended outcomes.
- Whether the reform aligns the incentives of actors from all relevant levels and aspects of the education system (e.g., national, regional and district).

One further criterion (whether the reform endeavors to achieve learning improvements through approaches that are evidence-based) is set out in the section below.

In addition to these five criteria to define a transformative reform, there are three additional transformative reform criteria which examine the implementation of a transformative reform as well as five criteria which define the process required to design a transformative reform.



inclusion important in the Ugandan context are less well integrated. Geographical disparities between urban and rural regions and the case of disadvantaged regions such as Karamoja are referenced but are not clearly integrated into the reform. Likewise, the needs of refugees are referenced, but the articulation of the reform with programming for the refugee education system is not made clear outside of the EMIS (although here, data protection issues that surfaced in the interviews are not addressed).

The compact contains some, but limited evidence of a multi-faceted approach to change. At the higher level, the reform covers multiple levels of the education system (pre-primary, primary and secondary) with a justifying logic; however, at the activity level, planned activities appear to be wide-ranging, but their coherence and necessity are not clearly described. The suite of proposed activities does implicitly indicate ambition to align relevant subsectors, through its planned activities in teacher professional development, curriculum design and teaching materials development, and education management systems. The compact also includes recognition of incentives for teachers, although evidence is not presented to assess whether actors at regional and district level will be adequately engaged with and supported to ensure their alignment with the reform.

### **Is the priority reform evidence-based?**

The focus of the priority reform was selected following an evidence-based process; in particular the focus of the reform on pre-primary education draws on global best practice, as does the provision in the reform to ensure that teachers are supported through a holistic package of structured pedagogy. The priority reform is situated in and draws upon previous sector plans (especially the ESSP 2020-25 and the Education and Sports Sector Analysis), which contain some citation of global and national evidence. However, the rationale for particular activities outlined within the reform is not always explicitly outlined or evidenced and there is no evidence-based weighting of activities or target setting. The lack of a functioning, reliable national EMIS at the time of the compact presents a major risk that actions under the reform will not be appropriately selected or appropriately resourced in context, due to lack of evidence. This risk is recognized within the partnership compact, as a high priority enabling factor to be addressed.

### **Is there a credible theory of change for the priority reform?**

The theory of change is, with some adaptations made, broadly amenable to guide monitoring and evaluation. There is some confusion of inputs and outcomes, but these are technically resolvable. Pathways of change are more implicit and traceable than in several other country compacts, although not consistently supported with narrative justification of the logic. The reform aim, however, is not precisely defined yet in SMART terms, and indicators and targets (at output and outcome level) are not comprehensively formulated in the compact. This is problematic at this stage primarily in the sense that it has led to divergent expectations of weighting of activities between stakeholders. However, the STG design and comprehensive associated results framework (and payment by results indicators) have begun to indicate the expected scale of results and could form a basis for consensus around expectations and for joint monitoring for these areas.

## **3. What is Uganda's readiness to implement its priority reform?**

### **To what extent are implementation plans for the priority reform in place and how credible or feasible are the plans?**

Joint and complementary implementation plans for the priority reform had not been fully developed in the period of this study, and so it is not possible to assess credibility or feasibility. They were also unlikely to be imminently formulated due to the withdrawal engagement of GPE and other international actors due to external factors.

A draft STG proposal, covering some parts of the reform, was in an advanced stage and near approval. Activities in this plan appear to be credible and feasible, with monitoring and accountability mechanisms built in through a payment by results model and were designed in line with the World Bank's evidence-based process for selection of 'best buys.' However, the relation of the draft STG to the logic of system transformation outlined in the compact and its purposive alignment are not clear;

this is noted in the GPE Secretariat's QAR feedback, which requested for the design to be more explicit about addressing bottlenecks and scaling in particular.

The priority reform is situated within the ESSP 2020-25 and as such, many of its proposed activities can be considered a further prioritization and development of proposed actions within it.

There are also public sector capacity gaps that would appear to affect the ability to implement any plans associated with the reform; these appear to be principally at the local level, critically around the ability to efficiently manage and monitor funding. Various actions within the compact are outlined to address such capacity gaps but implementation plans had not been developed at the time of data gathering.

### **Are stakeholders aligned around the priority reform?**

The sense of partners participating in a purposive alignment around the reform was weak, which is in part due to the lack of engagement of GPE as a partnership at the time of the study. A further issue of disagreement by some stakeholders with the proposed uses of the STG further indicated significant fundamental disagreements about the appropriate alignment of resources and a poor sense of mutual accountability and decision-making, at least in this period.

Nonetheless, despite the lack of explicit activity allocations between partners, education development partners (EDPs) are well-coordinated at bilateral levels, undertaking complementary initiatives, and have strong buy-in to the higher-level priorities within the compact. Their programming is likely to contribute to reform outcomes, even if not explicitly conceptualized in the logic of system transformation outlined in the compact or directly coordinated via the mechanisms of the GPE model and attributed to the partnership. Several EDPs have programming commitments to the priority reform area of foundational education. The United States Agency for International Development (USAID) and Foreign and Commonwealth Development Office (FCDO) are major partners of the government with an explicit focus on primary education; from 2016 to 2023, FCDO's £36m Strengthening Education Systems for Improved Learning (SESIL) program was focused on early grade literacy and numeracy. EDPs consider their areas of focus to be complementary, and support to education is often part of broader regional programming including health and reproductive rights. IrishAid focuses in particular on the disadvantaged region of Karamoja and Save the Children works with specific communities, including refugees. Another stream of work prioritized by the government is secondary school expansion, under the Universal Secondary Education Policy. This is supported by the International Development Association (IDA)/World Bank, particularly recently through the \$150m Uganda Secondary Education Expansion Project (USEEP).

Stakeholders also report that the compact development process itself (to 2022) and ancillary consultations were positive for alignment and the compact describes potential management mechanisms for the reform which appear to be robust. The sector has solid fundamentals for renewed cooperation around the reform, with a history of good coordination (in part due to the operation of a sector wide approach (SWAp) and increased alignment under the previous GPE operating model); MoES in particular is praised as having an 'open door' policy to EDPs and other stakeholders.

