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Report No: PAD3056

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT
ON A
PROPOSED CREDIT
IN THE AMOUNT OF SDR 65.6 MILLION
(US$90.0 MILLION EQUIVALENT)

AND A PROPOSED GRANT
IN THE AMOUNT OF SDR 43.8 MILLION
(US$60.0 MILLION EQUIVALENT,
OF WHICH US$50 MILLION EQUIVALENT FROM THE REFUGEE SUB-WINDOW)

TO THE

REPUBLIC OF UGANDA

FOR THE

UGANDA SECONDARY EDUCATION EXPANSION PROJECT (USEEP)

June 30, 2020

Education Global Practice
Africa Region

CURRENCY EQUIVALENTS

Exchange Rate Effective May 31, 2020

Currency Unit =	Shilling (UGX)
US$1 =	UGX3,790
US$1 =	SDR 0.72885235

FISCAL YEAR
July 1 - June 30

Regional Vice President:	Hafez M. H. Ghanem
Country Director:	Carlos Felipe Jaramillo
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ABBREVIATIONS AND ACRONYMS

AEP	Accelerated Education Program
BoQ	Bill of Quantities
BOU	Bank of Uganda
CoP	Community of Practice
COVID -19	Corona Virus Disease
CPD	Continuous Professional Development
CPF	Country Partnership Framework
DA	Designated Account
DEO	District Education Office
DES	Directorate of Education Standards
DFID	Department for International Development (United Kingdom)
DLG	District Local Government
EMIS	Education Management Information System
ENABEL	Belgian Development Agency
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESSP	Education Sector Strategic Plan
FIDIC	International Federation of Consulting Engineers
GBS	Go Back to School Campaign
GBV	Gender Based Violence
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GoU	Government of Uganda
GPE	Global Partnership for Education
GPI	Gender Parity Index
GRM	Grievance Redress Mechanisms
HI	Hearing Impairment
ICT	Informational and Communication Technology
IDA	International Development Association
IEC	Information, Education and Communication
IFR	Interim Financial Report
IGA	Income Generating Activities
IMU	Instructional Materials Unit
IPPF	Indigenous Peoples Policy Framework
IVA	Independent Verification Agent
JICA	Japan International Cooperation Agency
LG	Local Government
MLC	Multifunctional Vocational Learning Center
MoES	Ministry of Education and Sports

MoFPED	Ministry of Finance, Planning and Economic Development
MoLG	Ministry of Local Government
NAPE	National Assessment of Progress in Education
NCDC	National Curriculum Development Centre
NDP	National Development Plan
NGO	Non-Governmental Organization
NPF	New Procurement Framework
NTC	National Teacher Colleges
PAP	Project Affected Person
PBC	Performance Based Condition
PDO	Project Development Objective
PDU	Procurement and Disposal Unit
PP	Procurement Plan
PPDA	Public Procurement and Disposal of Public Assets Authority
PPP	Private-Public-Partnership
PPSD	Project Procurement Strategy for Development
RAP	Resettlement Action Plan
RFP	Request for Proposals
RHA	Refugee Hosting Areas
RHD	Refugee Hosting District
RPF	Resettlement Policy Framework
RSW	Refugee Sub-Window
SED	Secondary Education Department
SEL	Social and Emotional Learning program
SESEMAT	The Secondary Science and Mathematics Programme
SLSCs	Student Led School Clubs
SMS	School Management System
SNE	Special Needs Education
SSA	Sub-Saharan Africa
STEM	Science Technology Engineering and Mathematics
TIET	Teachers Instructors Education and Training
TFR	Total Fertility Rate
UACE	Uganda Advance Certificate of Education
UCE	Uganda Certificate of Education
UgIFT	Uganda Intergovernmental Fiscal Transfers Project
UNEB	Uganda National Examinations Board
UNHCR	United Nations High Commission for Refugees
UNHS	Uganda National Household Survey
UPE	Universal Primary Education
UPOLET	Universal Post Ordinary Level Education and Training Program
UPPET	Uganda Post-Primary and Education Training
URSB	Uganda Registration Services Bureau

USE	Universal Secondary Education
USEEP	Uganda Secondary Education Expansion Project
UTSEP	Uganda Teacher School Effectiveness Project
VAC	Violence Against Children
VI	Visual Impairment
VMG	Vulnerable and Marginalized Group
VMGF	Vulnerable and Marginalized Groups Framework
VMGP	Vulnerable and Marginalized Groups Plan
VSP	Vocational Skills Program
WASH	Water, Sanitation and Hygiene
WHR	Window for Host-communities and Refugees

TABLE OF CONTENTS

DATASHEET

BASIC INFORMATION

Country(ies)	Project Name	
Uganda	Uganda Secondary Education Expansion Project	
Project ID	Financing Instrument	Environmental Assessment Category
P166570	Investment Project Financing	B-Partial Assessment

Financing & Implementation Modalities

[ ] Multiphase Programmatic Approach (MPA)	[ ] Contingent Emergency Response Component (CERC)
[ ] Series of Projects (SOP)	[ ] Fragile State(s)
[✓] Performance-Based Conditions (PBCs)	[ ] Small State(s)
[ ] Financial Intermediaries (FI)	[✓] Fragile within a non-fragile Country
[ ] Project-Based Guarantee	[ ] Conflict
[ ] Deferred Drawdown	[ ] Responding to Natural or Man-made Disaster
[ ] Alternate Procurement Arrangements (APA)	[ ] Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
22-Jul-2020	31-Dec-2025

Bank/IFC Collaboration

No

Proposed Development Objective(s)

The project development objective is to enhance access to lower secondary education by focusing on underserved populations in targeted areas.

Components

Component Name	Cost (US$, millions)
Expansion of Lower Secondary Education	145.20
Hosting Community and Refugee Education Support	9.40
Improving Teachers Support and Strategy Development Nationally	12.00
Project Management, Monitoring and Evaluation	5.00

Organizations

Borrower:	Republic of Uganda
Implementing Agency:	Ministry of Education and Sports

PROJECT FINANCING DATA (US$, Millions)

SUMMARY

Total Project Cost	171.60
Total Financing	171.60
of which IBRD/IDA	150.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	150.00
IDA Credit	90.00
IDA Grant	60.00

Non-World Bank Group Financing

Counterpart Funding	21.60
Borrower/Recipient	21.60

IDA Resources (in US$, Millions)

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
Uganda	90.00	60.00	0.00	150.00
National PBA	90.00	10.00	0.00	100.00
Refugee	0.00	50.00	0.00	50.00
Total	**90.00**	**60.00**	**0.00**	**150.00**

Expected Disbursements (in US$, Millions)

WB Fiscal Year	2021	2022	2023	2024	2025	2026
Annual	15.03	23.46	35.28	34.73	28.17	13.33
Cumulative	15.03	38.49	73.77	108.50	136.67	150.00

INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	Moderate
2. Macroeconomic	Substantial
3. Sector Strategies and Policies	Substantial
4. Technical Design of Project or Program	Moderate
5. Institutional Capacity for Implementation and Sustainability	Substantial
6. Fiduciary	Substantial
7. Environment and Social	Substantial

8. Stakeholders	Moderate
9. Other	
10. Overall	Substantial

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

[ ] Yes [✓] No

Does the project require any waivers of Bank policies?

[ ] Yes [✓] No

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01	✓	
Performance Standards for Private Sector Activities OP/BP 4.03		✓
Natural Habitats OP/BP 4.04		✓
Forests OP/BP 4.36		✓
Pest Management OP 4.09		✓
Physical Cultural Resources OP/BP 4.11	✓	
Indigenous Peoples OP/BP 4.10	✓	
Involuntary Resettlement OP/BP 4.12	✓	
Safety of Dams OP/BP 4.37		✓
Projects on International Waterways OP/BP 7.50		✓
Projects in Disputed Areas OP/BP 7.60		✓

Legal Covenants

Sections and Description

The Recipient shall provide, promptly as required, its share of the Project financing as specified in the Annual Work Plan and Budget and in Financing Agreement (Appendix, p.5 “Counterpart Financing”). “Counterpart Financing” means the sum of United States Dollars twenty one million six hundred thousand (US$ 21,600,000) to be provided by the Recipient commencing from year 3 of Project implementation or such other date when the first schools

become operational and require wage recurrent grant, as financing for the Recipient's obligations under the Project (new schools' teacher salaries).

Sections and Description
No later than six (6) months after the Effective Date appoint and thereafter maintain throughout Project implementation, an Independent Verification Agent, with qualification, experience and under terms of reference satisfactory to the Association, to undertake the verification of compliance with the PBC 1 and PBC 2.3 in accordance with the Verification Protocol (Financing Agreement, Schedule 2, Section 2, B, 1, c).

Conditions

Type	Description
Effectiveness	The Association is satisfied that the Recipient has an adequate refugee protection framework
Type	Description
Effectiveness	The Recipient has adopted the Project Operational Manual, as referred to in Section I, part B.1 of Schedule 2 to the Financing Agreement, in form and substance satisfactory to the Association.

I. STRATEGIC CONTEXT

A. Country Context

1. **Uganda has been one of the top regional performers in terms of economic growth and poverty reduction over the last decades, despite a recent slowdown.** The slump was driven by a variety of external factors such as adverse weather conditions and increasing regional unrest, but also due to inconsistent fiscal and monetary policies, and a general slowdown in the efforts by the Government to implement further reforms.[1] Uganda's Gross Domestic Product (GDP) per capita was US$844 as of 2013 and had increased to US$878 by 2019.[2]

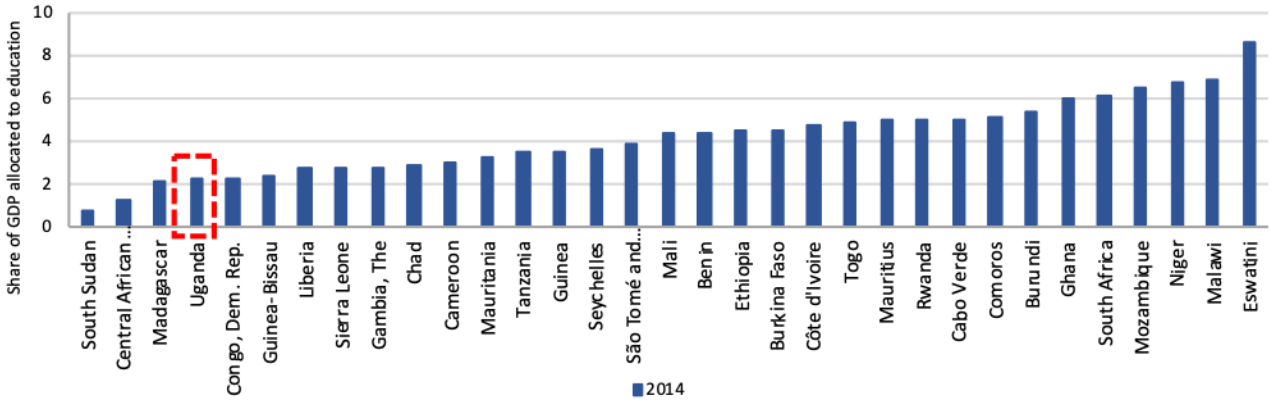
2. **The recent Corona Virus Disease (COVID-19) pandemic is expected to significantly reduce growth in FY2020.** Also, expenditure levels are expected to increase significantly as the Government puts in place programs and measures to mitigate the impact of COVID-19 on the economy and support recovery. As the effects of the COVID-19 pandemic unfold, in terms of domestic demand and supply shocks, it is expected to put more pressure on inflation and poverty levels. Real GDP growth is projected to fall from 6.5 percent in FY19 to 4.0 percent in FY20, and to 3.5 percent in FY21 as COVID-19 related domestic and external supply and demand shocks hit the country, aggravated further by the locust invasion. COVID-19 related shocks also build on a sizable slowdown in real output growth in early FY20 due to heavy rains and flooding, and a locust invasion whose major impact will be seen within the four months proceeding the invasion.

3. **Uganda has one of the youngest and most rapidly growing populations in the world.** It has a population of 41.9 million and an annual population growth rate of 3.3 percent[3] with nearly half of the population under the age of 15.[4] The total fertility rate (TFR) is estimated at 5.7 children per woman which is well above the Sub-Saharan Africa (SSA) average of 4.78 in 2017, and life expectancy at birth is a mere 60 years. The school-aged population (6 to 18 years) is growing at a very high rate. In 2010, it stood at 10.9 million and it is expected to reach 20.6 million by 2025.[5] This implies that the education system will have to significantly increase its current intake capacity to achieve the national goal of universal primary and secondary education by 2025.

4. **Recent public spending on education in Uganda, as a share of GDP, is one of the lowest in the region** (Figure 1). Education expenditure as a share of the national budget has decreased from 15 to 10 percent over the last few years despite introducing the Universal Secondary Education (USE) policy in 2007 (Figure 2) and against the minimum recommended levels of spending at 15 percent as specified in the agreement with the Global Partnership for Education (GPE). The COVID-19 crisis is expected to put further strain on the Government budget. It is also despite the large volumes of foreign aid allocated to the education sector, as Uganda has been one of five top recipients of foreign aid at US$1.6 billion disbursed between 2002 and 2014 (World Bank 2017).

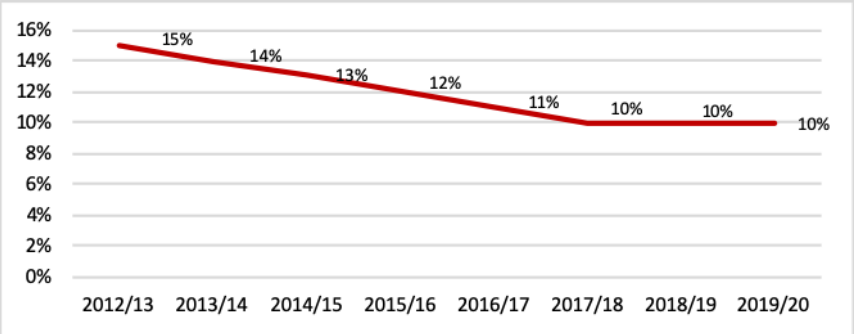
[1] Uganda CPF FY16-21, 2.
[2] Uganda Economic Update #14, 2020.
[3] National Population and Housing Census 2016.
[4] Uganda CPF FY16-21, 2.
[5] UNESCO 2014, Teacher Issues in Uganda: A shared vision for an effective teachers' policy.

Figure 1: Share of GDP allocated to education in Sub-Saharan Africa (2014)



Source: Facing Forward: Schooling for learning in Africa, 2017

Figure 2: Education Expenditure as a Share of the National Budget



Source: ESSP 2017-2020

5. **Since public funding to the education sector has not kept pace with enrollment progress, the burden of financing has been shifting to households, whose share currently represents two thirds of total funding.** Public spending per student at primary and secondary education is very low and the median expenditure is lower than regional values. In 2016, Uganda spent only US$106 per primary student and US$318 per secondary student, which is much lower than the SSA average of US$366 and US$817 per student respectively.[6] Whether in public or in non-government schools, parents' contributions through student fees constitute a significant part of school financing. Student fees, in particular, enable schools to cover costs such as hiring additional teachers to fulfill delivery of their required courses. However, the COVID-19 pandemic will have a negative impact on the parents income and their contribution to education.

B. Sectoral and Institutional Context

6. **Despite a solid growth of the non-government education sector to help provide additional access, the secondary education enrollment rate has been stagnant for lower and upper secondary combined at just below 30 percent for the last decade.** Since the introduction of USE, the non-government schools have benefitted from

[6] Facing Forward: Schooling for learning in Africa, World Bank, presentation, 2019.

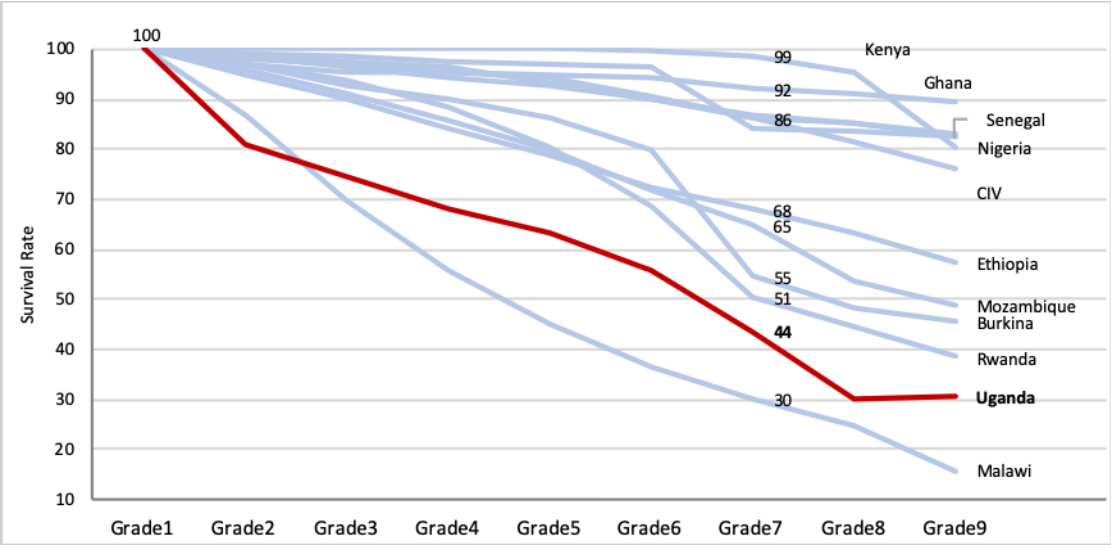
government subsidies and grew to represent about 59 percent of the schools offering secondary education and slightly above half of the total students enrolled. Still, the Uganda secondary enrollment rate stands at a level which is significantly below that of regional comparators.