### **To what extent are priority reforms costed or resourced?**

There was no evidence seen of comprehensive and broad costing or resourcing of the entire reform, inclusive of government budgeting, donor funding, and GPE grants. A full costing of the reform will also require agreement on outcome targets and agreement on the weighting of planned activities, which had not been reached at the time of the study. Although elements of the reform are already present in the ESSP 2020-25, given the relative decline in domestic expenditure on education, government spending on the reform can be expected to be restrained; the ESSP itself contains a prioritization of potential interventions, anticipating limitations on resources. The major unresolved bottleneck is commitment to expenditure on pre-primary education in any capacity, which the government has no framework for (other than setting a quality framework). Given the implied scale of this major focus of the reform, any potential funding from other sources appears not to be adequate to its achievement.

Some activities specified in the reform have however been costed in the draft budgeting of the STG, although without overall target-setting of the broader reform and explicit situation of the STG within it, it is not possible to assess whether the resourcing of these elements is comprehensive. Activities to be funded through the STG were associated principally with the third pillar of the reform (secondary schools, particularly infrastructural spend) and the second pillar (primary schools, including funding of development and dissemination of teaching materials). Some stakeholders also expressed concerns at the intent for the co-financing leveraged by the GPE model to take the form of IDA loans and felt that especially given the existing debt servicing burden, this would preferably have taken the form of grants, and that further effort could have been made to secure funding from other sources. These stakeholders nonetheless welcomed the finance from GPE that would be provided through the multiplier grant. The proposed payment by results mechanism of the STG was broadly welcomed by stakeholders as an appropriate modality and welcome incentive to ensure efficiency of spend and retention of governmental focus.

### **To what extent are monitoring, evaluation, and learning frameworks in place to support the priority reform?**

While a monitoring, evaluation, and learning (MEL) framework had not been fully developed for the priority reform, there are good foundations in place for joint MEL. In particular, specific evaluations have already been identified and bi-annual learning reviews are proposed in the strategic parameters for GPE support.

Outside the reform, regular Joint Sector Reviews take place as well as regular convening of the Education Sector Strategic Committee. These forums and mechanisms appear appropriate and adequate. The government also carries out broader monitoring of planned policy actions under the supervision of the Statistics, Monitoring and Evaluation Section of the Education Planning and Policy Analysis Department. Reports are shared with technical and political leadership; although it is not yet clear that this will include direct reporting specifically in terms of the priority reform, it can be expected that this level of oversight and existing reporting architecture could form part of a strong monitoring architecture.

However, the reform aim is not precisely defined yet in SMART terms, and indicators and targets (at output and outcome level) were not comprehensively formulated in the compact. This has been problematic primarily in the sense that it has led to divergent expectations of weighting of activities among stakeholders, and is also a critical precondition for joint ownership of an effective MEL framework.

For elements of the reform covered by the STG, a comprehensive associated results framework (and payment by results indicators) has been developed, and begun to indicate the expected scale of results in these areas; this could form a basis for consensus around expectations for the parts of the reform it covers, and for joint monitoring. The payment by results modality for STG should ensure that monitoring (and reinforcement of government monitoring systems as appropriate) is 'hardwired' into the funding. An element of risk for the STG is that some indicators rely on results from a functioning, reliable EMIS, and therefore pre-suppose that this element supported by the reform will be successful. The risk that payment by results may also shift the role of ensuring accountability away from the wider stakeholder group may also need mitigation.

### **What other factors might affect implementation?**

The suspension of GPE's engagement in Uganda at the time of the study had critically weakened a sense of partnership. Interviews also revealed a tendency, even among members of the ESCC, to consider GPE principally as a multilateral funding modality, or to mistakenly consider GPE a program of the World Bank. Some key stakeholders also considered the compact a symbolic statement of intent rather than as a commitment. These stakeholders' weaker sense of their participation in a partnership may have been an unexpected consequence of the dissolution of a distinctive local education group; while working with existing structures instead was beneficial, this may have reduced the 'brand visibility' aspects of the partnership and model other than the grant funding. There was also substantial disagreement over the appropriate use of GPE funding (several stakeholders felt too much funding was provided for secondary schools) and some EDPs felt there was insufficient consultation in design of the grants, leading to a further weakened sense of partnership. Some ESCC



members expressed concern over the time allocated to date for accountable planning and felt that mechanisms for oversight were lacking. One interviewee suggested that EDPs and government could appeal to the GPE Board as a redress mechanism for grievances about disagreements over process or resource allocation.

## 4. Domestic financing

### What is the status of domestic financing in Uganda?

The status of volume of domestic finance in Uganda is disputed, both in terms of the most appropriate measure to use and, as stakeholder interviews suggested, in methodology for calculation. As reflected in section 1, the ITAP assessment reported that education expenditure was predicted to remain at around 12.5% of public expenditure. This is a significant shortfall for GPE's recommended benchmark of 20%. The compact contains a modelling of projected domestic spend, which is predicted to rise initially but begin to fall again by 2025. This is in line with a general secular trend to declining spend; the summative evaluation conducted in 2020 of GPE in Uganda indicates that from 2011-2018, education expenditure steadily decreased from 16.8% to 11.4% (inclusive of debt), despite a period of economic growth, indicating a low prioritization.

Domestic finance is also characterized by a notable equity gap especially for rural/urban populations, out-of-school children, and those from more disadvantaged backgrounds; as well, pupil-to-teacher ratios, teacher deployments, and learning outcomes vary significantly. A focus for action in this regard is the reformulation of the school capitation grant, by which schools are funded per pupil. Currently this formula does not incentivize enrolment of pupils that are harder to reach or retain, which is planned to be reformed by incorporation of a funding premium for these groups.

There are also challenges in terms of internal efficiency of funding. These include significant repetition and dropout rates, poor learning outcomes and inefficiencies in terms of teacher allocations and training as well as lack of investment in pre-primary education.

### Do the domestic financing-related policy actions have the potential to support the enabling conditions for transformation?

Clear actions are identified in the priority form in relation to efficiency and equity of domestic finance. Efficiency is to be addressed partly in conjunction with actions also categorized under the data and evidence enabling factor, through the development of a functioning EMIS and enhanced use of information and communication technology (ICT) in planning and administration at the local and school level. There is already substantial progress on the development of the EMIS and the increased use of ICT appears to be feasible. Although not explicitly linked in the compact, the inclusion of enhancing school inspections may also contribute to efficiency of spending. Weakness and capture of inspectorates was cited by some interviewees as a key barrier to efficiency of spending, particularly on infrastructure.

Equity is addressed principally through reformulation of the capitation formula, integrating an uplift in funding for girls enrolled and attending schools, as well as vulnerable groups. This is widely considered a pragmatic way to proceed in reforming domestic financing and would open an additional pathway for accountability. Substantial technical work has already taken place on this reformulation; however, a potential blockage is the need for policy approval from the Ministry of Finance, as well its dependency on a functioning and robust EMIS. Reform of the capitation grant was widely regarded as a 'smart,' appropriately ambitious, and pragmatic way also of increasing volume of financing; it also opens a potential route for civil society to play a role in holding the government to account to its declared commitments, through monitoring its application at a local level. This emerging model for reforming domestic finance has broad confidence among wider stakeholders as being an appropriate approach.

No distinct interventions were proposed for volume, with this understood to be an issue best approached through discursive channels. The compact describes that at the time of its development, this concept had political buy-in and would be subject to high level dialogue. There is a related a top-up trigger which would release \$25m of financing if the volume of domestic financing is increased from 17% to 19%. This was generally regarded by stakeholders as being an insufficient incentive.

However, it was not clear from interviews what funding amount or alternative approach would have been considered sufficient incentive – it may require further analysis over time to better understand if the top-up did incentivize change, and if not, what those who have the power to influence shifts in volume perceive to be appropriate alternative methods or amounts that would more effectively act as an incentive.

### **To what extent did the GPE operating model help Uganda identify and address system bottlenecks in domestic finance?**

Analysis of proposed actions on domestic finance against bottlenecks identified by ITAP indicates that most are implicitly addressed in the compact with associated actions or incentives, with the exception of volume of domestic finance. An explicit discussion of the bottlenecks to addressing this concern on volume is not identified or addressed in the compact, although from its contextualization, this is implicitly understood to be a matter of policy dialogue. The calculation is also unclear and disputed, with insufficient access to data inhibiting stakeholders outside the government from carrying out robust diagnostics regarding financing.

The GPE model effectively helped to align partners and strengthen measures particularly to address the key bottleneck of an inefficient and inequitable capitation formula for schools. Reformulation of the capitation grant and development of the EMIS is being undertaken by smaller technical groupings centered within the MoES, strengthened by analysis and recommendations provided by ITAP. This model of engagement appears to be very effective. However, actions on improving the efficiency of spending through enhanced local capacity are less developed.

A major bottleneck necessary for transformation is the lack of government commitment of funding for interventions in pre-primary schools (pre-primary schools are officially only provided privately, and at present the government provides only a framework and guidance for ensuring quality). Government sources noted that there is simply no legal framework for the ministry to spend in this area, and others stated political will lies elsewhere in the sector. Although reform of pre-primary provision is prominent in the compact, it is explicitly stated that responsibility for these areas will lie with EDPs, the private sector and CSOs, and so does not form part of governmental domestic finance reform. However, external actors do not appear to have sufficient resources to commit to the improvement and maintenance of the pre-primary at scale (or the expansion into rural areas where provision of pre-primary education is low). The GPE Secretariat, in its review to support Uganda's allocation of funding and strategic parameters, noted the lack of alignment between the compact and other planning documents on the modality of how this aspect of the reform will be delivered, and that there is 'ongoing sector dialogue' on this topic.

## **5. Gender equality**

### **What is the status of gender equality in Uganda?**

Progress in gender equality is considered good in Uganda, and gender parity has been achieved at some levels – especially enrolment at primary level – and there have been some improvements in the lower secondary levels of education. The gender gap in completion rates has also achieved parity at the primary level and has slightly narrowed at the secondary level. However, transition rates from lower to upper secondary have worsened for girls and girls' experiences in school can be different from those of boys, affecting enrolment, safety, and educational achievement. A more specific issue for girls, which has received national prominence, is the failure to reintegrate girls back into schools where cases of teenage pregnancy and early marriage occurred, due in part to social stigma.

The ESSP 2020-2025 demonstrates a strong political commitment on part of the Ugandan government towards improvements in terms of gender equity. The strategic objectives include a mix of micro and macro interventions (e.g., gender responsive and inclusive facilities and teacher housing for safety of female teachers etc.). National government plans are mandated to adhere to gender equality, providing evidence to suggest that gender hardwiring exists in government efforts. The requirement for gender equality is upheld and adhered to by all education sector policy and planning frameworks as the sector acquires annual certificates of compliance with gender equity and has been noted to be one of the most compliant government sectors. According to the 'Assessment Report on compliance of Ministerial Policy Statements with Gender and Equity Requirements' prepared by the

Equal Opportunities Commission in 2019, MoES was noted to be one of the top three most compliant sectors with gender and equity requirements over the three-year assessment period. The approved ESSP package proposed the provision of incentives and bursaries for girls at the risk of dropping out, strategies to attract and retain female learners into engineering, science and technology studies, strategies to integrate gender into teaching and learning process, and strategies to adopt pedagogical practices for accelerating learning outcomes and for engendering positive actions on the environment.

### **Do the gender equality-related policy actions have the potential to support the enabling conditions for transformation?**

As an enabling factor, gender-responsive sector planning, policy and mentoring was rated a medium priority in the Ugandan context (in both the enabling factors analysis and in Uganda's ITAP report). Policy actions proposed under the compact can be characterized by continuity and strengthening of existing actions rather than wholesale reform of approaches. ITAP specifically notes that while strategies and a framework for policy are in place, interventions were still needed to address ongoing challenges to attendance and learning which were exacerbated by COVID-19 related school closures.

The focus within the compact is therefore within the main body of the reform; strengthened support for existing 'safe schools,' support for gender-responsive pedagogy through support to in-service teacher training, and expansion of support for remedial learning and re-enrolment for the age cohort effected by COVID-19. Whether these actions are of the scale needed to address ITAP's emphasis on need for greater 'intensity' of interventions is however unclear, with scale of resources the principal factor.