7. **The issue of insufficient resources is compounded by an array of inefficiencies that undermine the performance and productivity of the entire system.** These include, inter alia:

a) **An insufficient number and inadequate distribution of free of charge public secondary schools** throughout Uganda to address the existing and growing demand generated by the projected population growth, the rise in primary school completion, and the recent significant inflow of refugees.

b) **Low internal efficiency due to very low survival rate throughout the education cycles**. In 2017, the primary survival rate stood at 56 percent, which is considerably below the primary survival rate in Kenya at close to 100 percent, Ethiopia at 72 percent, and Rwanda at 68 percent (Figure 3).[7] As a result of this low overall productivity, it takes almost twice as many years of schooling than normal to produce a graduate in primary and secondary education. For instance, on average it took 12.6 years for a primary school student to graduate the cycle in 2013 (primary cycle in Uganda is seven years), which is only marginally better than the 14 years it took in 2008. The inefficiencies persist through secondary school, largely as a consequence of low volumes of students progressing through primary grades and later to lower secondary. As a result, the cost of service provision at the secondary level in 2013 was 2.3 times higher than what it should have been.[8]

Figure 3: Survival Rates in Primary Education



Source: Facing Forward: Schooling for learning in Africa, 2017

c) **Inefficient use of resources is due mainly to inefficient deployment of teachers across secondary schools.** This results in several schools ending up with too many or too few teachers. Analyses suggest

[7] End of primary education here refers to 6th grade for the ease of cross-country comparison.
[8] Wodon, K. 2016, Uganda Note: Brief Summary for a first set of notes, pp. 5.

that 40 percent of teachers in schools have been placed there based on factors other than the class time required by students.[9] Old curricula (replaced in 2020) used to further complicate teacher allocation across schools by imposing too many subjects that required specialized teachers. This inefficiency was resolved by the new curricula.

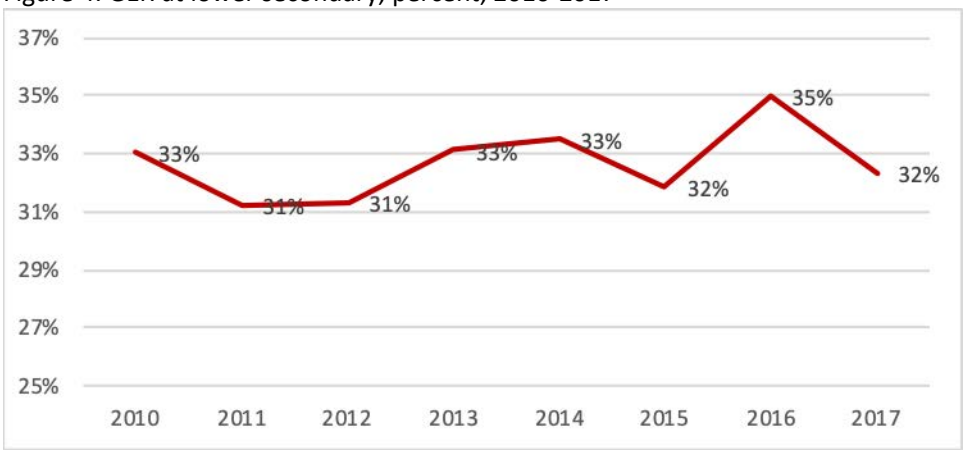
8. **In spite of increased access to schooling, the average level of education of the work force remains low and does not meet labor market requirements.** Uganda has been absorbing 600,000 new entrants to the labor market each year since 2014. In order to sustainably increase welfare, these entrants must find productive employment.[10] Estimates from the Uganda National Household Survey (UNHS) (2016) show that only entrants with post-secondary education can escape informal sector work. In order to increase the employability and productivity of the expanding workforce, supply of quality education, especially for low-income, rural households and girls, is critical. According to the UNHS, only one in five people aged 15 and above completed full secondary education. Thus, a large number of youth enter the job market without foundational skills of basic literacy and numeracy, as well as generic skills essential for life and work.

9. **Uganda is a pioneer in SSA in terms of setting the goal of achieving universal access to secondary education.** The secondary education sub-sector in Uganda is centrally managed and comprises six grades, Senior 1 (S1) to Senior 6 (S6). S1-S4 is categorized as ordinary ('O') level, or lower secondary, while S5-S6 is Advanced ('A') level, or upper secondary. In 2007, Uganda introduced the Uganda Post-Primary and Education Training (UPPET) program, as a deliberate measure to consolidate and sustain the gains of the Universal Primary Education (UPE) program and expand access to secondary education. In 2012, Government extended the universal program to the upper secondary level and this is known as the Universal Post Ordinary Level Education and Training Program (UPOLET).

10. **While Uganda has significantly expanded primary education (Gross Enrollment Rate (GER) of 115 percent in 2017), the challenge to expand and sustain secondary school enrollment remains immense.**[11] Though enrollments in secondary education have increased since the introduction of Universal Secondary Education (USE) at an average rate of six percent per annum - growing from a total of 954,000 students enrolled in 2007 to around 1.5 million in 2017[12], the pace of increased enrollment remains low in comparison to Uganda's neighbors. In 2016 the average annual enrollment increase stood at 25 percent in Kenya and 16 percent in Rwanda.[13] Further, GER at the secondary level in Uganda has stagnated since 2007 measuring only 28 percent in 2017, much below enrollment rates in neighboring countries. Secondary GER in Kenya, Rwanda and Ethiopia was 58 percent (2009), 37 (2016) and 38 percent (2012) respectively.[14] At the lower secondary level, barely any progress has been made to increase enrollment since 2000 (Figures 4 and 5). This is considerably worse than most countries in the region. Uganda's GER for lower secondary has not moved beyond 35 percent since 2010 (Figure 4). Very low enrollment rates in secondary education and the lack of progress require an urgent, emergency-like response.

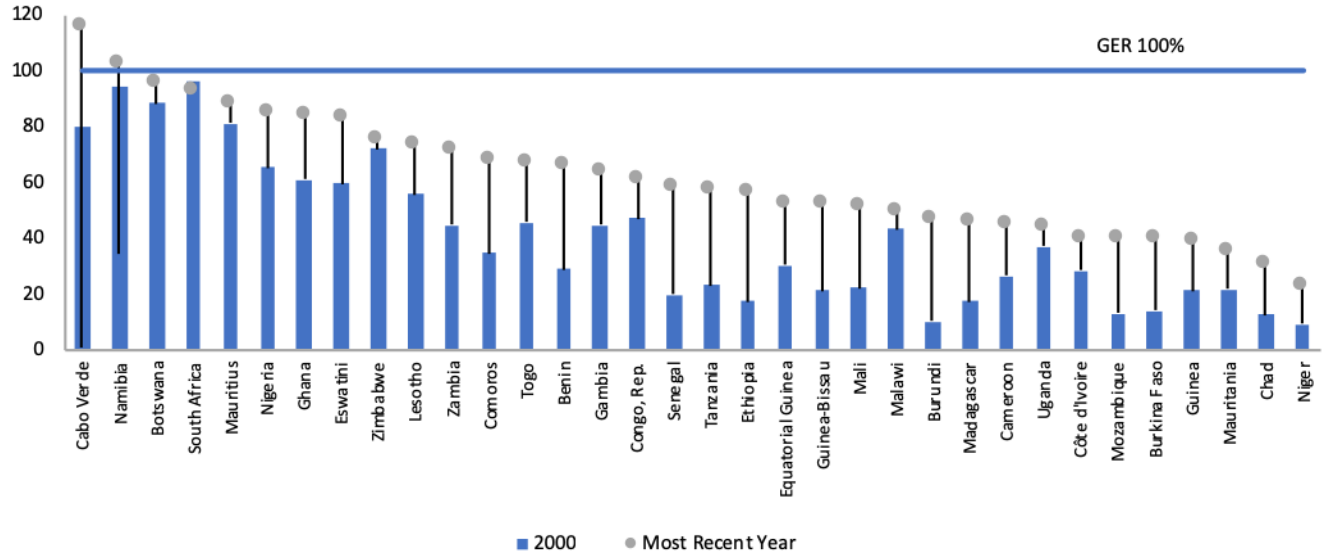
[9] UNESCO 2014, Teacher Issues in Uganda: A shared vision for an effective teachers' policy.
[10] Uganda job diagnostics/strategy, World Bank, 2018, draft.
[11] Bashir S., Lockheed M., Ninan Dulvy E., Tan J.P. Facing Forward: Schooling with Learning in Africa. World Bank, Washington DC, 2017.
[12] While in December 2019, Uganda Bureau of Statistics completed a mapping exercise of all education institutions in the country, until now the data has not been officially released and is still being validated, and therefore was not included in this document. Instead, the 2017 EMIS is used as the source of the most recent government data.
[13] World Development Report, 2018.
[14] UNESCO Institute of Statistics.

Figure 4: GER at lower secondary, percent, 2010-2017



Source: EMIS, 2010-2017

Figure 5: Lower-Secondary GER of 34 Sub-Saharan African Countries, by group, 2000 and most recent year



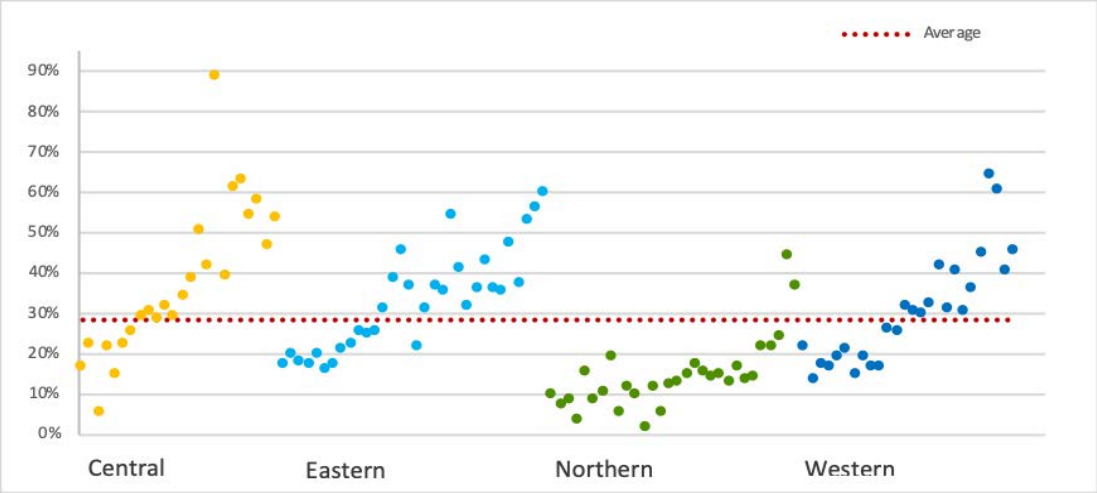
Source: Facing Forward: Schooling for learning in Africa, 2017

11. **There are disparities in access to secondary education by region, location, wealth, and gender.** The Northern region lags behind in terms of access to secondary education (Figure 6), with GER for nearly all districts in the region below the national average of 28 percent and many of them below 10 percent. The enrollment rates in urban areas of the Central region are dramatically higher than those in rural and underserved areas in the North. For instance, in 2015, GER in the capital city of Kampala was over 50 percent, while in rural Kaabong (Karamoja district), it was only 5 percent. Variations by welfare quintiles reveal that secondary school enrollment drops with decreasing welfare. It is the lowest for persons in the lowest quintile (7 percent) and highest in the fifth quintile (41 percent).[15] Disparities in completion[16] rates are evident between rural areas, at 6.5 percent, and urban, at just over 14 percent. Variations in secondary completion rates persist across the country with Kampala (Central) having

[15] National Household Survey 2012/13. [Data on wealth and enrolment disparities not included in the 2016 National Household Survey]
[16] Completion rate here is defined as children completing primary seven as a proportion of children entering primary one.

the highest completion rate of over 17 percent, while Karamoja (North) having the lowest at just over 4 percent.

Figure 6: Gross Secondary Enrollment Rates Per Regions and Districts (2015)



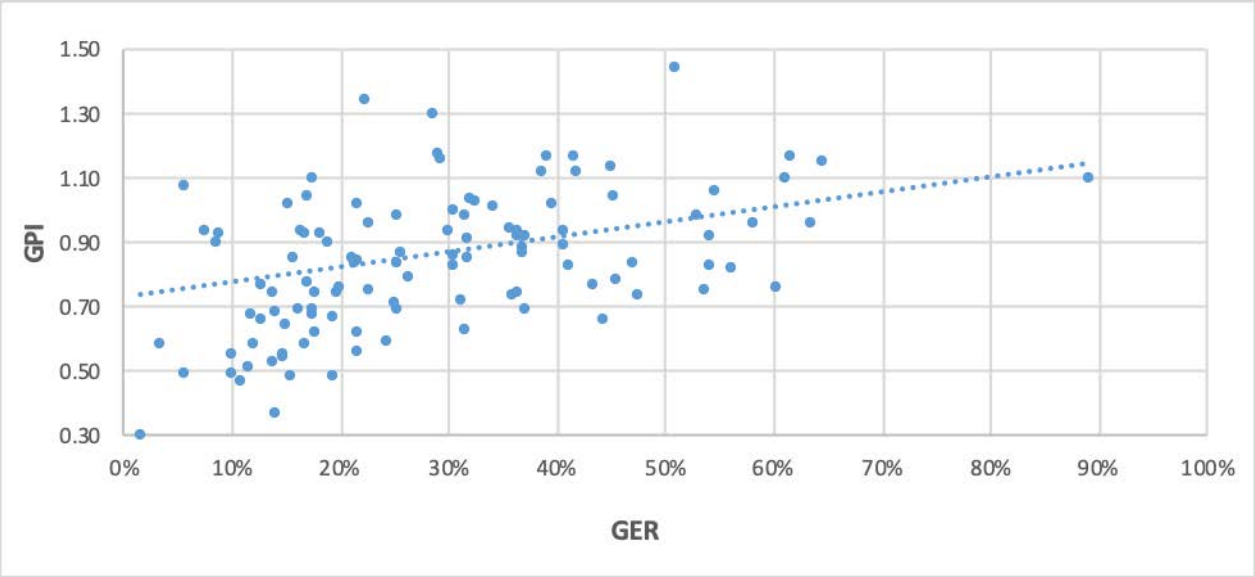
Source: Uganda Bureau of Statistics. *Note:* refugee data not included.

12. **Girls' secondary education experience is characterized by lower access, higher dropout, and lower transition rates compared to boys**. In 2016, the enrollment rate for boys was four percent higher than for girls with 29 and 25 percent respectively, and the Gender Parity Index (GPI) was at 86 percent. About 25 percent of girls drop out of school because of pregnancy and the levels are higher in Eastern Uganda at 37.3 percent and West Nile at 32.3 percent (Ministry of Education and Sports, MoES, 2015). Completion rates for Senior 4 boys stood at 40 percent, compared to 36 percent for girls (Education Management Information System, EMIS 2016). This is due partly to several factors including poverty, the practice of son preference, low value attached to girls' education, and high levels of violence against children in schools, home, and communities. The disparity widens at the transition point to Senior 5 with 34 percent of boys and only 24 percent of girls transitioning to upper secondary**.** Learning outcomes tend to be lower for girls in certain subjects. For instance, in 2016 only 33 percent of girls in Senior 2 were proficient in mathematics in comparison with 49 percent of boys.[17]

13. **A district-specific perspective reveals important trends in disparity between boys and girls.** Over 75 percent of all districts have enrollment skewed positively towards boys. Districts with the largest disparity between enrollment rates of boys and girls include large urban centers, such as Soroti, Mbale and Kampala which all have high GERs of 47, 60 and 53 percent respectively. Indeed, a number of districts with relatively high GERs are characterized by low GPI (see Figure 7). The weak correlation between the GPI and the GER implies that a higher GER is not enough to achieve a proportionately higher GPI in all districts, thus suggesting that increasing supply itself would not necessarily address gender imbalance in schools.

[17] Education and Sports Sector Annual Performance Report, FY16-17, pp. 200 – 201.

Figure 7: Correlation between GPI and GER.



Source: Uganda Bureau of Statistics

14. **On the national level, the main reasons for a girl dropping out of secondary school is pregnancy, marriage, and cost of schooling.**[18] Though the incidence of child marriage and early pregnancy have declined over the years, Uganda's levels of child marriage are above expectations given the level of income. The share of women aged 18-22, who married before the age of 18, was 36.5 percent according to the latest Demographic and Health Survey (2011). A more recent study supported by UNICEF[19] indicated that child marriage in Uganda is even more pervasive with 20 percent of girls in the country marring between the ages of 15 and 19 years old. One in seven women aged 18-22 have their first child before the age of 18.[20] The probability of completing secondary education for a woman aged 25-34 who married after 18 is 12.9 points higher than for women who married earlier.

15. **Additional evidence suggests that continued schooling delays marriage** when appropriate policies are implemented by schools to prevent early marriage and pregnancy. These should include Violence Against Children (VAC) and Gender Based Violence (GBV) prevention activities and other measures ensuring a safe school environment that to ensure girls stay at school without the risk of falling victim to sexual violence. Additionally, distance to lower secondary schools for young adolescents, especially girls from poor families, tends to raise opportunity costs and physical risks. Hence, increasing access to lower secondary schools, reducing cost of education for poor households and providing incentives for girls to stay in school, is likely to have a positive effect on education access and attainment.

16. **The refugee inflow in recent years has exacerbated access issues.** Uganda is the largest refugee hosting country in Africa and the third largest host in the world with 1.4 million (as of February 2020) refugees concentrated in 12 out of its 128 districts. The country is experiencing both protracted and ongoing forced displacement trends. The country saw a dramatic increase in refugee numbers in July 2016 with the inflow of refugees from South Sudan, followed by an additional inflow from the Democratic Republic of Congo (DRC) in

[18] Ibid, pp. 5.
[19] Amin et al., 2013.
[20] Wodon, K. 2016, Uganda Note: Child Marriage and Education, p. 2.