It may also be noted that some stakeholders also questioned the emphasis on gender equality as an implicitly prioritized facet of equity in the Ugandan context, considering that other factors underlying unequal outcomes could have been a fruitful focus of identification and policy action. In particular stakeholders noted dramatic equity challenges in delivering foundational education between pastoral/disadvantaged and agricultural regions, and between rural and urban communities. It is also understood that the diagnostic and interventions implicitly focus on the national school system, rather than refugee schools. Although evidence indicates that there is good coordination between these parallel systems, the lack of consideration of this component of the system was considered an oversight by certain stakeholders.

### **To what extent did the GPE operating model help and incentivize Uganda to identify and address challenges in gender equality and hardwire gender equality into its priority reform?**

As GPE is principally intensifying support for existing gender-focused programming with buy-in across sectoral actors, the operating model cannot itself be said to have provided a decisive role in identifying challenges or incentive for hardwiring gender into programming. There were no specific top-up triggers related to gender in the compact, which were reserved for high priority enabling factors. Other support for gender-hardwiring is also well established: a well-resourced gender unit exists within the MoES, which provides analysis and support to government.

Some governmental stakeholders reported that they did not think the level of assessment required around identification of gender bottlenecks was sufficiently deep, and that guidance could have been more specific and probing. Analysis of gender-related barriers preceding the current GPE operating model was however felt to be strong and comprehensive, especially through the World Bank's Environmental and Social Systems Assessments. However, the assessment precipitated by the GPE operating model does caution that an overreliance on previous analyses could have led to neglecting incorporation of more recent available data.

Analysis of the draft STG suggests that there is further scope for hardwiring gender equality into GPE-funded programming, particularly by strengthening the use of gender-sensitivity in the delivery-linked indicators for the grant.

## Annex 1. Summary background tables

### What is the priority reform that Uganda is planning to undertake? 6

Summary description the priority reform in Uganda	
Focus area and strategic parameters for GPE funding	Uganda’s priority reform “Quality Foundations for Learning” has the overarching aim of improving learning outcomes in basic competencies, especially literacy and numeracy for all children.
Levels targeted	Pre-primary, Primary, and Secondary
Thematic areas covered	Quality Foundation for Learning, Equitable Access to Education, Quality Teachers
Description	<p>The priority reform, Quality Foundations for Learning, focuses on ‘improving learning outcomes in basic competencies, especially literacy and numeracy for all children.’ The reform is articulated through the theory of change and organized around a few focus areas:</p> <ul style="list-style-type: none"> <li>• Improved readiness to learn at the primary level including pre-literacy, pre-numeracy, and socio-emotional skills (STG focus area)</li> <li>• Improved literacy, numeracy, and other basic primary-level competences (STG focus area)</li> <li>• Increased and equitable access, transition, and retention at secondary education level as well as absorption into technical and higher education (Multiplier)<sup>7</sup></li> </ul>
Priority reform intended outcomes	<p>Uganda’s theory of change identifies outcome areas against the three priority reform areas:</p> <ol style="list-style-type: none"> <li>1. Quality Foundational Competences. This includes providing early literacy and numeracy skills, as well as social and emotional skills at the pre-primary level, which play an important role in ensuring readiness for learning at the primary level.</li> <li>2. Improved Learning Outcomes. Through improved quality of primary education and more equitable access, the reform aims to improve basic literacy and numeracy outcomes.</li> <li>3. Enhanced Skills for All. This includes improved access interventions and quality interventions with a view to creating an inclusive education system that serves all learners, including females, refugees, students with disabilities, and learners from marginalized socioeconomic groups.</li> </ol>
Priority reform main activities and pathways of change	<p>The key priority reform for Uganda has been identified as Quality Foundations for Learning which focuses on improving learning outcomes in basic competencies, especially literacy and numeracy for all children. The priority reform is aligned with data and evidence from Uganda about the key constraints to quality foundation for learning for all and with international evidence on the importance of foundational learning.</p> <p>Within this, there is a clear focus on inclusion (e.g., through inclusive education and inclusive and expanded infrastructure, including additional classrooms to address enrolment bulge post-COVID). There is also a focus on alignment in</p>

<sup>6</sup> The source for this table is the partnership compact.

<sup>7</sup> GPE Strategic Parameters for System Transformation Grant Document in Uganda

---

terms of alignment of the Priority Reform with National Policies and alignment of Partner funds to support the implementation of the Priority Reform. In terms of alignment of partner funds there is an ongoing dialogue between key Education Stakeholders including MoES, EDPs, Parliamentarians, Private Sector, and the Ministry of Finance, Planning and Economic Development on the need to increase domestic funding towards the Education, Sports, and Skills Development Subprogram in the medium term.

Mutual accountability has been listed as an enabler with limited data to inform decision making and planning and low accountability for learning listed as barriers.

There is a recognition in the Compact that quality pre-primary education is the foundation for primary education and that quality primary education is, in turn, critical for a transition to an equitable, relevant, and higher-quality secondary education.

A higher-level theory of change for system transformation embeds this priority reform, which is also grounded in national strategies and targets. Vision 2040 and the human capital program under National Development Plan (NDP) III form the basis for this. The compact notes that there is an objective in Uganda for each child to complete at least 'one year of quality pre-primary education, the full seven years of primary education, and post-primary education which is either four years of secondary education or vocational training (1+7+4)'.

In order to achieve the priority reform, the compact identifies an intermediate outcome of 'improved readiness to learn at the primary level including pre-literacy, pre-numeracy, and socio-emotional skills.'

Key outputs entail: Increased access to safe, quality pre-primary education, improved human resource capacity to deliver pre-primary and enhanced management and supervision of pre-primary education.