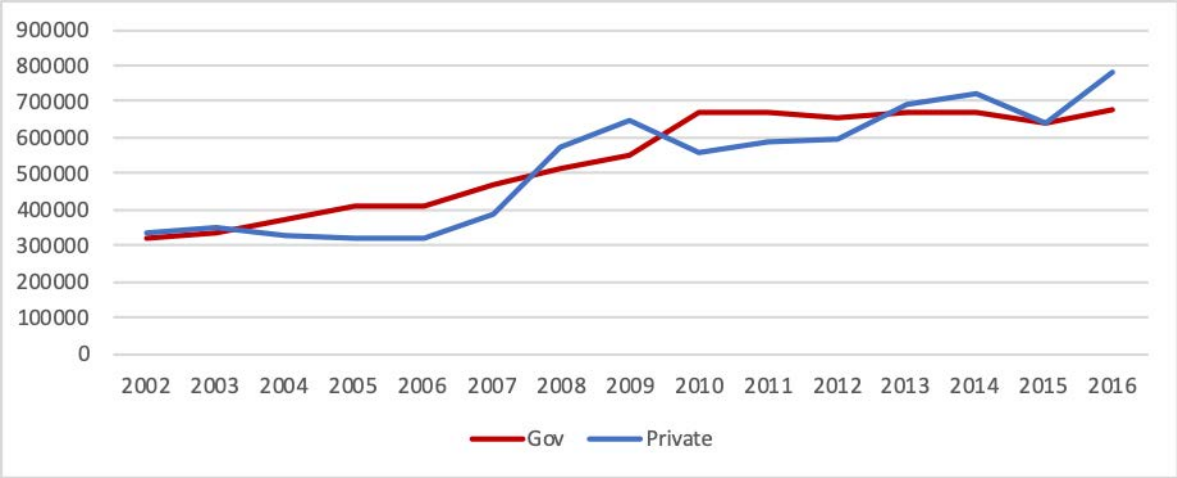
early 2018. [21] These new refugee inflows combined with the existing and protracted refugee situation have put enormous pressure, most especially on the local host community, creating challenges in the delivery of essential services and pressures on existing public service delivery systems and infrastructure. They have also exacerbated a range of ongoing environmental impacts and associated challenges.

17. **Uganda employs an integrated service delivery approach, where refugees access shared social services with their local host community.** The additional refugee population is putting a significant strain on already limited resources, including education and health services. The majority of refugee hosting districts are in the Northern region and among the least developed in the country with much lower levels of human capital and enrollment in education.[22] In some districts, refugees currently make up well over half of the total population. In Uganda's 12 identified refugee hosting districts, the lower secondary school-aged population (13-17 years of age) including both refugee and host communities is estimated at 310,212 (with the refugee population estimated at 147,020 and the host community at 163,192).[23] Secondary school provision is limited for refugees and host communities in the refugee hosting districts. In eight of the refugee hosting districts, only 11 percent of refugees have accessed secondary education, with only 33 percent of these being girls. In the same eight districts, only 18 percent of the host community secondary school aged children are enrolled, which is considerably below the national average.[24] These additional pressures further exacerbate the crisis-like situation.

18. **The private sector plays a significant role in increasing access to secondary education** (Figure 8). Most secondary schools in Uganda are private schools and provide education to over half of students enrolled in secondary education. There is a total of 1.6 million students in secondary education, out of which 47 percent are in government-managed schools and 53 percent in independently managed schools. Some of the private USE schools used to be partially financed by government subsidies. The objective of this arrangement was to spur enrollment at the secondary level by increasing access to private schools by making them more affordable. The Government transferred a subsidy of 47,000 UGX per student per term (US$36.5 per year) to selected private USE schools which comply with government-set standards on quality and affordability. The PPP subsidies started with 363 schools in 2007, enrolling approximately 40,000 students and grew to over 800 schools, enrolling nearly half a million students or one-third of all students in secondary schools in Uganda in 2017.[25] Similar scores were obtained by students in private USE schools and in government ones[26], despite that teachers in the private schools are paid around 25 percent less and have less experience and qualifications.

[21] The refugee inflow represents a steady inflow.
[22] Uganda CPF Fy16-21, 9.
[23] Education Response Plan for Refugees and Host Communities in Uganda 2018.
[24] Education Response Plan for Refugees and Host Communities in Uganda 2018.
[25] ARK Education, 'A review of Uganda's Universal Secondary Education Public Private Partnership programme', 2018.
[26] ARK Education, 'A review of Uganda's Universal Secondary Education Public Private Partnership programme', 2018, pp 17.

Figure 8: Secondary Enrollment: Government vs Private Schools



Source: WB based on data from ESSAPR FY16/17

19. **The relative success of the PPP arrangement was accompanied by several challenges in its design and implementation which eventually undermined its effectiveness**. The main issue pertained to lack of accountability to the Government and poor learning outcomes in some private schools. In addition, private provision tended to focus on densely populated areas with strong demand, often ignoring the poorest and most underserved parts of Uganda. Consequently, in 2018 the political leadership made the decision to end the PPP subsidies arrangement and shift its funding to the construction of new government secondary schools. The decision to phase out the subsidies is potentially detrimental to access to the system, at least in the short term according to various analyses. However, the phasing out is gradual and it is actual impact on enrollment and quality is yet to be assessed.

20. **Low levels of access and equity are exacerbated by the poor quality of education resulting from outdated curriculum and poor-quality teachers.** The current curriculum was found to be 'overloaded' with too many subjects and limited in meeting labor market competencies. It has been recently revised with the aim of improving the quality and relevance of education and training leading to better learning outcomes. The reformed lower secondary curriculum will halve the number of subjects and refocus pedagogy with a view to become more student-centered and competency-based in order to produce graduates with skills relevant to the changing labor market.[27] Since school year 2020 (February 2020), the new revised curriculum is being rolled out nationally, starting from S1.

21. **A low-quality teaching force, often lacking the necessary skills, leads to poor learning outcomes.** Uganda's education system is not performing well in terms of current teacher policies, especially in terms of attracting talent, supporting strong head teachers, and providing support to teachers to improve instruction. Lack of subject proficiency is a big issue that has an impact on student learning. Though 90 percent of secondary school teachers in Uganda have the required formal qualifications, results of a learning assessment[28] administered to

[27] According to Skilling Uganda Strategy, besides foundational skills, the labor force requires other productivity-enhancing skills such as higher order cognitive skills (problem solving and critical analysis); behavioral and socio-emotional skills or soft skills; technical or vocational skills (specific to each occupation); and business skills (entrepreneurship, managerial skills and financial literacy).
[28] UNESCO (2014) Teacher Issues in Uganda: A shared vision for an effective teachers' policy.

secondary teachers indicates that they do not have sufficient content knowledge while other studies have shown they do not have sufficient pedagogical skills to teach. The learning assessment found that only 66 percent of teachers were proficient in English, 70 percent in mathematics and 17 percent in biology. Teacher training and continuous professional development is inadequate.

22. **The combination of issues discussed above leads to an overall low performance of the education system including poor learning outcomes.** Results of the national assessment of progress in education (NAPE) conducted since 2008 targeting Senior Two (S2) show that student learning in math, biology and English is on a declining trend. Further analysis of these data indicate that differentials also persist across gender especially in biology and math and across urban and rural schools. The persistent decline in performance points to an urgent need to address the quality of education at this level. An analysis of Uganda Certificate of Education (UCE) results for O-level in 2015 and in 2016 showed over 52 percent and 58 percent, respectively, of the candidates failed to pass in at least division 3 and therefore have dim prospects for further education and employment. Students perform worst in the science subjects where approximately half of those who sit do not pass mathematics, physics, chemistry, and biology. The performance at the Uganda Advance Certificate of Education (UACE) A-level is slightly better given that only the best performing O-level students proceed to A-level. This not only weakens the foundation for further learning, but also undermines the country's potential to tackle poverty.

23. **The MoES is in the process of preparing the new Education Strategic Plan for 2020-2025.** The Plan will be focused on resolving key issues in the education sector and will target improvements in learning outcomes. The Plan is being developed in an inclusive manner with participation of all stakeholders, including Education Development Partners. Also, the MoES has adopted an Education Sector COVID-19 Response Plan to address recent challenges caused by the pandemic.

24. **The Uganda Education Sector COVID-19 Response Plan calls for actions in a number of areas.** In recognition of the impact of the pandemic on the education system in Uganda (all education institutions are closed from March 20, 2020), the MOES constituted a sector response task force to strengthen the education sector preparedness and response measures to mitigate the impact of the outbreak of COVID-19 on Uganda's education system. The purpose of this response plan is to ensure better preparedness and an effective response to the outbreak by: minimizing the adverse effects of COVID-19 on students (girls in particular), teachers and the education system at large; and enhancing the capacity of the MOES, District Local Governments (DLGs) and stakeholders to promote protection of students and teachers, ensure continuity of learning, and transition to normal school program, including brining girls and boys back to school after re-opening. The Plan represents an opportunity to build the basis for long-term improvements in several areas such as pedagogy, technology, parental involvement, and making education access equal for girls and boys, poor and disabled children.

C. Relevance to Higher Level Objectives

25. **The proposed Project is consistent with the Uganda Country Partnership Framework (CPF) of FY16-21 (Report #101173-UG).** Specifically, it aligns to CPF Strategic Objective 3 – strengthen human capital – together with CPF outcome 3.1 – improved access to and quality of primary and post-primary education. The proposed Project is also aligned to the World Bank's education sector strategy, *Learning for All* 2011, the World Development Report 2018, *Learning to Realize Education's Promise*, and the regional flagship report 2018, *Facing Forward*, which together call for a renewed emphasis on education reforms and suggest approaches used in the Project design.

26. **The Project is also in harmony with Uganda's Vision 2040, and, more specifically, with the Second National Development Plan (NDP II) 2015/16-2019/20, and the NDP III, that prioritize investment in school infrastructure, as well as a specific objective on improving human capital.** The Project supports the implementation of the reforms under the Government of Uganda (GoU's) Education and Sports Sector Strategic Plan 2017/18-2019/20 and newly developed Plan for 2020-2025.

27. **The Project is in alignment with Uganda's policies for refugees as identified in NDP II and NDP III.** The Project aligns with GoU's refugee policies contributing to the approach outlined in the Comprehensive Refugee Response Framework (CRRF) Roadmap and addresses the specific sectoral priorities outlined in the Education Response Plan for Refugees and Host Communities in Uganda.

28. **The Project was prepared in complementarity with the World Bank's Uganda Inter-governmental Fiscal Transfers Project (UgIFT, P160250).** The UgIFT project was designed to support decentralization of the entire education system. The development grant is been sustainably increasing providing additional resources to local governments. These increasing resources contribute to secondary education expansion based on the needs identified at the local level, including through building schools, adding new classrooms to overcrowded schools, providing dormitories, and the finishing of incomplete school structures.

29. **The Project is aligned with COVID-19 Emergency Education Response Project (EERP) which is designed to address the pandemic challenges.** The EERP will support students learning in pre-primary, primary and lower secondary schools during education system closures and ensure a safe school reopening and student reentry. The EERP will provide immediate support to ensure that girls and boys continue learning during the lockdown and safely come back to the schools. It will also focus on strengthening the capacity of the education system and to build resilience to respond to this and other emergencies in the future. In turn, the USEEP will ensure longer term support in making education accessible for disadvantaged populations and enhancing decent learning opportunities, with special focus on girls.

II. PROJECT DESCRIPTION

Project Approach

30. **This operation will not be able to address all the systemic issues that hamper the productivity of the sector.** The priority is to focus on addressing the most pressing issues contributing to the education crisis demonstrated by dramatically low and stagnating secondary enrollment exacerbated by an increase in refugee numbers and gender disparity. The approach to expanding the secondary education provision will be underpinned by a strategy of prioritizing the most underserved areas as demonstrated by high demand. It is proposed that support to continuous teacher professional development will be provided under the Project to improve teaching and learning. Analytical work will be supported in order to address broader systemic issues through future operations. The project will contribute to the pandemic response when the schools return to normal operation through several activities. Teachers will be trained to use ICT for teaching, accelerated learning programs will be implemented to expand learning opportunities, schools will be equipped with appropriate water, sanitation and hygiene (WASH) facilitates, capitation grants for refugees (further referred as "capitation grants") will help to offset school fee burden for the most financially depressed families, etc.

31. **The unsatisfied demand for new schools and more places in lower secondary education is high in**

Uganda. The Project scale does not allow a full closure of this gap. However, the Project will address the most urgent needs in the sector by building lower secondary schools and classrooms in **targeted areas** (sub-counties) which provide limited opportunities for continuing basic education (i.e. do not have a single public secondary school), have low GER, have a high unsatisfied demand for lower secondary education (e.g. number of primary graduates significantly exceeding available places in lower secondary schools). Most of these targeted areas also have a GPI below the gender parity level. Equity dimension is taken into account in selection of school locations and targeting of special groups, for instance refugees and host, and girls.

32. **At the same time, the Project has been designed following a new model of expanding secondary education in Uganda that optimizes capital investment as well as recurrent costs while introducing quality measures.** Optimization of capital costs will be achieved through cost-effective classrooms design, multifunctional science labs, collaborative ICT enhanced learning spaces, optimized administrative spaces and teachers housing and ultimately a School Construction Policy. Recurrent costs will be optimized through: (i) the reduction of the number of subjects delivered at each school (all core subjects and fewer selected elective subjects in line with the new curricula); (ii) better deployment and utilization of teachers with each teacher required to teach two subjects to bring its workload close to the official norm; and (iii) better engagement of the non-state education providers. The new model will introduce and maintain a minimum standard of quality for a lower secondary education school and develop schools as safe learning spaces.

33. **Approach to targeting sub-counties**:

- There are 135 districts in Uganda (as of 2016), including 13 refugee hosting districts (RHDs). The Project will target sub-counties in 96 districts with low enrollment rates, high unsatisfied demand for lower secondary education, and no public secondary school. All RHDs will be supported under the Project.
- The Project will also include 84 non-refugee hosting local governments (LG). The 84 LG were selected using the following approach. First, only LGs which have sub-counties without a public secondary school ("underserved subcounty") were considered as Uganda implements one-public-school-per-subcounty policy. There are 90 such LGs. Second, the LGs which do not have enough primary feeder schools in underserved sub-counties were removed. Based on the current primary to secondary transition patterns and experience from private sector constructing new secondary schools, a minimum of seven primary schools are required to provide sufficient number of graduates to feed in a new large (eight classrooms, two stream) lower secondary school. Thus, six LG were removed from the list brining the final number to 84 LG.
- Unfortunately, enrollment data is not available on sub-county level. Thus, the demand assessment used district/LG level information as a proxy. In 70 out of 84 selected LGs, the GER is below average for Uganda, and in 14 districts it exceeds the average. However, while the GER for the district as a whole is higher than expected, there are sub-counties/areas in these districts which provide limited opportunities for continuing education in secondary schools and unsatisfied demand for lower secondary education is high. The demand for each subcounty will be established and verified during the field visits as part of social impact assessment preparation at the beginning of the Project and before the construction starts. New schools will be constructed only in subcounties with confirmed demand and land available for construction of a school.

A. Project Development Objective

34. The Project Development Objective is to enhance access to lower secondary education by focusing on underserved populations in targeted areas. Underserved populations include communities hosting refugees,

refugees, girls and people in the targeted areas with limited access to public lower secondary schools.

35. PDO Level Indicators:
i. Students benefiting from direct interventions to enhance learning, disagregated by gender (Number);
ii. Enrolment at public lower secondary schools in targeted districts, disagregated by gender (Number);
iii. Enrolment at lower secondary education for host communities (Number);
iv. Enrolment at lower secondary education for refugees (Number); and
v. Gender parity index in 30% worst performing (with lowest GPI) targeted districts (Percentage)

B. Project Components

Component 1: Expansion of Lower Secondary Education
US$123.6 million equivalent (US$75.8 million IDA and US$47.8 million IDA Refugee Sub- Window (RSW))

36. **This component will focus on building more schools and expanding existing schools, and by providing learning environments that are safe, non-violent, and supportive of girls' education.** Lower secondary school construction financed under this component is complemented with a support package to ensure that each new school is fully ready to offer quality education to students. All new schools will include new cost efficient and quality infrastructure design, learning materials on a 1:1 ratio for students, school management and multi-pronged teacher training (curriculum, girls' education, special needs, violence awareness, ICT assisted teaching) and communities of practice for further professional development. The GoU will be responsible for recruiting, training, and paying salaries to a sufficient number of qualified teachers, as well as financing the recurrent operational and maintenance budgets of the new schools. Existing overcrowded public schools in the Refugee Hosting Areas (RHAs) will receive a standard package of additional infrastructure. Financial support provided to such schools through the capitation grants program (sub-component 2.2.) shall be used to procure required learning materials and other resources as required by each benefiting school. In cases, where additional teachers will be required for such schools, the GoU will be responsible for recruiting, training, and paying salaries. Demand for additional teachers will be established during detailed site appraisals as part of the Environmental and Social Management Plan (ESMP) preparation.

Subcomponent 1.1: Construction of New Lower Secondary Schools and Facilities
US$118.6 million (US$74.6 million IDA and US$44.0 million RSW)

37. This subcomponent will finance the construction of about 116 new lower secondary schools across the country and improving infrastructure in about 61 existing schools in the RHAs. In total, over 70,300 new spaces will be established. Out of 116 schools, approximately 32 new schools will be located in refugee and hosting communities and 84 will be in other targeted sub-counties of districts meeting the selection criteria. The new schools will be built as large (double stream, eight classrooms) schools creating a total of 55,680 additional spaces for enrolment. The component will also finance school furniture, science laboratory kits, ICT laboratory computers, student textbooks and teacher guides for all new schools. Overcrowded public schools in the RHAs will receive a standard package of additional infrastructure: four classrooms, science lab and latrines. The component will also finance school furniture and science laboratory kits for new classrooms and labs. Thus, 14,640 additional spaces for enrolment will be added to existing schools. Supervision of the civil works will be supported.

Subcomponent 1.2: Ensuring Safety and Protection of Children
US$5.0 million (US$1.2 million IDA and US$3.8 million IDA RSW)

38. This subcomponent will complement construction of the new school facilities by ensuring safe and protected children with a particular emphasis on girls, based on the Amended Children's Act 2016 and National Gender Based Violence Policy 2017. The subcomponent will support a multi-pronged approach through: (i) training of the schools' principals and teams of teachers in establishing and maintaining safe school environments; (ii) implementation of social and emotional learning modules; (iii) implementation of violence against children codes of conduct for communities' leaders, school-founding bodies and management committees, teachers, and works contractors; (iv) building capacity of the local communities, including media campaign (violence reduction, back to school and importance of girls' education); and (v) equipping students with important life skills, including entrepreneurship skills for participation in income generating activities (in line with the NCDC guidelines). All existing schools in the RHAs (about 210) and all new schools constructed under the project inside and outside RHA (116) will benefit from the sub-component.

39. A set of targeted activities required to implement this multi-pronged approach will comprise the "Child Friendly School Program". The program will promote school, community, and parental awareness to prevent cases of violence in schools, encourage parents to educate their girls, prevent early pregnancies, provide support to at-risk children, mobilise child mothers to complete their education, and help girls and boys to develop crucial life skills. The Program will be aligned with the COVID-19 Response Plan and support after-pandemic back to school campaign, with a particular focus on girls. Within the target districts special attention will be provided to the areas where the pregnancy and dropout rates for girls are high. Social and emotional learning (SEL) modules under the program will help students, especially in the RHA to cope with psycho-social challenges related to violence in schools and local communities by fostering their resilience, empathy, and engagement.

40. Much of this component's activities are modeled after and will build on ongoing and past efforts made by Uganda-based Non-Governmental Organizations (NGOs). The NGOs have presence on the ground, capacity to work daily with the schools and local communities, and have a positive track record of delivering similar services under the UTSEP. To ensure sustainability, staff from the MoES's Secondary Education Department and the Local Government will go through capacity building so that they will be better equipped to support schools in implementing and sustaining the component activities.

41. **Performance Based Conditions (PBCs)[29].** The Project will use IPF with PBCs disbursement modality. The proposed PBCs are the following (the detail of disbursement arrangements and verification protocol is available in the PBC section below):

42. **PBC 1** ***Number of newly constructed, equipped and operationalzed lower secondary schools and schools benefiting from additional infrastructure****, US$118.6 million.* This represents a large volume of financing of about 79 percent of the Project budget. The PBC 1 is attached to Component 1 and is specifically on the construction of school infrastructure, provision of furniture for classes, science and ICT equipment, instructional materials, and new teachers. The PBC will ensure that the schools supported under the Project are fully operationalized, which is marked by deployment of teachers and assigning a school code.

43. The PBC Results (Result) for this sub-component include: finalization of selection of construction sites at

[29] For projects approved before January 2020, PBCs were referred to as Disbursement-Linked Indicators (DLIs).

Year 1; procurement for construction will commence immediately after the bidding documents are ready; construction commences and is completed in batches; quality control of completed construction undertaken; and schools fully operationalized with furniture and equipment installed and teachers deployed. The facilities will be utilized as they are completed from Year 3. The disbursements for Component 1 construction activity of the Project are conditional on the achievement of agreed program implementation performance and progress targets that are presented in the PBC section below.

44. **PBC 2 *Number of Schools with Child Friendly School Program implemented****, US$5.0 million.* The PBC 2 is attached to Component 1 and is specifically on subcomponent 1.2. dealing with improving school safety and environment and managing social risks. The Results for this Indicator will be substantial implementation of the Child Friendly School Program in the Project supported schools, including all existing (up to 210) and new (32) schools in the RHDs and all newly constructed schools in non-RHDs (84). The detailed definition of "substantial implementation" will be provided in final verification protocol which will depend on the methodologies used by NGOs which will implement the Child Friendly Schools Program (see Implementation Arrangement Annex for details). It is expected that "substantial implementation" would require (a) school level Program implementation plan with priority activities, targets and timelines identified and (b) implementation of at least three such priority activities with set targets achieved. Priority activities should include the following: promoting positive discipline, protection of the child/ preventing violence against children, confidence building initiatives, improving the psychological and social school environment, promoting good governance and community engagement. The PBC will ensure that behavior of teachers, administrators and students will actually change as result of the Program implementation.

Component 2: Hosting Community and Refugee Education Support
US$9.4 million equivalent IDA Refugee Sub-Window (RSW)

45. Component 2 will focus on both new and existing lower secondary schools in refugee hosting sub counties within the 12 targeted districts. All activities under this component are financed through grants received through the IDA 18 sub-window for refugees and host communities. The target population is refugee and host community school-aged children eligible for lower secondary education (ages 13-18) who have already completed primary schools. The component will support the development and execution of the following programs: (i) accelerated education program (AEP), (ii) school capitation grants, and (iii) certification of prior education. Note that social and emotional learning programs (SEL) which are crucial for addressing specific challenges faced be refugees will be funded in subcomponent 1.2 within the Child Friendly Schools Programs. The component will also provide support in obtaining equivalent certifications in Uganda that allows children who have finished primary school abroad to attend secondary school in Uganda.

Subcomponent 2.1: Special Needs Education Support
US$4.0 million IDA RSW

46. Support to children with special education needs will be provided through delivering Accelerated Education Program (AEP) and supplying special needs learning materials. The AEP will provide students who have missed the opportunity to enroll in lower secondary school at the appropriate age[30] or who dropped out of school for various reasons (displacement, pregnancy, etc.) with a fast track learning opportunity. Given the paucity of experience and track records of administering AEP at the secondary school level, this program will start with small scale pilots in five existing schools building on some of the most promising early AEP initiatives by leading NGOs. This will be followed by additional AEPs in seven new schools, resulting in 12 pilot AEP across the whole refugee hosting regions. The program will be implemented by NGOs experienced in this area with support, supervision and quality control from the MoES and District Education Offices (DEOs). The subcomponent will also provide learning materials to children special education needs.

Subcomponent 2.2: The Refugee Capitation Grants Program
US$4.5 million IDA RSW

47. The capitation grants program annually transfers funds to Local Governments (LGs) as Accounting Offices for further administration to the public lower secondary schools in refugee and hosting communities as a means to offset the economic shock refugee families are experiencing. The grants will assist in reducing school charges that are passed on to parents, especially to refugee families. School charges in Uganda represent a considerable share of the average household income. The proportion of school charges of household income is likely to be much higher for refugee and host community. This program is designed to increase the likelihood of households (both hosts and refugees) with eligible secondary school aged children to enroll and retain their children in school. The amount generated by the grants at each school (both new and existing) will depend on the number of refugee students enrolled each year. The grants for refugee students will be managed on the school level in the same way and under the same guidelines as the capitation grants for Ugandan students.

48. The capitation grants program relies on Project grant funds to provide support for refugees that are equivalent to the capitation grants that the MoES already provides for Ugandan students. For sustainability the Ugandan Government will need to develop a long-term plan of catering for school fees for the refugee students. Options could include exploring new approaches to partnerships between Government of Uganda and non-state providers of education.

Subcomponent 2.3: Certification of Prior Education
US$0.9 million IDA RSW

49. The sub-component will provide funding to (a) mainstream support for refugees in obtaining papers required to start / continue secondary education (e.g. translation, validation and equating of relevant certificates) through MoES/ Uganda National Examinations Board (UNEB), and (b) identify those who need support for certification and cover the costs for obtaining relevant certifications for refugees.

Component 3: Improving Teachers Support and Strategy Development Nationally
US$12.0 million equivalent (US$9.2 million IDA and US$2.8 million IDA RSW)

[30] Straight after completing primary school. Typical age of starting a lower secondary school in Uganda is 14-15 years old.

50. This component will help to implement the Teacher Policy through scaling up existing elements of the teacher support system and building capacity of the school headteachers as primary pedagogical supporters for teachers. The component will also aim to prepare for future development of quality lower secondary education through analytical and capacity building work.

Subcomponent 3.1: Support to Teachers
US$10.0 million (US$7.2 million IDA and US$2.8 million IDA RSW)

51. The sub-component will support establishing a **Continuous Professional Development (CPD) system** nationwide. The system will be based on about 100 lower secondary school clusters that will help organize and support teacher training country wide. Each cluster will be built around a cluster center – existing well performing schools with capable teachers. The cluster centers will deliver in person and distance-based teacher coaching. The centers will facilitate Communities of Practice (CoPs) for subject teacher. The CoPs will serve as peer-to-peer teacher support mechanism. Digital platforms will be utilized to operate CoPs and deliver teacher support by distance.

52. The CPD support will focus on providing ongoing support to teachers implementing the new curriculum. The GoU will cover the basic costs of introducing the new curriculum: initial and follow up teacher training, printing and delivering textbooks and teacher guides with scripted lessons, learning materials, and ongoing training/support costs, etc. The GoU/LG will also cover recurrent costs of CPD system operation.

53. The subcomponent will finance the establishment of the cluster centers in existing schools (using existing facilities, no construction is expected) that are geographically accessible by their network of schools and have a track record of good performance delivering learning outcomes at an appropriate level (e.g. above national average). A selected teacher will be the coordinator at the cluster center and will be responsible for coordinating the trainings for their respective network of about 40 schools. Coaching will be led by the head teacher at each school and by visiting coaches (inspectors, regional trainers). The subcomponent will train center leaders. Digital platforms and resources will be utilized to allow teachers to grow CoPs, to receive remote support and feedback from regional and national trainers and coaching on how to improve teaching and learning. They will also be able to share their own experiences directly with each other.

54. **Head teachers and deputy head teachers** from all public schools as well as from poorly performing private schools (the worse performing half of the private schools) will be trained in (i) school management and (ii) pedagogical leadership and mentorship. School performance will be measured by the tool which is currently under preparation with support from UgIFT project. The tool will be applied to select beneficiary private schools. The training provided under the Project will improve school management practices, results orientation, service delivery and raise quality of teaching though providing teachers with ongoing pedagogical support from the principals.

55. **The Project will implement a special program for training science teachers as ICT Champions to promote technology assisted teaching of science subjects and develop modern digital skills** (as required by the new curriculum) among lower secondary school students. One teacher from each public school and teacher from poorly performing private schools (bottom half of worse performing schools) will be trained. The ICT assisted teaching starts with identifying an ICT champion (supporter and early adopter) in a school. The champion will

promote the use of ICT for better teaching and learning in the whole school starting with his/her subject. After the training in ICT enhanced pedagogy, the champion will receive a laptop and projector (to be owned by the school). It will be preloaded with ICT resources for all the subjects. The program will be available to all public schools in the country (more than 1,200 schools), and new schools to be built under subcomponent 1.1, some with ICT capacity and some without any previous exposure to ICT assisted teaching in order to avoid widening the technology gap. This will enhance professional sharing and learning across teachers in all lower secondary schools in their respective clusters.

56. In total, about 14,880 teachers and administrators will benefit from the training / capacity development program under Component 3.

Subcomponent 3.2: Support for Development of Key Secondary Education Improvement Strategies
US$2.0 million IDA

57. **This sub-component will prepare for the key measures/reforms required to further improve the quality of teaching and learning in lower secondary schools** in accordance with the new education sector strategy (forthcoming around August 2020). It will include technical assistance to support policy research, preparation of policy papers and implementation plans, enhance existing policies and capacity building for policy-makers. The sub-component will, inter alia, focus on the following areas: (i) assessing existing experience and developing a sustainable school construction policy; (ii) teacher recruitment, deployment, retention, reward and motivation to address the teacher gap, teacher attrition, and the increase in enrollment due to demographic stress; (iii) improvement of provision of teaching and learning materials; (iv) quality assurance and assessment; (v) VAC and GBV; and (vi) enhanced private sector service delivery.

Component 4: Project Management, Monitoring and Evaluation
US$5.0 million equivalent IDA

58. This component will provide support to the Project implementation, supervision, monitoring and evaluation, and verification costs. It will finance Project staff, office rent, furniture, equipment, transportation, data collection and analysis, including gender specific aspects of the Project, and capacity building. Third party assessments will be done to verify the achievement of the PBCs, other Project results and satisfactory completion of large procurements.

C. Project Beneficiaries

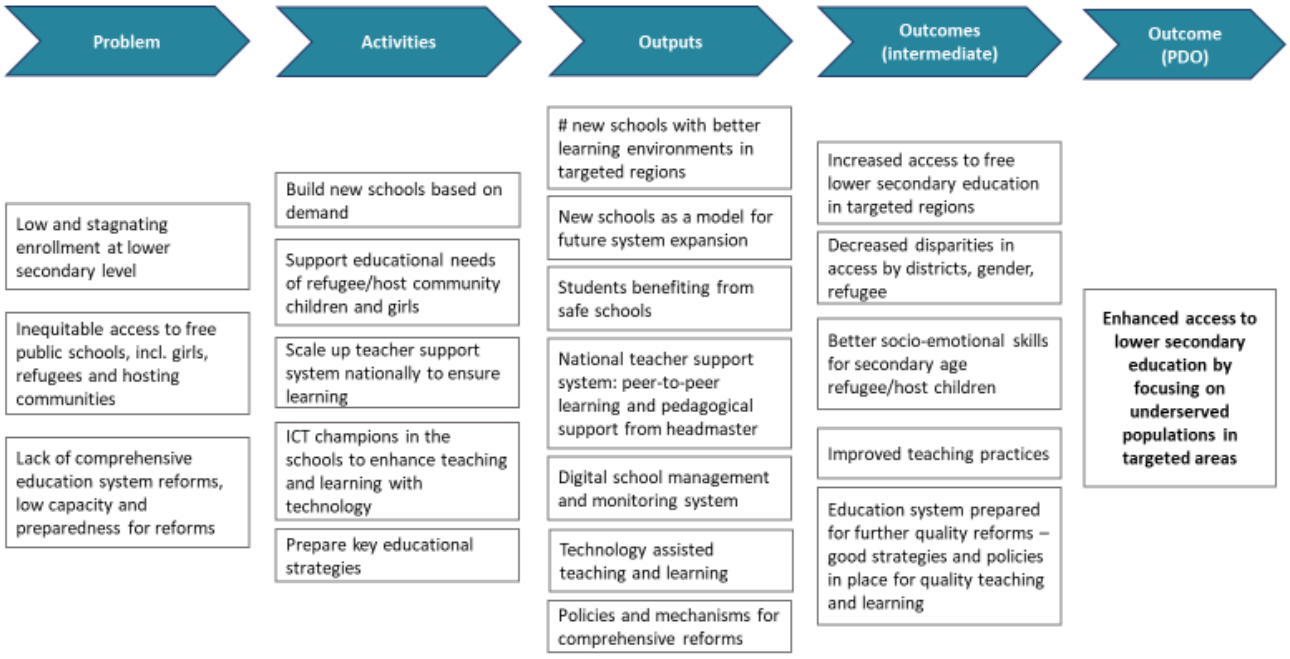
59. The targeted student beneficiaries include those living in the 12 districts where there is a concentration of refugee communities, as well as other areas in need of access to lower secondary education. In such areas 117,000 out of school children will also benefit from an AEP, SEL or a capitation grant which would enable them to access secondary education.

60. During the Project life, about 113,000 students (which includes 29,951 refugees and 51,867 host community) will gain access to newly built classrooms and school facilities. About 77,000 students (which includes 6,831 refugees and 11,531 host community) at newly constructed lower secondary schools will benefit from the improved capacity of their teachers to teach the new curriculum. They will also directly benefit from the teaching and learning packages, including textbooks, teacher guides, and supportive learning materials.

61. The Project will enhance the capacity of school managers and science teachers in each public school and worst performing private schools. Approximately 18,470 teachers will benefit from direct Project interventions (under all components). All teachers in the country (about 65,000) will ultimately benefit from the CPD network established under the Project.

62. Departments within the MoES would gain capacity and the experience to establish a cluster schools-based training scheme that involves creating communities of practice and cultivating training networks at the school level for lower secondary educators.

D. Results Chain



E. Rationale for World Bank Involvement and Role of Partners

63. **The World Bank's engagement in secondary education is extremely important for providing support to expand access with quality and equity.** The World Bank has been engaged in primary education where high enrollment levels exist; however, at secondary education, the enrollment is still low. Additionally, the landscape of donor partner support is more heavily concentrated on primary education in comparison to secondary, where only a few partners provide limited scope of support. The three other donor partners engaged directly or indirectly in secondary education include the Belgian Enable project that focuses on strengthening pre-service training of teachers through support to National Teachers Colleges (NTC), SESEMAT program supported by JICA (Japan international development agency) that aims to improve math and science instruction and UNHCR that targets support to all levels of refugee education.

64. **The World Bank will support a comprehensive secondary education program.** The focus of the proposed Project will be on increasing access by providing facilities where there are none and yet demand is high, addressing gender specific support and barriers and enabling access to education for refugees. Other activities that will contribute to the quality of education is the provision of learning materials and the introduction of new mechanisms and support for teacher development and building communities of practice.

F. Uganda Host-communities and Refugees Protection, Support and Education Specific Risks

Policy Context

65. **The World Bank, following consultation with UNHCR, has determined that Uganda's refugee protection framework remains adequate for the purpose of accessing financing from IDA18 Sub-Window for Refugees and Host Communities**. Uganda is recognized globally as having one of the most aligned refugee policies with the Global Compact on Refugees. Not only is Uganda a state party to international or regional instruments protecting refugees, its laws, policies and practices are largely consistent with international refugee law, guaranteeing non-refoulement and adequate protection for refugees and asylum seekers. Uganda has ratified the 1951 Refugee Convention and the 1967 Protocol relating to the Status of Refugees, albeit with seven reservations to the former. The country has also ratified the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa as well as nine core international and regional human rights instruments relevant for refugee protection. These are domesticated into Uganda's legal system through the 2006 Refugee Act and its 2010 Regulations as well as other laws which accord protection to life and liberty of all persons, such as the Bill of Rights in the 1995 Constitution and the Penal Code Act. The Refugee Act guarantees refugees' fundamental rights, including the rights to: work; enjoy freedom of movement; own property and access social services. The Refugee Regulations stipulate the integration of refugee matters in national development plans and that refugee concerns and related matters are taken into consideration in the initiation and formulation of sustainable development and environmental plans. Uganda's asylum policies and protection framework advance the integration of refugees and fosters an enabling environment for them to live in safety, dignity and in harmony with host communities.

Risks

66. **Other: Refugee Protection (Moderate): UNHCR has provided the World Bank with an overall positive assessment of Uganda's protection framework indicating that Uganda is adopting comprehensive humanitarian and development programs aimed at mitigating protection risks faced by refugees**. The risk of refugee protection is assessed as moderate. Risks exist that Uganda's asylum space and refugee policies could become more restrictive in response to the strain on services and the natural environment, continuing refugee population growth, COVID-19 fall-out and political pressure. Additional refugee specific risks include: the high proportion of women and girls and other vulnerable people within the refugee population which poses specific protection challenges, including gender-based violence; challenges to the ongoing allocation of land to refugees; and administrative and informal barriers for refugees to access productive employment, finance and market opportunities. These risks are being managed by better understanding the challenges and how World Bank operations can mitigate them. Over the last 2 years the World Bank has undertaken analytic studies in Uganda across refugees and host communities on: GBV; deforestation and environmental management; socio-economic

issues; informing refugee policy; access to finance and value chains. The findings of these are being operationalized within RSW projects including this one. These risks are then being managed jointly through effective in-country coordination mechanisms which include UNHCR, OPM, development and humanitarian partners and other parts of GoU spearheaded by the CRRF Steering Group, which meets quarterly. The World Bank co-chairs the CRRF Development Partners Group which provides another effective platform to ensure joint management of the above risks, including on protection issues, with GOU and other humanitarian and development organizations. The project will work through these forums and the development social sector meetings. Refugee Sector Response Plans reference above have been developed to institutionalize refugee support within national systems and a Jobs and Livelihoods Response Plan has been drafted to address formal and informal barriers to economic opportunities, including infrastructure.