Main activities included in the theory of change to achieve the priority reform include:

- Professional development for teachers and caregivers
- Inclusive infrastructure, developmentally appropriate learning environments
- Safe school interventions
- School feeding programs
- Parent and community awareness programs
- Roll out licensing and registration regime for pre-primary education

---

### What GPE support has Uganda received to identify transformative priority reforms and align partners and resources to them?<sup>8</sup>

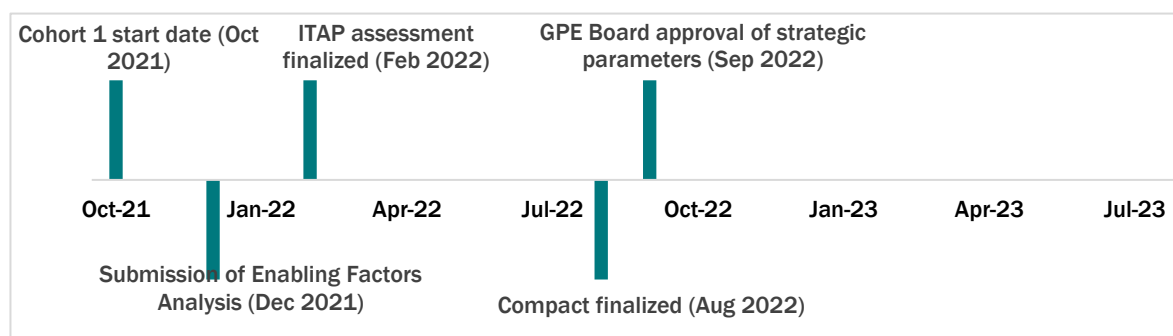
#### GPE engagement

Year joined GPE	2011
-----------------	------

---



Coordinating agency	UNICEF <sup>9</sup>
Total grant support	US\$116,249,666 <sup>10</sup>
Key GPE 2025 timelines and grants	
Cohort	Cohort 1 (October 2021)



#### Status of GPE grants to support the priority reform

GPE grants	Grant agent	Maximum allocation	Current status	Expected start date	Duration
System Transformation Grant	World Bank	USD 162.5M	Not approved – processed paused (Had almost reached stage of QAR 3 by time of funding freeze).	n/a	n/a
System Capacity Grant	World Bank	USD 3.8M	Not approved – processed paused.	n/a	n/a
Multiplier Grant	World Bank	USD 50M	Not approved, - had been paused but funding for Multiplier grants has now been depleted.	n/a	n/a

#### Priority ratings from the enabling factors analysis

Enabling factor type	Self-analysis	ITAP
Data and evidence	High Priority	High Priority
Gender responsive sector planning, policy, and monitoring	Medium Priority	Medium Priority
Sector coordination	High Priority	Medium Priority
Domestic financing	High Priority	High Priority

<sup>9</sup> <https://www.globalpartnership.org/where-we-work/uganda>

<sup>10</sup> <https://www.globalpartnership.org/where-we-work/uganda>

---

## Other GPE programs and support

---

### Knowledge and Innovation Exchange (KIX)

#### KIX global grants

- Common-scale assessment of early and foundational math learning across the Global South
- Data Use Innovations for Education Management Information Systems in The Gambia, Uganda, and Togo
- Bridges to impact through innovative EdTech: Forging links between policy, research, and practice

#### KIX regional grants




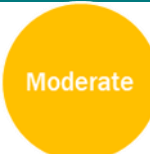
- Assimilating development assessment information into policy and training (ADAPT): Adolescent 21st Century skills in Kenya, Uganda, and Tanzania
- Effectiveness of inclusive Home-based Early Learning Project (IHELP) model
- Scaling the School Readiness Initiative - Strengthening School and Community Capacities for Adoption of Play-based Learning in Uganda and Zambia
- Observatory on COVID-19 Responses in Educational Systems in Africa
- Inclusive child to child learning approach: Scaling up inclusive play-based learning for smooth transition from pre-primary to primary school.

---

### Education Out Loud (EOL)

- Adolescent Mothers' Education Initiative (AMEI)
  - Leave No Child Behind: Promoting Access & Learning in Marginalized Areas
-

## Annex 2. Strength of evidence ratings for the Uganda case study

Question	Rating	Description of sources of evidence
<p><b>1. Did the GPE model help with policy dialog, identification of system bottlenecks, and solutions to address these bottlenecks for better education outcomes?</b></p>	 <p>High</p>	<p>Sources include stakeholders' interviews with government officials, donor partners, INGOs and NGOs, CSOs and the review of key documents such as the ITAP review, the enabling factors analysis, and the partnership compact, as well as minutes from the committee meetings.</p> <p>Evidence for this question is complete and it includes multiple, credible sources to answer this sub-question.</p>
<p><b>2. Do the priority reforms demonstrate potential for transformation?</b></p>	 <p>Moderate</p>	<p>Sources for this section include stakeholder interviews with government technical staff, development partners and the GPE Secretariat. Key documents consulted included the enabling factors analysis, ITAP report, GPE Secretariat responses and partnership compact, and GPE Board documents on the allocation and strategic parameters. The key planning documents consulted were the ESSP 2020-2025, Vision 2040, NDP III, JSR, and Education Response Plan I and II.</p> <p>However, evidence from interviews specifically about capacity to remediate enabling factors could not be verified by independent assessment, and evidence was weaker on support for lower priority enabling factors (gender and sector coordination).</p> <p>Documentary evidence indicated a prioritization of reforms by the logic of systems transformation, but the degree to which prioritization was also in practice also strongly influenced by pre-existing imperatives of stakeholders (reported by several interviewees) was difficult to ascertain from evidence.</p>
<p><b>3. What is Uganda's readiness to implement its priority reform?</b></p>	 <p>Moderate</p>	<p>This analysis builds on interviews with government and EDPs as well as the compact, STG design documents and the GPE Secretariat's QAR responses, and review of education development partners' programming documentation.</p> <p>Interviewees' views were also strongly influenced by recent events and uncertainty regarding continued GPE engagement, and so discussion of alignment of resources tended to take place under hypothetical terms. Information gathered from education partners was often inconsistent; while intentionality of alignment of partners for alignment in the period until compact signature is well evidenced, intentionality for wider alignment of resources on the grounds of the compact was not clear.</p> <p>Due to Uganda being relatively early in implementation and the suspension of engagement, it is also difficult to confirm appropriate resourcing beyond intentionality.</p>
<p><b>4. Domestic financing</b></p>	 <p>Moderate</p>	<p>Evidence employed includes compact development documentation, including enabling factors analysis, ITAP, compact and draft grant documents, as well as third party documentation and data including from the World Bank.</p> <p>This section draws particularly on interviews with technical staff of the MoES, however we were unable to schedule interviews with a representative from the Ministry of Finance. Significant potential blockages (including policy approval for reforms) were cited in interviews but more difficult to independently evidence. It was not possible to access detailed government documentation on domestic finance to triangulate and corroborate findings.</p>