67. **The GoU has committed to a series of reforms, and the World Bank is supporting the implementation of these reforms through a number of projects reducing pressure on social services, infrastructure and natural resources across refugees and host communities.** The GOU's reforms are outlined in the Letter of Government Policy[31] to bolster the country's protection framework, strengthen service delivery and promote medium-term socioeconomic solutions for refugees and host communities. The GoU has also taken a number of concrete policy and operational steps since the RSW eligibility assessment in 2017. It has established functional CRRF coordination mechanisms, with a senior-level CRRF Steering Group consisting of GoU, development and humanitarian partners meeting quarterly (the World Bank is a member). It is supported by a CRRF Secretariat which sits within the OPM. The GoU has taken substantive steps to progress CRRF implementation by strengthening access to integrated social services. Refugee Sector Response Plans have been developed for: education; health; water and environment, and drafts are being developed for: energy; private sector engagement; and jobs and livelihoods. These Plans provide agreed priorities and activities for development partners to support GoU strengthening of education services, employment opportunities and safeguards to build the self-reliance of refugees and host communities. This project directly supports priorities identified in the Education Response Plan for Refugees and Host Communities in Uganda. GoU is also building on the inclusion of refugees within the National Development Plan II and extending this integration within the National Development Plan III (2020/21 to 2024/25).

G. Lessons Learned and Reflected in the Project Design

68. **Lessons related to school construction incorporated into the Project design:**

- Individual subject specific science laboratories are expensive to build and run. A majority of subject specific laboratories are non-functional because of lack of equipment, consumables, and regular maintenance. Schools that have science-kits out-performed a control group (UPPET). Thus, the Project will introduce multifunctional science labs (two per school, so called "wet" and "dry" labs) equipped with science-kits.
- Uganda put an emphasis on the provision of virtual ICT labs 10 years ago and has experience in using them for virtual teaching of practical science. However, the provided computers became outdated and are rarely used for teaching and learning science. Ongoing support to the schools as well as school leadership support in the use of ICT significantly increases utilization of technologies for teaching and learning. This is planned for under the Project.
- Rain water harvesting experience in UPPET-APL1 and other projects shows that proper installation of rain water harvesting systems has been rarely implemented, leading to risks providing unsafe water to pupils.

[31] Provided by the Minister of Finance, Planning and Economic Development on 30 August 2017 as part of GoU's request for IDA18 RSW support.

Under the Project, rain water harvesting will be used only for collecting non-potable water. Potable water will be accessed by pumps.

- Staff houses are expensive to build and maintain and there is no evidence of correlation with reduced teacher absenteeism. Housing shall not be provided where other affordable housing options are available. The Project will construct schools in remote rural areas where housing options are not available for all the staff. Teacher housing provided by the Project will be optimized to reduce construction and operational costs.
- Preparation of standard drawings, specifications, and Bill of Quantities (BoQs) is time consuming and took one year under the Uganda Teacher School Effectiveness Project (UTSEP) (P133780). Based on this knowledge, the civil works team began preparing them during Project preparation. Drawings, specs, and BoQs for main structures are now ready.
- In the UTSEP operation, school construction component is based on PBCs and it demonstrates satisfactory performance. PBCs approach provides strong incentives to deliver results with quality.

69. **Lessons related to management of school construction incorporated into the Project design:**

- Lessons from ongoing UTSEP and UgIFT suggest that managing civil works centrally with support from capable LGs is an efficient option. Resolving issues under centrally managed contracts takes less time and effort due to direct control from the Project Coordination Unit (PCU) and MoES. Centrally made payments reach the contractors faster. Less contract management (e.g. contracts and performance guarantees approaching expiration date without extension) issues are observed. The Project implementation arrangements have been designed accordingly.
- The unit costs of centrally managed contracts under UTSEP are slightly higher in comparison to LG managed contracts, and the price difference is due to the challenging locations of the centrally managed construction sites which are often located in hard to reach / northern territories (with expected higher cost of construction) and low LG capacity. Local communities and most of the LGs have limited capacity in procuring, managing and supervising large construction contracts, thus the transaction costs to support contracts supervision are high. Procurement trough International Competitive Bidding (ICB) ends up with much higher costs than with National Competitive Bidding (NCB) (AfDB-IV). The civil works will be managed centrally under the Project with support from the LGs in supervising the contracts implementation.
- Community-based procurement and contract management of school construction is highly cost-effective to build primary schools (2000-2004 SFG program; 2013-2014 Emergency program for primary schools) as well as secondary schools (2009-2014 UPPET). However, the quality of the supervision is challenging in these cases and could be associated with high centrally enforced supervision costs. Evidence from UPPET-APL1 shows that large contracts that exceed the school-communities' management capacity lead to serious implementation difficulties and delays.

70. **Lessons related to promoting girls' education incorporated into the Project design:**

- Distance to lower secondary schools for young adolescents, especially girls from poor families, tends to raise opportunity costs and physical risks. Recent studies on child marriage and early pregnancy have shown that increasing access to lower secondary schools, reducing costs of education for poor households, and providing incentives for girls to stay in school, are likely to have a positive effect on education access and attainment. The project is addressing all three.
- Current successful programs in Uganda show that it is critical to engage parents and communities in supporting girls' education. The Project will support such an approach under the Child Friendly School Program.
- Continuous engagement of cultural leaders is important to change the mindset of the communities on the

values and benefits of education. Additionally, engagement of families and child protection committees is critical in the success of social risk management. Child Friendly School Program which will engage all stakeholders.

- Training girls in life skills equips them with critical thinking skills to make the right decisions that are vital for growth and development. The SEL module of the Child Friendly School Program will focus on developing appropriate sills.
- Functional school clubs (boys and girls) increase active student participation in school programs including learning. The clubs are part of the Child Friendly School Program.

71. **Refugees and hosting communities related activities under the proposed project are aligned with the Refugee Response Plan for Uganda and directly implement the priorities identified within the Education Response Plan for Refugees and Host Communities in Uganda.** The amount allocated to target issues in the refugee hosting areas under the project is in line with the demand for resources identified under the Plan. International experience reflected in the Plan and lessons from the refugees' survey in Uganda suggest that the following challenges shall be addressed to achieve higher enrolment and better learning outputs for refugees and hosts. These lessons have been fully integrated into the Project design.

(a) Relevant school-based programs designed to improve student socio-emotional skills maximize the benefits gained from new learning opportunities.
(b) Poor learning conditions in schools, driven by limited school management capacity, limited number of qualified teachers ready to address the most disadvantaged students, prevailing school violence, as well as limited means to provide basic teaching and learning materials.
(c) Extreme poverty that renders school fees the single most important obstacle for households to send their children to school.
(d) Challenges to obtain equivalent certifications in Uganda that allows children who have finished primary school abroad to attend secondary school in Uganda.

72. Integration of the refugees with the local communities and mainstreaming the education services provision is an important factor for delivering sustainable secondary education in the refugee hosting areas.

73. **The long period of time and challenges faced by Government to revise and implement a new competency-based curriculum at the classroom level indicates efforts are hampered by available resources as well as capacity.** Therefore, the project design adopts a more moderate approach by opting to support implementation of the new curricula in a concentrated way only at the newly constructed schools under the project and build capacity for teacher support networks and communities of practice among teachers at defined cluster schools with some serving as demonstration schools. The SESEMAT program supported by JICA that aims to improve math and science instruction has succeeded to establish and sustain 30 clusters for teacher training and support among selected schools. Those SESEMAT teacher training clusters will serve as a model for planning clusters for teacher training country-wide.

74. **ICT in teaching and learning.** A growing number of ICT teaching and learning resources including content on sciences and other subjects (e.g. Cyber Schools and Colibri) are being used more and more by schools in Uganda. However, only schools with available resources use ICT platforms and few of the ICT applications have been formally evaluated to determine their impact. The Project learns from the experiences of the country-based ICTs for teaching and learning and will build on it to support teachers while also introducing an impact evaluation to better understand results and impact on learning.

75. **Mentoring.** The Enabel project's ongoing work with the National Teacher Colleges (NTC) that introduces quality mentoring for student-teachers during their classroom practice, indicates that the mentoring/coaching approach is known and successfully being implemented in the country. Under the Project, lecturers of the NTC will serve as trainers in implementing the teacher coaching approach.

III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

76. The overall oversight of the Project is the responsibility of the MoES under the leadership of the Permanent Secretary. The Project will have a Steering Committee with relevant representation and a TORs detailing their responsibilities including the frequency of their meetings. A Project Coordination Unit (PCU) will support the day to day implementation of the project. The PCU, to the extent possible, will use capacity and human resource developed under UTSEP. The PCU will be led by a Project Coordinator and a Deputy Coordinator assisted by component technical leads for each of the key project activities, recruited technical specialists, engineers, safeguards specialists, M&E and fiduciary staff (procurement and financial management). GBV and VAC prevention activities will be supported by dedicated staff of MoES Gender Unit. The Project will be under the Secondary Education Department.

77. The PCU will work in close coordination with the user departments of the Ministry that will provide technical guidance, coordinate the delivery of the Project, and work in collaboration with other Ministries, and agencies specifically National Curriculum Development Centre (NCDC), UNEB, Office of the Prime Minister, Ministry of ICT on connectivity, Ministry of Energy and Power Supply, and Ministry of Local Government (MoLG). The MoLG in consultations with the MoES will identify the location of new schools. MoLG will participate in supervision of construction works, monitoring safeguards, and operationalizing the Grievance Redress Mechanism (GRM).

78. Component 1 covers construction of new schools and support to safe schools and girls' education. The PCU will have a dedicated team of engineers supervising the project implementation with support from the clerks of works and LGs. A fully dedicated member of the Construction Management Unit (CMU) working full-time for the Project will lead the team of engineers. CMU will be responsible for coordination of construction activities with different projects. CMU staff, as well as staff of Ministry of Works will join the Project team in supervising the works when required (e.g. in cases of challenging land conditions). The standardized drawings and BoQs for the various lower secondary school structures have been developed with support from the CMU. The Gender Unit within the MoES will be responsible for the supervision of the gender and VAC activities in the targeted regions as well as the awareness programs for new lower secondary schools and administration of benefiting districts / LGs. Implementation of the programs will be done by experienced NGOs through delivery of programs with proved efficiency.

79. Component 2 covers the AEP and additional support to schools hosting refugees, which will be led by the Special Needs Education department and the Strategy and Policy unit respectively working in close collaboration with the Secondary Education Department. The refugee focal point within the MoES (Strategy and Policy unit) will assign and host a dedicated officer to be responsible for supporting the refugees and host communities' education activities of the project under the coordination of the lead department. The MoES will ensure coordination of the various stakeholders under this component including the implementing partners such as NGOs already

implementing AEP (for instance, War Child Canada, Save the Children and other), Office of the Prime Minister, District Local Government including the Education Office (DEO) and UNHCR to deliver the project activities. The project will support capacity building and knowledge exchange in this area for the MoES staff and will regularly share information with the Education Response Plan Secretariat.

80. Component 3, subcomponent 3.1. will be led by Teachers Instructors Education and Training (TIET) Department and co-led by Secondary Education Department with support of ICT unit of the Ministry. Subcomponent 3.2. will be led by Policy and Planning Department with support from the technical MoES units. A component coordinator within the PCU will be responsible for coordinating/facilitating the technical specialists working together from the NCDC, TIET, UNEB and DES to deliver the component activities.

B. Results Monitoring and Evaluation Arrangements

81. The monitoring systems which will be used for the PDO and to measure the intermediate and high-level indicators are as follows:

(a) The Education Management Information System (EMIS) is being strengthen and will be able to generate data to respond to the indicators. The EMIS data is collected through periodic school census.
(b) For PBCs, third party assessments will be done to verify the achievement of the indicators and satisfactory completion of large procurements.
(c) Independent surveys will be done periodically to measure the results of the project. Data will be collected in response to specific indicators.
(d) Assessments will be carried out in the following areas: (i) to measure the impact of the lower secondary education expansion approaches implemented under the Project (i.e. school designs, optimized structure of the school subjects, ICT assisted teaching, streamlined teacher training and support) on improving access in a sustainable manner; (ii) impact of the interventions to reduce violence in schools; and (iii) evaluation of the accelerated education program.

C. Sustainability

82. **The project has been designed to include sustainability measures.** The Project will develop and implement a new model of sustainable expansion of lower secondary education in Uganda. In the proposed model, capital investment in school construction as well as recurrent costs will be optimized. Quality standards for school construction and operation will be introduced to ensure and maintain quality. Optimization of capital costs will be achieved through building larger schools and cost-effective classrooms design, multifunctional science labs, collaborative ICT enhanced learning spaces, optimized administrative spaces and teachers housing, utilization of renewable solar energy. A school construction strategy will be developed to guide future expansion in the sector.

83. **Recurrent costs will be optimized through**: (i) controlling the number of elective subjects delivered at each school (all core subject will be delivered and fewer elective subjects); (ii) better deployment and utilization of teachers: each teacher will be required to teach two subjects to bring the workload close to the official norm; and (iii) savings on administrative costs. Teachers for the new schools will be funded by the GoU.

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

84. **The Technical Analysis** revealed a broad range of issues with equitable access and quality of lower secondary education. Key issues include overall low and stagnating access to lower secondary education, especially to free public schools; inequalities in access for different groups of population, i.e. urban and rural, remote and densely populated areas, girls vs. boys in certain districts, areas hosting refugees vs. other parts of the country, etc.; low learning achievements; challenges with managing schools and teachers in particular; etc. The Project is not expected to resolve all the issues which would require different scale or resource and time frame. The Project was designed to implement a sustainable model of lower secondary education expansion with improving some key elements affecting quality of learning outcomes.

85. The equity component will be centered on targeting underserved and vulnerable populations including refugees, host-communities and girls. Through Component 1, the project will target refugee and host-community populations located in some of the most underserved areas in the country. Component 2 will further address the equity dimension though providing accelerated education programs to students who have missed the opportunity to enroll in lower secondary school at the appropriate age or who dropped out of school for various reasons (displacement, pregnancy, etc.). It will offer capitation grant transfers to the lower secondary schools in refugee and hosting communities as a means to offset the economic shock refugee families are experiencing. In addition, gender imbalances prevalent at the lower secondary level will be addressed. Quality improvements will be targeted through Component 3, which will provide support to teachers by establishing a Continuous Professional Development (CPD) system nationwide. In addition, subcomponent 3.2 will prepare for the key measures/reforms required to further improve the quality of teaching and learning.

86. All project activities and interventions are underpinned by sustainability considerations. The project will support introducing a scalable and efficient school construction and recurrent cost model that adopts the economies of scale approach though building large schools. The model will be mainstreamed into MoES practices going forward. The Project will also target systemic improvements, e.g. teachers training and support model that builds on the existing government initiatives.

87. School construction costs in Uganda are higher when compared to neighboring countries, such as Kenya and Tanzania. In general, civil works costs are driven by a combination of factors to do with the following:

- Higher taxation, which drives up the costs of materials;
- Increased transportation costs related to lack of direct access to a sea port and a limited road network across the country; and
- School construction targeting underserved areas, therefore often characterized as “hard to reach” and requiring higher transportation and labor costs.

88. Despite higher unit costs relative to comparator countries, prices are derived from the local market and validated through an open procurement process, therefore being locally competitive.

89. The **economic analysis** focuses on school construction because the majority of the funds under this project will be allocated to the construction of new lower secondary schools in currently underserved areas. There is clear evidence that *higher educational attainment leads to higher earnings in adulthood*. There seems to be a

clear wage benefit from completing lower secondary education versus completing only primary education in terms of average wages. The gains from lower secondary schools are not very large, but they tend to be positive across measures and years. The marginal effects measure earnings gains in percentage terms versus no education or less than P1. For example, with lower secondary education completed, gains range from 35.9 percent to 58.8 percent versus no education depending on the year and model considered. In 2016/17, the average gain is at 15.8 percent (average differential effect between primary and lower secondary for the four model specifications). For monthly earnings, the average gain from a lower secondary education is 19.2 percent versus completing primary. Apart from higher earnings in adulthood, higher educational attainment is expected to bring a wide range of other benefits which can be illustrated in the case of secondary schooling for girls.

90. *The cost benefit analysis* of investments in lower secondary school completion is based on estimates of wage earnings and data for both investment and recurrent costs. Based on the available data and assumptions (including a time discount rate of two percent, which is on the low side), the estimated internal rate of return is 13.9 percent. This rate of return is sensitive to assumptions, including on the unit cost of schools (a lower unit cost would increase the rate of return) and the time discount rate (a higher discount rate would reduce the rate of return). The baseline rate of return of 13.9 percent accounts only for gains in earnings for students completing lower secondary school thanks to the construction of new schools. Some students may drop out (reducing the rate of return), but others may continue to the upper secondary level (increasing the rate of return). See Annex 5 for details.

B. Fiduciary

Financial Management (FM)

91. The FM assessment of the MoES financial management arrangements is meant for the implementation of the Project. It is based on related IDA projects being implemented by the MoES, such as the Skills Development Project (P145309), Teacher and School Effectiveness Project (P133780) and the Albertine Region Sustainable Development Project (P145101). The Project will benefit from the lessons learned under previous and current projects especially the FM aspects at school/LG level regarding record keeping and accountabilities, Ministry dedicated staff for the project, effectiveness of internal audit, and regular financial reporting.

92. Mitigation *measures* in the ministry with additional staff in financial management, procurement, engineering, and contract management has seen positive impacts. But delayed payments to contractors/suppliers, Integrated Financial Management Systems (IFMS) processing and late internal audit reports will need further strengthening under the project. The overall FM risk rating for the project is substantial.

93. MoES will be the operational link to IDA and the GoU on matters related to implementation of the program. The Permanent Secretary, MoES, will be the Accounting Officer for the project, assuming overall responsibility for program funds.

94. Budgeting and accounting arrangements for the Ministry are adequately documented in the Government's Treasury Accounting Instructions, and the MoES will maintain accounts similar to those for other IDA-funded *programs*. Disbursement and funds flow arrangements currently in place under IDA projects will continue regarding the IPF portion of the project with a designated account at Bank of Uganda and advances from World Bank flowing through it, while disbursement against PBCs will have a segregated account following verified

and approved results as per agreed protocol through an Independent Verification Agent.

95. The MoES has an active Internal Audit department with practical experience on the previous and existing IDA projects. The internal audit unit is guided by an internal audit manual issued by the GoU that emphasizes a risk-based approach and value for money audits, policy and procedures, compliance reviews, and special investigations. The department needs to improve on submission of internal audit reports.

96. External auditing is primarily a responsibility of the Auditor General for all government programs and projects. The audit may be subcontracted to private auditors, with the final report issued by the Auditor General based on the work of the subcontractor. There are currently no outstanding audits with the MoES. The overall Financial Management risk rating of the project is substantial.

97. Lessons learned from previous and ongoing performance-based projects show that operations require substantial funds upfront before attaining results. Funds for contract advance on signing contracts for school construction requires sufficient cash flow to settle 20-30 percent of signed contracts. The MoES may request withdrawals of IDA financing up to US$20 million equivalent when the relevant expenditures have been incurred but prior to the PBCs having been met.

98. **Eligible Expenditure Program (EEP)**. EEP means the specific expenditures of the GoU acceptable to the World Bank and made in connection with subcomponents 1.1 and 1.2, namely the expenditures on school construction, refurbishments and furnishing and equipping of schools and implementation of the Child Friendly Schools Program (to be more fully defined in the Project Operations Manual). Under the PBCs, the World Bank will finance particular expenditures which are a part of the project's budget of eligible activities. These expenditures are clearly identifiable in GoU integrated financial management information system and are referred to as Eligible Expenditure Programs and include expenditures under Component 1. Following a sector-support program principle, the World Bank funds earned through PBCs may not be separately tracked and the World Bank will accommodate withdrawal applications from the financing as long as the overall expenditures eligible under the EEPs are more than or equal to the amount to be withdrawn from the World Bank, and fiduciary control and oversight of the funding is acceptable to the World Bank. Total EEPs will be annually tracked through external audits and aggregated for the life of project. The expenditure mechanism satisfies Bank policy and in particular the three pillars in OP 6.00, namely, (a) the expenditures are productive and necessary for the success of the sector program; (b) they contribute to solutions within a fiscally sustainable framework; and (c) acceptable oversight arrangements are in place.

99. **Eligible Expenditure Program** for the PBC component will include the following:
(i) Vote (500-800) LGs School Capitation Grants;
(ii) Vote (500-800) LG School Inspection; and
(iii) Vote (500-800) Staff Salaries for Secondary Education.

100. **Audits.** The Ministry has an active Internal Audit department with practical experience on the previous and existing IDA projects. The internal audit unit is guided by an internal audit manual issued by the GoU that emphasizes a risk-based approach and value for money audits, policy and procedures, compliance reviews, and special investigations. The department needs to improve on submission of internal audit reports. External auditing is primarily a responsibility of the Auditor General for all government programs and projects. The audit may be subcontracted to private auditors, with the final report issued by the Auditor General based on the work of the

subcontractor. There are currently no outstanding audits with the MoES.

Procurement

101. **Applicable Procurement Rules.** Procurement under the Project will be in accordance with the World Bank's "Procurement Regulations for IPF Borrowers" (and hereafter referred to as "Procurement Regulations"), dated July 2016 and revised in August 2018 under the New Procurement Framework (NPF). The MoES has recent experience implementing IDA funds under recent projects where similar types of contracts have been executed: the Albertine Project, the Skills Development Project as well the UTSEP. The Project will be subject to the World Bank's Anticorruption Guidelines, dated October 15, 2006, revised in January 2011, and as of July 1, 2016. The Project will use the Systematic tracking of Exchanges in Procurement (STEP) to plan, record and track procurement transactions.

102. **Project Procurement Strategy for Development (PPSD).** To improve Project implementation and to achieve results, the Borrower has prepared a PPSD and Procurement Plan (PP) based on the PPSD for the first 18 months of Project implementation. The implementing agency for all components is MoES, which is currently implementing for educational projects. Each of the projects hires individual consultants to implement project activities working with the MoES staff. The members of the Contracts Committee which has the mandate for oversight are new, and so are the Procurement and Disposal Unit (PDU) Staff which may result in delays in processing to the differences between the World Bank's Procurement Regulations and the national Law.

103. Districts will be key stakeholders in works execution. Under UTSEP, there were mixed results in working with Districts. While some District Staff were cooperative, others were not. The MoES working with MoLG will strengthen the accountability mechanism to hold errant district staff accountable.

104. The UTSEP team successfully delivered 145 schools and gained experience not only in the works execution but also stakeholder management – this experience and capacity built can be rolled over to the Project. Based on the lessons learnt, timely preparation of the environmental and social safeguards studies using competent staff will ensure timely initiation of the bidding process for works. To mitigate procurement capacity risks, there will be a need for hiring additional staff to augment the numbers in MoES and ensure adequate resources for construction supervision, staff capacity building and training, continuous oversight, reviews and audits and use of real-time monitoring and tracking tools. The Works/Construction activities will utilize established technological practices and construction methodologies and can be categorized as simple non-complex works. The local Contractors have been established to have sufficient capacity to execute these works as demonstrated under UTSEP.

105. **Procurement capacity risk assessment.** A procurement capacity and risk assessment of MoES were carried out by the World Bank on January 30, 2019. It was established that PDU staff are proficient in procurement processing under Public Procurement and Disposal of Public Assets Act (PPDA) guidelines but have limited proficiency in IDA procurement management. The MoES technical staff from the CMU provide technical support to the District Local Governments (DLGs) in the implementation of the World Bank funded UGIFT Project, which consumes a substantial amount of their time, and yet the project is being rolled out to more districts further straining the CMU resources. MoES will need to engage additional engineers, clerks of works, and Environmental and Social Health and Safety (ESHS) staff to implement the Project civil works within the timeframe and budget. The key risks and agreed mitigation measures are indicated below.

106. **The key procurement risks are:**

a) Delays in preparation of bidding documents due to delays in conducting environmental and social safeguard studies reports;
b) Contractors non-performance through not resourcing program and poor workmanship;
c) Delays in Payment of Service Providers constraining cash flow to support construction;
d) MoES Staff not familiar with Procurement Regulations and reshuffles of Procurement Staff at PDU result in loss of knowledge built under previous projects;
e) Changes in location of schools at implementation stage resulting in Design changes result in time and cost overruns;
f) Submission of forged documentation in the bids and misrepresentation of qualification requirements by contractors;
g) Bid tampering resulting in other wise unqualified bidders being awarded contracts and subsequently time overruns;
h) Inadequate working area/rooms and space for record keeping/filing for the Procurement Unit;
i) User Department staff have gaps in contract management skills; and
j) Inadequate staff to support project implementation due to other commitments including UGIFT.

107. **The mitigation measures include**:

a) The Locations of schools were confirmed, and associated Environmental and Social Impact Assessment (ESIA) and Resettlement Action Plan (RAP) reports concluded before September 30,, 2020;
b) MoES to hire and deploy Clerks of Works to ensure full time Borrower presence and monitoring on the construction sites;
c) Put in place tracking mechanism for the verification and internal approval processes in payment process;
d) Training to the Ministry Staff and PDU on World Bank Procurement Regulations and recruit a Procurement Specialist with qualifications and experience acceptable to IDA to ensure timely processing of contracts under the Project;
e) MoES to sign MoUs with Districts committing to construct schools in same locations as agreed at Concept stage of designs;
f) Timely reporting of malpresentation by Bidders to PPDA and INT for sanctioning;
g) Due diligence by the Evaluation team contacting previous employers to confirm experience, and in addition Auditors and Uganda Registration Services Bureau (URSB);
h) Providing sufficient working area/rooms and space for seating of staff and record keeping/filing in Procurement Unit;
i) International Federation of Consulting Engineers (FIDIC) capacity building in contracts management to build capacity in enforcing contracts and MoES to also prepare contract management plan for civil works;
j) Hiring of individual Consultants to augment MOES Staff and fill gaps in skills and numbers prioritising Staff from UTSEP to reduce learning curve and make use of expertise built; and
k) COVID19 mitigation measures: enhanced engagement of bidders through: (a) online pre-bid and proposal meetings; (b) organizing travel clearances for contractors to visit the site in areas where movement is restricted due to lock down measures; (c) engagement of stakeholders at LG to support site inspection during contractors' site visits; (d) permitting alternative submission of bids by third party agents, through embassies, or of encrypted bid documents, all at the Contractor/Supplier/Consultant's risk; and (e)

contract duration, including for construction, shall be specified taking into account the contract implementation challenges and delays due to restrictions and measures to curb spread of COVID 19.

C. Safeguards

Environmental Safeguards

108. The Project will construct new secondary schools and add facilities to existing schools, including construction of classroom blocks, an administration block, teachers houses, latrines, science laboratories, an ICT laboratory and a library. The physical civil works are expected to generate negative environmental, health and safety impacts that may include amongst others, dust and noise pollution, vegetation clearance, soil erosion, construction waste, community and occupational safety concerns. Additionally, there will be indirect and accumulative impacts arising from extraction / sourcing of construction materials (such as sand, water, clay bricks, poles, timber) from the natural environment. There will be enhanced environmental benefits for schools through greening and tree planting activities. The associated Environmental Health and Safety (EHS) risks and impacts can be reversed, are temporary in nature and can be easily and cost-effectively mitigated with relatively standard mitigation measures. It is also expected that impacts will be site-specific and may not affect an area broader than the sites of the physical works, no project activity will be undertaken or located in environmentally sensitive areas like wetlands, flood and landslides prone areas. All project adverse impacts are expected to be mitigated with known technology, good practices and management solutions, resulting in residual impact of minor significance. For this reason, the project has been assigned Environmental Assessment Category B.

109. **Safeguards policies triggered.** OP 4.01 is triggered as the Project may have potential adverse Environmental, Health and Safety (EHS) risks and impacts through the construction and operational phases. The project also triggers the Environmental Safeguard Policies on Physical Cultural Resources OP/BP 4.11 due to the possibility of chance finding of physical cultural resources during construction. The potential physical cultural resources will be addressed by incorporating reporting and handling procedures as part of site specific Environmental and Social Impact Assessment (ESIA) and dealt with in the context of the Environmental and Social Management Framework (ESMF). Since the Project investments have not yet undergone feasibility studies, and their sites have not yet been identified, Safeguard Policy requirements shall be complied through diligent application of an ESMF and site specific ESIA/Environmental and Social Management Plan (ESMP) during implementation. The ESMF has been cleared by the World Bank and disclosed on May 7, 2020 on the World Bank website. The Project will also be guided by the WBG- EHS Guidelines.

110. **The MoES will be responsible for the preparation and implementation of safeguards instruments, as well as overall compliance enforcement of relevant national safeguards regulations.** The Ministry currently has one Environment and Social specialist supporting the implementation of other World Bank supported projects, however, there will be need for the Project to hire at least two dedicated safeguards personnel. From the lessons learned, there is need to harness the existing district local government capacity for environment management. The MoES will sign MOUs with district local governments to utilize the services of District Environment Officers and District Community Development officers who are instrumental in providing safeguard monitoring support during construction phases of the several schools. The Project will provide dedicated budgets for district local governments for monitoring the implementation of ESIAs/ESMPs and regular reports submitted to MoES.

Social Safeguards

111. **OP 4.12, Involuntary Resettlement and OP 4.10, Indigenous Peoples, are triggered due to the potential for acquisition of land for construction of new schools and extension of existing ones in beneficiary districts, including those hosting refugees and Vulnerable and Marginalized Groups (VMGs).** The project will support construction of school infrastructure across the country. Risks associated with these type of activities (e.g. influx of labor, social inclusion/conflict, gender issues, inadequate consultation, etc.) have been identified and mitigation measures proposed in the project's ESMF.

112. While most of the government institutions have substantial areas of land allocated to them, there have been some instances of land grabbing or/and community takeover for individual use. In addition, some project affected persons (PAPs) may experience physical and/or economic displacement. Guidelines to manage the land acquisition process have therefore been included in the Project's Resettlement Policy Framework (RPF), which was cleared by the World Bank and disclosed in country and on the World Bank's external website on May 7, 2020. The RPF specifically provides guidance on preparing, reviewing, approving and implementing the subsequent Resettlement Action Plans (RAPs) before the commencement of the actual civil works.

113. **The project is likely to cover areas such as Karamoja and Rwenzori regions which are known to host the Ik (Kaabong District in Karamoja region) and the Batwa (South Western Uganda: Kasese, Kisoro, Bundibugyo and Kanungu).** A Social Assessment confirmed the presence of these groups (referred as Vulnerable and Marginalized Groups -VMGs) in these five districts. As a result, the Vulnerable and Marginalized Groups Framework[32] (VMGF) in Uganda was prepared, consulted upon and disclosed in country and on the World Bank external website on May 7, 2020. The VMGF sets out the measures for the Government to ensure the VMGs are consulted in a Free Prior and informed manner and that broad support for the project is secured. Once relevant Project sites have been identified, the Borrower will prepare a Vulnerable and Marginalized Groups Plan (VMGP) that will provide practical measures focused on enhancing access and quality of secondary education services in these areas.

114. **There are further social risks associated with the potential labor influx to target areas during construction activities.** These include the risk of exacerbating HIV transmission, Gender Based Violence (GBV), child labor and Violence Against Children (VAC), in addition to adherence to labor and working conditions. The GBV risk assessment has been done for the Project with total risk rating of 14.5. To mitigate this, the Project will ensure appropriate social controls and requisite staffing in contractor selection and supervision phases of civil works. The MoES has a well-staffed gender unit with satisfactory capacity to support projects in managing Gender Based Violence and Violence Against Children. In addition, this Project benefits from a Social Risk Management Component/ Tool (financed under the UTSEP, P133780) that includes enhanced mechanisms to mitigate risks of VAC associated with the Project and prevent violence in schools through child participation and empowerment. The tool will be introduced in all sub-counties with civil works at the LG, community and school levels.

115. **The Project will contribute to the girls education and VAC agenda of the Bank education portfolio, including specific COVID19 response activities.** GPE funded COVID19 Emergency Education Response Project (under preparation) is based on the National COVID19 Response Plan and includes back-to-school activities for girls and boys. The project will engage local communities, families and governments to address the issue of girls returning to schools after re-opening. The project will provide decent opportunities for monitoring the attendance and addressing dropouts. Ongoing Uganda Skills Development Project and African Centers of Excellence-2 Project

[32] Previously referred as Indigenous Peoples' Policy Framework.

are being adjusted to support female students return to their studies. This will be done through updating and allocating priority funding for institutional gender plans. Through the proposed COVID-19 Economic Crisis and Recovery Development Policy Financing (DPF), the GoU is committed to adopt a multisectoral National Child Policy and implementation plan, which will enable GoU to prevent abuse of children and respond to the challenges of girl child education in the short and long run. Forthcoming Uganda Demographic Study has education and gender aspects in focus and will propose policy measures required to provide girls with equal education opportunities.

116. **The following steps were agreed to enable early identification of Environmental and Social (E&S) risks and impacts and incorporation into site-specific designs, layouts and BoQs.** The three-stage appraisal process will be followed: (i) preliminary site appraisal / rapid site assessment; (ii) E&S screening and stakeholder consultation; and (iii) detailed site appraisal / assessments. The associated tools for carrying out these site appraisals and screenings were agreed between the World Bank and MoES. The Ministry will prepare site specific ESIAs for the first batch of the schools to be constructed before the project effectiveness.

117. **Activities targeting students with special needs are integrated in the project design.** School structures will be special needs friendly. Potential students of the new project schools with special needs will be identified though consultations with local communities and LG, and relevant learning materials (e.g. visual and hearing aids) will be provided to such students. Teacher training programs supported under the project will have a SNE module for the teacher currently or potentially working with the SNE students. The project will provide SNE materials to the selected schools and learners in the RHA. The AEP will be available to the students with special educational needs. The SNE unit of the MoES will be supervising and guiding these activities.

Grievance Redress Mechanisms

118. While a detailed project-specific feedback and complaints mechanism is to be set up as described in the ESMF, the Project will incorporate the existing grievance mechanism that uses the national administrative structure. The GRM process will start from documenting and addressing the complaint at local government. If not possible, the complaint will be scaled up to further levels, e.g. Sub-County, District, etc. If it is not resolved by LGs in due time, it will be communicated by complainant to the PCU head and followed up at the central level. The GRM follows the key principles i.e. it should be scaled to address the risks and impacts on affected communities, be culturally appropriate, be clear and accessible for any individual or group at no cost (vulnerable groups), be transparent and including regular reporting, and preventive of retribution and to not impede access to other remedies. Furthermore, the grievance mechanism will provide access to specific target groups, e.g. girls and women who, might be subject to sexual harassment during construction, and would need avenues to submit grievances that protect their privacy.

119. Communities and individuals who believe that they are adversely affected by a World Bank supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit *http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service*.

For information on how to submit complaints to the World Bank Inspection Panel, please visit <*www.inspectionpanel.org*>.

120. **Citizen Engagement.** Citizens were engaged at the Project design stage through consultations on the project design on national level and in the districts. On national level, different Civil Society Organizations and Non-Government Organizations were engaged by the MoES and the World Bank team from early project preparation stage in discussing key issues to be addressed by the Project, expected Project results, activities and implementation modalities. The Project design was presented and discussed with the stakeholders: local communities, families, teachers, local leaders, students in selected districts during the Safeguards Frameworks preparation. During the Project implementation, the consultation process with regular feedback to close the loop will continue, through engaging citizens in early identification of risks and impacts for each school construction site. The following three-stage consultation process was agreed on: (i) preliminary site appraisal / rapid site assessment with consultations with LG administrators; (ii) social and environmental screening and wide stakeholder consultation; and (iii) detailed site appraisal and assessments in consultations with local communities. The associated tools for carrying out these appraisals are developed and agreed by the MOES and the World Bank.