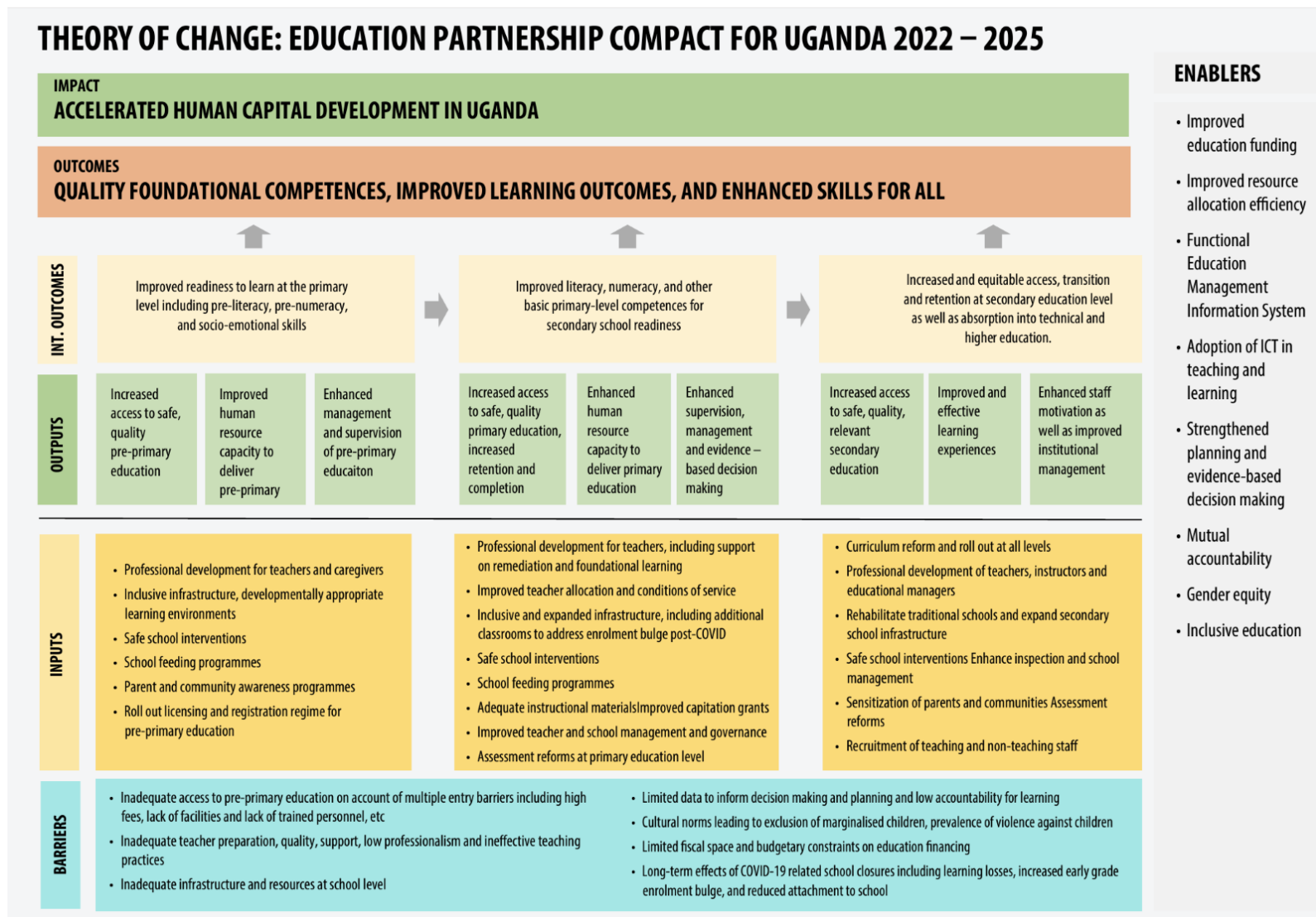
## 5. Gender equality



Sources for this section include stakeholder interviews with representatives of MoES and EDPs, as well as compact development documentation; the World Bank's Environmental and Social Systems Assessments was also a key source. The quality of these sources was generally found to be high.

Due to a relatively high pre-existing awareness of gender-based barriers in education and a relatively baseline of national performance against metrics on gender equality in education, it was however more difficult to assess the contribution of the GPE operating model in incentivizing identification of challenges in gender equality.

## Annex 3. Depiction of Uganda’s priority reform theory of change





## Annex 4. Summary of Uganda’s enabling factors

Enabling Factor	Priority Level	Identified bottlenecks	Planned activities to address bottlenecks in the compact	How the priority reform will address bottlenecks within enabling factors	Remaining gaps	
<b>Data and evidence</b>	High	No functioning EMIS since 2017	Incentivizing the approval of EMIS Policy, functional EMIS, mobilize sufficient annual budgetary resources for EMIS roll out	The compact further elaborates on potential support to the EMIS: to develop and disseminate system documentation, data collection tools, guidelines, and relevant manuals for the management of EMIS tool and disseminate to all stakeholders in addition to increasing the use of integrated data systems to enhance teacher and school inspection, management, and governance. The system will be comprehensive to cover all learners including refugee learners and learners with disabilities.		
		Lack of human resources to implement functioning EMIS	Providing technical backstopping to the Local Governments and Education Institutions.			
		Data from other sources not feeding into the policy making process				Supporting non-EMIS sources of data to feed into policy-making processes.
<b>Volume, Equity, and efficiency of domestic public expenditure on education</b>	High	Lack commitment to reverse declining per-student spend in education.	(\$25m top-up allocation if domestic spend on education is increased to \$19m)	Potential activities for the SCG include: capacity building for MOES in planning, budgeting, and use of data and evidence; investments in data systems and capacity; building for system users; strengthening sector coordination.		
		Ensuring that public finances flow more equitably to local governments				Ensuring that public finances flow more equitably to local governments (including funding mechanisms other than capitation grant)
		Capitation grants do not incentivize LGs to prioritize the enrolment of out-of-school children	\$10m related to improving capitation grant Improved capitation grant (theory of change primary-level activity)			
		Inefficiencies in teacher allocations				Inefficiencies in teacher allocations