121. The PCU will develop the Project specific website to facilitate citizens' access to information. The website will share information about the project implementation progress and provide opportunities for the citizens on a national level to request information on project interventions. Feedback logs will be available at every district and school targeted by the project. LG and school principals will be aggregating the feedback and communication to the PCU and MoES on a periodic (e.g. monthly) basis in line with a protocol to be detailed in the POM. Urgent requests or complaints will be communicated immediately, including through the project overall GRM. The citizens will also have an opportunity to provide feedback at regular public events related to the project, e.g. ground-breakings, capacity building workshops, thematic project conferences, etc. Citizens and local communities will play an important role in ensuring children's safety during the school construction and school operation. All local communities will be sensitized and provided with information about GRM procedures and feedback tools. A separate module of the Child Friendly Schools Program will be dedicated to engaging citizens. Each Project school will have a mechanism and resources to engaging communities to support better access and quality of education, e.g. through regular meetings, school boards, teacher-parents committees, etc. The above mechanisms will enable PCU and MoES to integrate the feedback into the project implementation. Aggregated feedback collected will be regularly communicated through the project web portal, project specific social media and LGs, as appropriate to close the loop by informing citizens about how the feedback has been integrated or how it is affecting or not the impact on the ground. A communication officer at the MoES /PCU is already leading the community engagement activities for all ongoing education projects and will continue the same support for the proposed Project.

D. Climate Co-Benefits

122. **General Climate Change and Disaster Vulnerability Context.** Uganda is among the world's most vulnerable and simultaneously least adapted countries to climate change risks. Uganda is exposed to a variety of natural hazards (droughts, flooding, landslides, heat waves). Uganda experiences both flash floods and slow-onset floods, which are common in urban areas, low-lying areas, areas along river banks and swamplands. Areas most prone to floods are the capital city, Kampala, which is characterized by the highest concentration of schools in the country, and the northern and eastern areas of the country, which are considered to be some of the most vulnerable regions from the climate change perspective. These risks are exacerbated by persistent poverty, land degradation, rapid and unplanned urbanization since the 1960s, and weak enforcement of building codes and

zoning regulations, and a lack of coordinated disaster response strategies. Poor and vulnerable groups (especially women and children) are most likely to be impacted by climate change through damages to their assets, livelihoods and their food security.

123. **Vulnerability Context within the Education Sector.** The general climate change vulnerability context has direct consequences for the education sector. Increased intense rainfall events, with the possibility of higher rainfall for some areas will lead to the heightened risk of flooding, and cause damage to property and infrastructure. This has already produced visible effects on the existing school infrastructure, as well limiting the Government's ability to select areas suitable for future school construction. The Government is committed to reducing climate change impacts on the education sector and on its citizen's more broadly. Indeed, Uganda was one of the first African countries to join the Nationally Determined Contribution (NDC) Partnership Plan in Africa (on June 26, 2018) to advance efforts on its commitments made under the Paris Agreement on climate change. The Government is highly committed to accelerating gender-responsive adaptation measures (including in the education sector) for effective climate governance and increasing overall climate financing.

124. **Project Contribution to Climate and Disaster Mitigation.** In terms of mitigation measures, the Project will address the following: (i) infrastructure to include flood defense mechanisms, landslide and soil erosion prevention. This involves strategically selecting sites for school construction, as well as risk-prone infrastructure elements Use of climate-smart construction materials, technology and equipment in the construction of schools; and (ii) trees planting around the new and existing schools in selected districts. This will address the issues of soil erosion, landslides due to floods, as well as leading to a greater carbon dioxide absorption and combatting deforestation activities.

125. **Project Contribution to Climate and Disaster Adaptation.** In terms of adaptation measures, the Project will contribute to the following: (i) integrate content on climate change adaptation in training materials for headteachers and teachers under Component 3 of the project, thus boosting human resource capacity to address climate change-related issues. This will include training head/teachers on how to prepare and carry out evacuation protocols at the onset of climate change-induced emergencies, such as flash floods; (ii) include content on environmental safety aspects through the Child Friendly Schools Program and Entrepreneurship program in all project targeted schools. This will boost teachers, pupils, school management, and community's capacity to address climate change-related issues; (iii) sustainable school construction strategy will enforce climate change considerations in infrastructure design. This will include, inter alia, energy efficient technologies, infrastructure that is resilient to climate vulnerabilities, environmental protection through tree planting, water harvesting, etc.; (iv) providing capitation grants to children of especially poor refugee families to offset the costs of education fees. This would promote greater overall resilience to climate shocks and improve nutrition; (v) help address education facilities' exposure to climate change-induced natural disasters by selecting school sites that are in areas that are climate change and natural disaster resilient; (vi) Incorporate energy efficiency and climate-resilient design measures in infrastructure (water & sanitation), such as rain water harvesting systems and solar energy technology; and (vii) adopt sustainable school infrastructure and the use of climate friendly technologies. This includes the use of steel beams, instead of timber beams for construction.

V. KEY RISKS

126. **The macroeconomic risk: Substantial.** The recent COVID-19 pandemic is expected to significantly disrupt economic activity and raise the macroeconomic risk. To date, official figures indicate that Uganda has been able

to contain widespread transmission of COVID-19. Despite that, economic activity is expected to be seriously affected through three channels, specifically: services sector due to the shock to tourism; imports and related supply chains for industry; and liquidity for the financial sector. The situation continues to be fluid making precise estimates of impacts a challenge. However, the COVID pandemic is expected to significantly reduce growth in FY2020. The large shock to GDP growth is expected to substantively reduce revenue while expenditure increases as government programs are implemented to deal with the pandemic, including needed economic support to households, businesses and possibly financial institutions. This is expected to create a significant financing gap that could impact the already low government levels of spending on the education sector.

127. **Sector strategies and policies: Substantial.** The most immediate policy risk relates to the Government's plan to withdraw from the PPP policy with selected private education providers. This decision will likely result in a decrease in enrollment rates, particularly amongst the most vulnerable groups. During the implementation stage, a mitigation strategy will be developed jointly with the MoES, aimed at targeting students who would not be able to enroll without a government subsidy. In addition, the 'one public school per subcounty' policy - if implemented without the prior study of reasons for low enrollment in selected sub-counties - carries a risk of misdiagnosing the factors contributing to poor enrollment, leading to wrong assumptions regarding corrective measures required (e.g. supply vs. demand). Also, surge in supply of secondary schools across the country resulting from the Project requires appropriate increase in number of employed teachers associated with a significant teacher payroll increase, as well as better teacher distribution policies. The issue of employing new teachers shall be resolved by the GoU prior to construction of the new schools. Over the course of the Project preparation and implementation, the World Bank will assist the MoES in researching the best policy options to address these issues. Lastly, the GoU is rolling out the new curriculum in the whole country using domestic funding starting from February 2020.

128. **Institutional capacity for implementation and sustainability: Substantial.** The lack capacity, sluggish approval processes, especially around procurement, and understaffing, have been identified as major causes of ineffective implementation of projects by the MoES. To mitigate this, the World Bank team together with the MoES staff gathered lessons from the previous and on-going education projects to prepare a realistic improvement plan. Further, there has been a downward trend in financing towards education both as a percentage of total public spending and as a share of GDP. This declining trend is a risk to the sustainability of Project interventions. The World Bank will continue discussions with the Government on how the Project interventions can be expanded and sustained after the Project closes, for instance through the School Construction Policy to be prepared by the Project.

129. **Fiduciary: Substantial.** Under current projects, monitoring of the implementation of procurement plans is done ineffectively, leading to delays in both procurement and contract management. Management of contracts needs improvement, particularly around meeting payment obligations and holding providers accountable for timely delivery of goods. While the number of staff in the procurement department is adequate and the staff experience with IDA procurement rules is improving, challenges still persist. As far as the construction related procurement is concerned, the capacity of the CMU has slightly improved, although it is still inadequate to manage a large volume of contracts. Misrepresentation of contractors' qualifications is common, leading to hiring of unqualified contractors or requiring extensive due diligence to establish qualifications. However, measures have been put in place to institutionalize improvements gained over the past and current IDA-financed projects. In particular, a dedicated construction team has been put in place within the PCU. The team has additional staff tasked with managing procurement, contracts and engineering works, as well as general financial management

including monitoring of payment timeliness. In addition, the MoES has an active Internal Audit Department, which conducts value for money audits, compliance reviews, and special investigations. The Project will also undergo a series of external audits, conducted by the Auditor General. These measures are expected to improve the ministry's capacity and mitigate fiduciary risks.

130. **Environment and Social: Substantial.** The locations of the Project supported schools are yet to be determined. Each supported school will have several facilities including but not limited to administration and classroom blocks, laboratories, latrines for both teachers and students, among others. Given this high level of civil works coupled with the planned distribution of the new schools across the country, the likely risks arising from land acquisition and presence of vulnerable and marginalized groups in some of the project areas, the environmental and social risk is considered substantial. An ESMF was prepared to manage the anticipated environmental and social impacts including addressing institutional capacity gaps. During the implementation phase, site-specific ESMPs will be prepared.

Performance Based Conditions and Verification

131. **Two Performance Based Conditions** (PBC) will be used under the Project:

- PBC 1 Number of newly constructed, equipped and operationalzed lower secondary schools and schools benefiting from additional infrastructure
- PBC 2 Number of Schools with Child Friendly Schools Program implemented

132. **Independent verification.** The MoES will be responsible for contracting an independent verification agent (IVA) to verify the PBC 1 and PBC 2.3. The Office of the Auditor General (OAG) will be responsible of undertaking the verification of compliance with PBC 2.1 and 2.2. This will ensure independency in verifying the results. The IVA will be competitively selected no later than six months after the project effectiveness. The MoES will prepare the verification schedule and reflect it in the POM. The MoES will prepare regular (semi-annual unless different schedule is agreed between MoES and the World Bank) progress reports and submit it to the IVA for verification. The verification shall include physical review of the results. The verification reports will be approved by MoES. The reports shall be acceptable to the World Bank before disbursement can be processed. The World Bank will observe the process of results achievement and retain the right to make the final decision on whether a Result has been achieved or not when confirming results. The basis of this confirmation will be the detailed verification protocols and reporting requirements set out in the POM.

133. Tables below provide details on the PBCs definition, PBC linked results (Results), Targets and Disbursements.

Table 1: PBC1 Planned Results, Targets and Protocols

PBC Results	Definition and list of documents to be submitted	Protocols
PBC 1 Number of newly constructed, equipped and operationalized lower secondary schools and schools benefiting from additional infrastructure		
Result 1.1. Locations for news schools and school to receive additional facilities identified	• The list of new and existing schools selected as per the process and criteria described in the POM. • Site appraisals carried out to confirm ground conditions and site layout • Citizen engagement workshops carried out. • Report from a third-party that confirm that at least 80% of the selected schools and subcounties meet the eligibility criteria. To be verified in phases.	• The list of schools. • Certification from the CAO that the district capacity to assist in supervising civil works is available, including names of the officers and contacts of the required staff. • Certification from the CAO that sufficient land (at least 5 acres) is available for the new school. • The new schools location and existing schools examined by the verification firm to confirm that the process and criteria described in the POM are met.
Result 1.2. Contractors procured, contracts awarded and signed	• The disbursement is to be based on the number of schools with civil works contracted. • Invitation to bids are published online. • List of contractors are published online. • List of schools and contract value per school are published online. • Signed contracts are published online.	• Review of the online publications. • Approved Bid Evaluation Reports recommending contract award. • Signed contracts submitted to IDA.
Result 1.3. Construction progress: A. 30% completion: foundation level complete, floor slab and walls have reached window level; B. 70% completion: all facilities roofed; C. 90% completion (i.e. substantial completion): all facilities plastered, painted, windows and doors fitted, water &	• No. of schools where the buildings are 30%, 70%, 90% and 100% completed respectively. • Supervision reports are published online by district, by school, and by contractor. • Construction progress reports by the MoES. • Publish the List of completed schools with completed civil works online, and publish the certificate online. • Verify that District and headteachers have certified school completion for all completed schools submitted for funding and publish the certified information online.	• Reports of site visits by construction supervisory staff. • A third-party verification of construction progress of all schools. • Certification of school completion from District and SMC/HT for all completed schools. • Certification issued at end of Defects Liability Period for all completed schools. • At 100% completion, at least 80% of the schools / new facilities shall meet

energy systems installed; and D. 100% completion: all defects corrected.		construction quality standards stipulated in the contract to trigger full disbursement. To be verified per the construction phase.
Result 1.4. School operationalization	• Progress reports and delivery notes on supply and installation of furniture, science and ICT equipment, and learning materials. • District and headteacher certification of school furniture, equipment and instructional materials and published online • Wage bill provided for teachers of the new schools. • Documents confirming teacher recruitment & deployment. • School coding.	• Certified supply of furniture, equipment and instructional materials for all completed schools. • At least 80% of the schools shall meet equipment and furniture quality standards stipulated in the contract to trigger full disbursement.- To be verified per the construction phase • Teachers wage included in the Mid Term Expenditure Framework. • Teachers are appointed and deployed to the new schools. • Schools are coded.
PBC 2 Implementation of the Child Friendly Schools Program		
Result 2.1. ToR for the NGOs to implement the Child Friendly Schools Program and a list of all existing secondary schools in refugee-hosting areas is approved	• List of schools in the refugee hosting areas to benefit from the Program established. • Terms of reference designed for implementation of Child Friendly School methodology in selected schools. • The Journey Handbook and Good School Toolkit will be used as a guide to prepare the ToR.	• ToR cleared by MoES and no objection from the World Bank issued.
Result 2.2. Contract or MoU with the NGO is signed	• Contract or Memorandum of Understanding between MoES and selected implementing partners signed.	• Signed contracts or Memorandums of Understanding. • Contracts will cover all beneficiary schools.
Result 2.3. Substantial implementation of Child Friendly Schools Program	• The detailed definition of “substantial implementation” will be provided in the verification protocol developed by IVA as part of inception report.	• Verify the number of schools where the Program is implemented, i.e. at least

	• Substantial implementation will require at least the following: o school level Program implementation plan been prepared under guidance from the MoES and NGOs and adopted by a School Board; o the Plan includes priority activities, targets and timelines; o targets for at least three priority activities are achieved. • Progress reports by contractors and MoES. • Evidence of monitoring by Ministry of Education, i.e. monitoring reports published online.	three priority activities from the Plan are implemented. • At least 80% of the schools shall implement at least three priority activities to trigger full disbursement. Verification to be phased as per the implementation plan. • The IVA will observe and assess examples and evidence of changes in behavior of teachers, administrators and students.

Table 2: PBC1 Planned Results, Targets and Disbursements

	PBC 1: School Construction							
	Result 1.1	Result 1.2	Result 1.3a	Result 1.3b	Result 1.3c	Result 1.3d	Result 1.4	**Total PBC 1**
Expected Result	Locations for news schools and school to receive additional facilities identified	Contractors procured, contracts awarded and signed	Construction progress at:				School operationalization	
			30% completion	70% completion	90% completion	100% completion		
Disb., %	10%	10%	25%	25%	20%	10%	Not applicable	**Not applicable**
Cumulative disb., %	10%	20%	45%	70%	90%	100%	100%	**100%**
Disb. per school	57,966	57,966	144,915	144,915	115,932	57,966	90,395	**670,056**
Cumulative disb. per school	57,966	115,932	260,847	405,763	463,729	579,661	90,395	**670,056**
Total no. of schools		177	177	177	177	177	177	**177**
Disbursement per Result	10,260,000	10,260,000	25,650,000	25,650,000	20,520,000	10,260,000	16,000,000	**118,600,000**
Disbursement Cumulative	**10,260,000**	**20,520,000**	**46,170,000**	**71,820,000**	**92,340,000**	**102,600,000**	**16,000,000**	**118,600,000**

Table 3: PBC2 Planned Results, Targets and Disbursements

	PBC 2: Child Friendly Schools		
	Result 2.1	Result 2.2	Result 2.3
Expected Result	ToR cleared	Contracts or MoUs signed	Programs substantially implemented
Disb., %	5%	30%	65%
Cumulative disb., %	5%	35%	100%
Disb. per school	Not applicable	4,601	9,969
Total no. of schools	Not applicable	326	326
Disbursement per Result	250,000	1,500,000	3,250,000
Disbursement Cumulative	**250,000**	**1,750,000**	**5,000,000**

VI. RESULTS FRAMEWORK AND MONITORING

Results Framework
COUNTRY: Uganda
Uganda Secondary Education Expansion Project

Project Development Objectives(s)

The project development objective is to enhance access to lower secondary education by focusing on underserved populations in targeted areas.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets	End Target
			1	
Enhance access to lower secondary education by focusing on underserved populations in targeted areas				
Students benefiting from direct interventions to enhance learning (CRI, Number)		0.00	685,000.00	2,450,600.00
Students benefiting from direct interventions to enhance learning - Female (CRI, Number)		0.00		1,225,300.00
Enrolment at public lower secondary schools in targeted districts, girls (Number)		191,082.00	194,682.00	211,962.00
Enrolment at public lower secondary schools in targeted districts, boys (Number)		219,652.00	223,252.00	240,532.00
Enrolment at lower secondary education for refugees (Number)		16,000.00	18,700.00	21,400.00
Enrolment at lower secondary education for host communities (Number)		29,000.00	32,050.00	39,100.00

Indicator Name	PBC	Baseline	Intermediate Targets	End Target
			1	
Gender parity index in 30% worst performing (with lowest GPI) targeted districts (Percentage)		66.00	72.00	80.00

Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets	End Target
			1	
Component 1: Expansion of Lower Secondary Education				
Number of newly constructed, equipped and operationalized lower secondary schools with teachers deployed by the MoES (Number)	PBC 1	0.00	60.00	116.00
Number of existing schools benefiting from additional infrastructure (Number)		0.00	30.00	61.00
Number of lower secondary schools where the Child Friendly School Program is implemented. (Number)	PBC 2	0.00	160.00	326.00
Component 2: Refugee and Hosting Community Education Support				
Number of students enrolled in AEP (Number)		1,750.00	4,000.00	8,350.00
Number of refugee students covered by the capitation grants program (Number)		0.00	50,000.00	86,000.00
Component 3: Teacher support				
Number of school administrators trained (Number)		0.00	1,985.00	3,970.00
Number of science teachers (ICT champions) trained (Number)		0.00	1,350.00	2,700.00
Number of clusters established (Number)		28.00	64.00	100.00