		Lack of investment in pre-primary education			Lack of investment in pre-primary education
<b>Sector coordination (coordinated financing and funding)</b>	Medium	Lack of effective mutual accountability between education stakeholders.	None	A potential activity earmarked for the SCG is strengthening sector coordination, although this is not specified further.	Lack of effective mutual accountability between education stakeholders.
		Lack of incentives to motivate education stakeholders to collaborate effectively due to the absence of budget support.			Lack of incentives to motivate education stakeholders to collaborate effectively due to the absence of budget support.
		Lack of a common funding mechanism.			Lack of a common funding mechanism.
<b>Gender-responsive sector planning, policy, and monitoring</b>	Medium	Technical Capacity gaps in policy formulation, project, and program design		It is anticipated that the Continuous Professional Development for teachers will include a training module related to gender responsive pedagogy.	Technical Capacity gaps in policy formulation, project, and program design
		Strategies and framework in place but increased investment and intensity of interventions needed.			
		Measures needed to mitigate Covid-19 school closures appear to be grossly underestimated.	The compact proposes to address [Covid-related challenges] by expanding infrastructure in areas affected by increased enrollments, providing remedial learning, and reinforcing foundational learning through teacher training and expansion of the eLearning platform developed under the GPE-financed COVID-19 emergency project, and embedding interventions to promote return to school and increase attachment to education through the safe school programs.		The SCG also commits to inclusive and expanded primary-level infrastructure, including developmentally appropriate learning environments for pre-primary learners and additional classrooms to address the enrolment bulge post-COVID; and safe school interventions, among others. s. The STG may also support enabling factors of adoption of ICT in teaching and learning, gender equity, and inclusive education.

## Annex 5. Stakeholder map and list of respondents

Table 1. Stakeholder map

Type/ group of stakeholders	Stakeholder (Names, specific titles, and roles)	Role played in system (Including role played in the compact development process, if applicable)
Government	Ministry of Education and Sports (MoES)	MoES is the primary institution responsible for education in Uganda. It has an oversight of primary and secondary education in the country. It is responsible for formulating education policies and plans and managing and implementing them across the country.
	Ministry of Gender, Labour, and Social Development	Oversees adult literacy.
	Education Service Commission (ESC)	The commission is responsible for approximately 70% of the public service of Uganda. These include the staff of the MoES Headquarters and all staff (teaching and non-teaching staff) of post-primary and tertiary institutions except national universities.
	Teacher Training Institutions (TTIs)	Uganda counts nine public teacher training institutes (TTI) that operate under the mandate of the Teachers and Instructors Education and Training (TIET) department of the Ministry of Education, Science, Technology and Sports. The TTIs fall under two awarding universities: Makerere University and Kyambogo University.
	Ministry of Finance Planning and Economic Development	Responsible for budget allocations to the education sector and for the financial management of pooled government and donor funds. Mobilizes domestic resources to increase education budget share.
	District Local Government Administration	Fully responsible for primary education. As outlined in the Local Government Act 1997, District councils, through their district education department (DED)s, are responsible for the provision of education services in the district. DEDs therefore play a pivotal position at the local level: they are intended to be a link between the schools and district government and administration authorities, as well as with the parent ministry. The DED is in a strategic pivotal position in the decentralization framework.
	Community ECD Centers	Responsible for early education learning activities throughout the country with children under the age of 5.
	School Management Committees (SMCs)	Schools are mandated to establish a 13 member SMC.  The SMC is a statutory organ which serves as a governing body of a primary school empowered by law to manage primary schools on behalf of the government. The Government of Uganda set up SMCs with a mandate to perform administrative, supervisory, monitoring, and consultative roles in the management of primary schools. Administrative roles of SMCs include planning, financial control, maintaining discipline and implementing policies which are aimed at creating stability to enhance effective teaching and learning in primary schools. Similarly, the SMC plays a supervisory role through the monitoring and evaluation of school development plans and performance related targets within their mandate.

Type/ group of stakeholders	Stakeholder (Names, specific titles, and roles)	Role played in system (Including role played in the compact development process, if applicable)
		SMC members are mandated to hold regular meetings with relevant stakeholders to ensure that there is harmony and proper coordination in the implementation of school activities. The committee members are directly nominated by the communities where they are located and appointed by the Education Committee in their respective local governments to perform an oversight role on behalf of government. The appointment of SMCs is guided by the Education Act of 2008 which spells out their condition of appointment, tenure of office and their roles.
	The National Curriculum Development Centre (NCDC)	The NCDC is a corporate autonomous statutory institution under the Ministry of Education and Sports (MoES) responsible for the development of educational curricula for Pre-primary, Primary, Secondary and Tertiary institutions in Uganda.
<b>Uganda Education Sector Consultative Committee (ESCC)/Local Education Group</b>	The Education Sector Consultative Committee	GPE coordinates in Uganda principally through the Education Sector Consultative Committee (ESCC), which has been established since 2011.  Previously the GPE did also convene a local education group, but due to an overlap of roles it was decided to merge the functions of the group into the ESCC in 2017. The ESCC is comprised of representatives from Government of Uganda, multilateral and bilateral agencies, as well as representatives of key civil society groups, including teachers' unions, education NGOs, and religious bodies.
<b>Grant Agent</b>	World Bank	Key role in ensuring that GPE support is adequately managed and aligned with broader education sector developments
<b>Coordinating Agency</b>	UNICEF	Key role in facilitating and ensuring harmonized support in the education sector. UNICEF remains the coordinating agency for GPE and is tasked with representing GPE interests in the ESCC.
<b>Other Development Partners</b>	ENABEL / Embassy of the Kingdom of Belgium Irish Aid/Embassy of Ireland Royal Norwegian Embassy EU Delegation FCDO USAID KOICA Education Cannot Wait UNHCR UNESCO	Participate and contribute to ESCC meetings.  Implement GPE-funded or other activities in the education sector, in alignment with ESP priorities.  The lead donor, currently USAID, has been nominated for two years and represents the Education Development Partners. The GPE coordinating agency and EDP lead donor work effectively together and are complementary in Uganda.
<b>Civil Society Organizations and Other Bodies</b>	Save the Children Uganda Uganda Joint Christian Council Forum for Education NGOS in Uganda (FENU) Uganda Muslim Supreme Council (UMSC)	CSOs are part of the ESCC meetings.  The CSOs operate in education in Uganda mostly through activities in community schools in the country.  Other civil society bodies and NGOs include SchoolNet Africa, which works in Uganda to improve education access, quality, and efficiency through the use of information and communication technologies; and

Type/ group of stakeholders	Stakeholder (Names, specific titles, and roles)	Role played in system (Including role played in the compact development process, if applicable)
	Uganda NGO Forum	Uganda Connect, which provides computer software and hardware to assist with the advancement of public education in Uganda.
	Federation of Non-State Education Institutions (FENEI)	
	UNATU	The other bodies operate in the education space in Uganda. The Uganda National Teachers Union (UNATU) is the main representative organization body for teachers from pre-primary to university level.
	Uganda National Institute for Teacher Education (UNITE)	
	SchoolNet Africa	
	Uganda Connect	The Forum for Education NGOs in Uganda (FENU), which represents civil society organizations in the country, has received support from GPE through the Civil Society Education Fund and EOL since 2009.

**Table 2. List of respondents**

#	Stakeholder's Name	Role	Organization
1	Norbert Ssali	Economist	Ministry of Education and Sports
2	Azariah Mwesigwa	Economist	Ministry of Education and Sports
3	Ahmed Bbale	Technical Officer	Ministry of Education and Sports
4	Eliot Arinaitwe	Policy Officer	Ministry of Education and Sports
5	Dr. Kedrace Turyagyenda	Former Director	Directorate of Education Standards
6	Vick Ikobwa	Senior Education Officer	UNHCR
7	Juliette Grier-Villatte Florence Candiru	Education, Youth and Child Development Director ECCE specialist	USAID
8	Shawn Powers Hongyu Yang	Senior Economist Senior Education Specialist	World Bank (Grant Agent)
9	Nabendra Dahal	Former Education Lead	UNICEF (Coordinating Agency)
10	Rachael Hopkins	Education and Emergencies Coordinator	Save the Children
11	Jessica Illomu	Education Advisor	FCDO – Uganda
12	Ingrid Buli	Senior Adviser	Royal Norwegian Embassy
13	Morten Petersen Lillian Nyacheng	Technical Assistant Program Assistant	EU-ECHO
14	Ham Wilson Lukurwe Monica Aciru	National Technical Advisor Deputy Attaché Development Cooperation	Enabel/ Embassy of the Kingdom of Belgium
15	Naome Muhwezi Diarmuid McClean	Education Advisor Deputy Head of Cooperation	Embassy of Ireland
16	Kemirembe Joy	Education Officer	Uganda Joint Christian Council (UJCC)



#	Stakeholder's Name	Role	Organization
17	Filbert Baguma	Head of UNATU/General Secretary	Uganda National Teachers' Union (UNATU)
18	Moses Isooba	Executive Director	Uganda National NGO Forum (UNNGOF)
19	Fred Mwesigye	Executive Director	Forum for Education NGOs in Uganda (FENU)
20	Subrata S. Dhar	GPE Team lead-Uganda	GPE Secretariat

## Annex 6. List of references

- Bweyale, Josephine, and Tugume Lubowa Hassan. 2021. "Teaching Religion OR about Religion: The Paradox of Religious Education in Secondary Schools in Uganda". East African Journal of Traditions, Culture and Religion 3 (2), 30-42. <https://doi.org/10.37284/eajtr>. 3.2. 374.
- DFID, Education and Sports Sector Analysis Report, 2020.
- FCDO Safety and Security Briefing, 2023.
- Human Rights Watch, World Report: Uganda, 2023.
- IDS Bulletin, Local Governments and Primary Education in Uganda- Emily Comfort Marachtho, 2017.
- Global Partnership for Education, 2025 Strategic Plan.
- Global Partnership for Education, Uganda: Engagement Memo, May 2021
- Global Partnership for Education, Report of the Provisional ITAP. Assessment of Enabling Factors. Uganda, February 2022.
- Global Partnership for Education, Enabling Factors Analysis, Uganda, November 2021.
- Global Partnership for Education, Country Analytics, Uganda, April 2021.
- Global Partnership for Education, Summative Evaluation of the GPE's Country-Level Support to Education, Batch 5, Country 19: Uganda, Final Report, February 2020.
- Global Partnership for Education, Education Partnership Compact, Uganda, August 2022.
- Global Partnership for Education Website: Uganda.
- Global Partnership for Education Grant 2022 Results Framework for Uganda.
- GSMA, Global Connectivity Index, 2023.
- Local Education Group, Response to ITAP Report, 2022.
- Ministry of Education and Sports, Education Abstract (2017).
- Ministry of Education and Sports-Uganda, Competency Profile of a Secondary School Teacher in Uganda, 2016.
- Ministry of Education and Sports-Uganda website.
- The Education Service Commission Website-Uganda.
- The National Curriculum Development Centre (NCDC) Website-Uganda.
- UNESCO: IIEP Research Brief, Decentralization in Education: Overcoming challenges and achieving success – the Ugandan experience, 2016.
- UNICEF, Uganda Rapid Education Budget Brief, 2023.
- World Bank Open Data, 2022.
- World Bank Fact Sheet, Special Needs Education in Uganda: Sustainable Development Goal (SDG) #4 Concerns Quality and Inclusive Education, 2020.
- World Bank, Tackling the Demographic Challenge in Uganda, 2020.
- World Vision, Building Social Cohesion with Children West Nile, Uganda, 2018.