Indicator Name	PBC	Baseline	Intermediate Targets	End Target
			1	
Percent of observed teachers trained under the project providing corrective feedback in the classroom (Percentage)		0.00		75.00
Number of strategies and implementations plans adopted (Number) (Number)		0.00	2.00	5.00
Teachers recruited or trained (CRI, Number)		0.00		18,470.00
Component 4: Management, M&E				
Grievances registered and addressed in line with Grievance Redress Mechanism (Percentage)		0.00	75.00	90.00

Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Students benefiting from direct interventions to enhance learning		Midterm and project end.	EMIS, project reports	The indicator includes: Students benefiting from teachers trained and supported under the project* - 2,358,000 Students receiving scholarships - 86,000 AEP - 6,600 * 2017 EMIS data. Annual enrollment of students includes all public school students	MoES

				(about 590,000) and 50% of students enrolled in private schools (about 322,000) and students enrolled in new schools. The training of the teachers will be done gradually: 25% trained in Y2, 50% by Y3, 75% by Y4 and 100% by Y5. Students from the new schools are included as well.	
Students benefiting from direct interventions to enhance learning - Female		Same as for the core indicator	Same as for the core indicator	Same as for the core indicator	Same as for the core indicator
Enrolment at public lower secondary schools in targeted districts, girls	The indicator will measure the number of female students who will annually enroll in public school in the targeted districts (2017 is the baseline year).	Measurement will be taken at project midterm and end of project.	EMIS	Headcount	MoES
Enrolment at public lower secondary schools in targeted districts, boys	The indicator will measure the number of male students who will enroll annually in public school in the targeted districts (2017 is the baseline year).	Midterm and end year	EMIS	Head count	MoES

Enrolment at lower secondary education for refugees	The project will finance construction of about 15,000 new places in lower secondary schools in the refugee hosting areas. The target is set based on the assumption that the current proportion in enrollment between refugees and hosts is maintained (33% to 67%). However, the overall enrolment will depend on the refuges influx and internal migration during the project life, which is beyond the project control. Enrolment in private and public schools is counted as reliable disagregated baseline data is not available. AEP enrolment is not included and measured under a dedicated indicator.	Midterm and end of project	EMIS	Enrollment data by refugee settlement and hosting communities.	MOES
Enrolment at lower secondary education for host communities	The project will finance construction of about 15,000 new places in lower secondary schools in the refugee hosting areas. The target is set based on the assumption that the current proportion in enrollment	Data will be reported at midterm and end of project.	Baseline: UNHS. Monitoring: E MIS	Enrollment data	

	between refugees and hosts is maintained (33% to 67%). However, the overall enrolment will depend on the refuges influx and internal migration during the project life, which is beyond the project control. Enrolment in private and public schools is counted as reliable disagregated baseline data is not available. AEP enrolment is not included and measured under a dedicated indicator.				
Gender parity index in 30% worst performing (with lowest GPI) targeted districts	Gender parity index (number of enrolled girls divided by number of enrolled boys) in 30% worst performing (with lowest GPI) targeted sub-counties. GPI in the targeted district was at 91% (2017).	Midterm and end of project.	EMIS	Regulare EMIS data collection using MoES structures	

Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of newly constructed, equipped and operationalized lower secondary	Number of new schools constructed	Annual	Verification reports,	Verification	MoES

schools with teachers deployed by the MoES			project M&E		
Number of existing schools benefiting from additional infrastructure	Number existing schools in the RHA benefiting from additional infrastructure.	Annual	Verification reports, project M&E	Verification	MoES
Number of lower secondary schools where the Child Friendly School Program is implemented.	The schools which verified substantial implementation of the Child Friendly School Program in the project supported schools, including all existing (up to 210) and new (32) schools in the RH Districts and all newly constructed schools in non-RHD (84). The definition of "substantial implementation" will be provided in final verification protocol which will depend on the methodologies used by NGOs which will implement the Program. It is expected that "substantial implementation" would require implementation of at least three priority activities. Example of activities: - School clubs established that implement school protection activities.	Annual	Verification reports, project M&E	Verification	MoES, Independent Verification Agent (IVA)

	- Five + teachers trained in elimination of VAC. - Records of VAC cases reported and actions taken. - Five + key policy documents and reference materials on elimination of VAC.				
Number of students enrolled in AEP	Number of AEP students, cumulative	Annually	Project M&E reports	Headcount. Target includes the baseline figure, i.e. students enroled before the project. About 6,600 students will be enroled under the project.	MoES
Number of refugee students covered by the capitation grants program	Number of students who have benefited from the capitation grants for three school terms during one school year.	Annually	Project M&E reports. LG audit reports	LG audit reports	MoES
Number of school administrators trained	Number of school administrators (Headteachers and Deputy headteachers) from existing lower secondary schools who completed training	Annually	Project M&E reports	Headcount	MoES
Number of science teachers (ICT champions) trained	Number of science teachers who completed training and became ICT champion	Annually	Project M&E reports	Headcount	MoES

Number of clusters established	Number of clusters established: equiped, leaders trained and engaged in ongoing CPD programs	Annually	Project M&E reports	Site visits	MOES
Percent of observed teachers trained under the project providing corrective feedback in the classroom	According to school inspections data. Science teachers trained under the project will be observed / assessed.	Annually	DES	School inspections	DES
Number of strategies and implementations plans adopted (Number)	Number of strategies/ policies/implementation plans approved by the MoES	Annually	PCU/MoES	Administrative Data	MoES
Teachers recruited or trained		Once a year	Progress monitoring reports, contracts	Teachers, headteachers trained under the following interventions: Component 1: all staff of the new schools and staff of existing schools trained in Child Friendly School Program Component 2: all staff trained in AEP Component 3: all teachers, headteachers and cluster staff trained	MoES
Grievances registered and addressed in line with Grievance Redress Mechanism	Data source: Grievance Log Books, Grievance Redress System Data Base, Quarterly Grievance Redress Status Reports	Semi-annually	PCU/MoES	Administrative Data	PCU/MoES

Performance-Based Conditions Matrix				
PBC 1	Number of newly constructed, equipped and operationalzed lower secondary schools and schools benefiting from additional infrastructure			
Type of PBC	**Scalability**	**Unit of Measure**	**Total Allocated Amount (USD)**	**As % of Total Financing Amount**
Output	Yes	Number	118,600,000.00	67.60
Period	**Value**		**Allocated Amount (USD)**	**Formula**
Baseline	0.00			
The project life	177.00		118,600,000.00	
PBC 2	Number of Schools with Child Friendly School Program implemented			
Type of PBC	**Scalability**	**Unit of Measure**	**Total Allocated Amount (USD)**	**As % of Total Financing Amount**
Intermediate Outcome	Yes	Number	5,000,000.00	2.91
Period	**Value**		**Allocated Amount (USD)**	**Formula**
Baseline	0.00			
The project life	326.00		5,000,000.00	

Verification Protocol Table: Performance-Based Conditions	
PBC 1	Number of newly constructed, equipped and operationalzed lower secondary schools and schools benefiting from additional infrastructure
Description	Number of newly constructed and equipped lower secondary schools and schools benefiting from additional infrastructure furnished, equipped and with teachers deployed by the MoES, The PBC 1 is attached to construction of school infrastructure, provision of furniture for classes, equipment, instructional materials, and new teachers.
Data source/ Agency	MoES monitoring reports
Verification Entity	Independent Verification Agent (IVA)
Procedure	The PBC include the following Results: finalization of selection of construction sites at Year 1; procurement for construction concluded at Year 1 & 2; construction commences at Year 1 & 2; construction completed in batches (Year 2 & 3); quality control of completed construction undertaken (Year 3 & 4); and schools fully operationalized with furniture and equipment installed and teachers deployed (Year 3, 4 & 5). The facilities will be utilized as they are completed from Year 3. Details provided in the PAD PBC section.
PBC 2	Number of Schools with Child Friendly School Program implemented
Description	The PBC 2 is attached to Component 1 and is specifically on subcomponent 1.2. dealing with improving school safety and environment and managing social risks. The Results for this Indicator will be substantial implementation of the Child Friendly School Program in the Project supported schools, including all existing (up to 210) and new (32) schools in the RHDs and all newly constructed schools in non-RHDs (84). The detailed definition of “substantial implementation” will be provided in final verification protocol which will depend on the methodologies used by NGOs which will implement the Program (see Implementation Arrangement Annex for details). It is expected that “substantial implementation” would require (a) school level Program implementation plan with priority activities, targets and timelines identified and (b) implementation of at least three such priority activities with set targets achieved. Priority activities should include the following: promoting positive discipline, protection of the child/ preventing violence against children, confidence building initiatives, improving the psychological and social school environment, promoting good governance and community engagement. The PBC will ensure that behavior of teachers, administrators and students will actually change as result of the Program implementation.

Data source/ Agency	MoES progress monitoring reports. Verification reports.
Verification Entity	IVA
Procedure	Detailed procedure, planned results, targets, protocols and disbursement amounts described in the PBC section of PAD, Tables 1 and 2.

ANNEX 1: IMPLEMENTATION ARRANGEMENS AND IMPLEMENTATION SUPPORT PLAN

COUNTRY: Uganda
Uganda Secondary Education Expansion Project

1. A Project Operational Manual (POM) approved by the MoES and World Bank will detail all of the implementation arrangements, roles and responsibilities, and fiduciary and safeguards arrangements for the Project. The information on component implementation contained in this annex is a subset of the details elaborated in the POM.

Component 1: Expansion of Lower Secondary Education

Subcomponent 1.1: Construction of New Lower Secondary Schools and Facilities

2. The infrastructure activities supported under this subcomponent will utilize established technological practices and construction methodologies and can be categorized as simple non-complex works. It expected that about 116 new lower secondary schools will be constructed and infrastructure will be improved in about 61 existing schools in the RHAs. The civil works procurement will be done in two batches with each batch having about 60 schools. Each batch will be packaged into up to about 15 lots with each lot having 3-5 schools located in proximity.

3. Construction sites for the first batch will be selected and assessed before effectiveness. The IVA will verify that the sites meet the criteria, including sufficient land and appropriate land titles, proven unsatisfied demand for lower secondary education, location in proximity to population, easy access, not subject to natural disaster risks, among others to be detailed in the POM.

4. The school construction will commence at central level as every district will receive only one or two schools. The PCU will have a dedicated team of engineers supervising the project implementation with support from the clerks of works and LG. A fully dedicated member of the CMU working full-time for the Project will lead the team of engineers. CMU will be responsible for coordination of construction activities with different projects. CMU staff, as well as staff of Ministry of Works might join the Project team in supervising the works when required (e.g. in cases of challenging land conditions). The standardized drawings and BoQs for the various lower secondary school structures have been developed with support from the CMU. The Gender Unit within the MoES will be responsible for the supervision of the gender and VAC activities in the targeted regions as well as the awareness programs for new lower secondary schools and administration of benefiting districts / LGs. Implementation of the programs will be done by experienced NGOs through delivery of programs with proved efficiency.

5. Works contracts under the Project will have in-built mechanisms to deal with health emergencies. The works contracts under the Project will have a lumpsum provision (called Provisional Sums) for procuring and making available required medical aids to the labour and staff of the contractors to deal with outbreak of health emergencies such as COVID-19 which shall include procuring sufficient diagnostic testing kits; obtaining protective equipment for medical personnel; training community health workers; and conducting public campaigns.

Subcomponent 1.2: Ensuring Safety and Protection of Children

6. Non-Governmental Organizations (NGOs) with similar on-going programs on schools safety and girls' education will be supported to work with MoES-Gender Unit and Social Safeguards specialists under the PCU to implement the component. The MoES will come up with Terms of Reference for the NGOs and will supervise and assess their work. Selected NGOs will work with districts and school level stakeholders.

7. The social safeguards component shall be implemented in all the project schools benefiting under the construction component to mitigate against risks associated with labor influx as violence against children in schools and community level, support learner participation and popularization of related sector guidelines and policies on child protection.

8. The Child Friendly Schools Program will be conducted with support from the district local government and other stakeholders as religious leaders, cultural leaders and the community. During the Child Friendly Schools Program, Education Information and Communication material will be shared, talk shows on radio will be held and talks from identified role models and district representatives and Chief Administration Officers (CAO).

9. Support to the school clubs will be done at school level with support from the MoES officials and the NGOs supporting this component. This activity shall be done with the guidance of the developed sector Guidelines for the Formation, Management and Strengthening of Student Led School Clubs.

10. The key role of the MoES-Gender Unit will be to coordinate the NGO's work at national, district, and school levels in view of the existing policy and program framework on girls' education and social risk management. The NGOs will be provided with methodological notes to guide them on the implementation of the sub-components and will work with other stakeholders such as the Local Governments-District/Sub-Counties-DEOs, CDOs, School Management, Community Based Organisations (CBOs), Media, Foundation bodies-Churches, Community, Police/Prisons and Judges/Magistrates. Their roles and responsibilities will be elaborated in a Terms of Reference.

Component 2: Hosting Community and Refugee Education Support

11. Component 2 covers the AEP and the additional support to schools hosting refugees and SNE children, which will be led by the Special Needs Education department and the Strategy and Policy unit respectively working in close collaboration with the Secondary Education Department. MoES will identify a focal point which will take the lead and coordinate intra-ministry efforts to support the project implementation. AEP activities will be implemented by local NGO contractors with track records, who will work closely with schools as well as the MoES and District Education Office (DEO) whose main responsibility will be to oversee their work. To date War Chid Canada has been working closely with the National Curriculum Development Centre on design of a Secondary AEP curriculum and is currently implementing AEP in Adjumani. The Project will scale up the programme to 12 other centres. Table 1.1 presents the main responsibilities of the consultancy firm / NGO for each activity. The proposed activities will be evaluated based on the following core principles:

- Relevance - designed to directly tackle the learning needs of refugee and hosting community;
- Evidence-based - proven track record of positive impact;
- Cost-effectiveness and sustainability - ensures system's capacity to maintain the project.

Table 1.1: Distribution of the programs by new and existing schools

	Existing Schools	New Schools
Accelerated education program (AEP)	• Prepare and deliver AEPs in five existing schools across five refugee hosting districts (1 per district). • Provide transitional support for sustainability. • Evaluate the program impact.	• Prepare and deliver AEPs in seven new schools in the remaining seven refugee hosting districts. • Provide extensive transitional support for sustainability. • Evaluate the program impact.
Additional Support to refugees' enrollment in Secondary Schools (capitation grants and certification of prior education)	• Deliver capitation grant management capacity building training for principals throughout the project duration. • Ensure schools are receiving capitation grants from the District Education Offices (DEOs) on a timely basis. • Ensure schools are making adequate use of capitation grants based on the rules and needs, including learning materials, textbooks, Special Needs Education (SNE) materials and support, etc. • Identify students in special needs who would benefit from receiving learning support (e.g. visual and hearing aids). • Identify refugee students who have graduated from primary schools abroad, and assess the demand for certification support. • Develop an improved protocol for translation, validation and equation to certify prior education. • Finance the improved certification process.	

12. For existing schools, most of the subcomponents will be implemented between Years 1 and 4. Year 5 will be dedicated mainly to help schools maintain the activities in the future without fully relying on the NGO implementer's support and project funds. During this period, the implementing partners will therefore focus their inputs on strengthening (a) school capacity to manage activities on their own and (b) MoES and DEO capacity to oversee and guide schools. School management training, including the core three months program and follow-up refresher courses will be provided throughout the whole project period given the central role it plays in helping schools sustain the activities beyond Year 5.

13. The new schools will also use Year 5 to maximise sustainability of programs. Therefore, all the subcomponents will be implemented as soon as the construction of schools have been completed. The accelerated education program in new schools will start in Year 2 in refugee hosting districts.

14. The sub-component 2.3: Certification of Prior Education will provide funding to mainstream support for refugees in obtaining papers required to start / continue secondary education through MOES/UNEB. A set of unified procedures will be developed at UNEB to allow for organized and cost efficient process of obtaining education certificate from the refugee home countries. A protocol will be established for translation, validation and equating of relevant certificates. Existing procedures will be used a basis enhancing the protocol and mainstreaming the process.

15. The sub-component will also help to identify those refugees who need support for certification and will cover the costs for obtaining relevant certifications.

Component 3: Improving Teachers Support and Strategy Development Nationally

16. **Delivery mechanisms** for the system level interventions will use mainly the mechanisms of the MoES at central, regional, district and school levels with TA and stakeholder collaboration. The operationalization of the cluster model for teacher training and school-based coaching support as well as the training modules preparation will be co-led, designed and implemented by Secondary Education Department-TIET and the NCDC, the regional and district offices in close collaboration with the lecturers at the six National Teacher Colleges (NTC) and trainers from the NTC. The ICT Department at the MoES will lead the implementation of the ICT program for teaching and learning including for the procurement of the internet connection and the procurement of the lot of laptops and projectors. The department of SEN with consultant technical assistance will deliver the activities through clusters and in collaboration with TIES and district offices and the head teachers of the 40 schools. For new schools, all the trainings will be implemented as soon as the construction of schools have been completed (by batches).

17. **The ICT assisted teaching** starts with the training of Head Teachers and Science teachers as ICT champions. The champion will ensure an energetic proponent of the technology in his/her respective school. The champion will promote using ICT for better teaching and learning and use ICT to teach his/her subject. The champion will become a supporter to other teachers in his/her school who want to introduce ICT in teaching and learning. Training shall focus on ICT enhanced pedagogy, not only on using ICT to teach a particular subject. After the training, the Champion will receive a laptop and projector (to be owned by the school). It will be preloaded with ICT resources for all the subjects, administrative software, e.g. teacher roster, timetable, attendance, school budget, etc. The training process may start with two face-to-face sessions (orientation and follow up) and practical work with support in between. In the process of training (and before completing the course), the teacher has to develop a lesson plan with integrated ICT elements. These lessons plans will be made available online to all teachers in the country. Training providers/tutors will provide pedagogical support to the champions during the practical session and after completing the course.

Implementation Support Plan

Time	Focus	Resource Estimate (in staff weeks – SWs)
First 18 months, including time (e.g. 6 months) before project effectiveness	*Leadership and Coordination* Overall coordination and supervision of project activities for quality preparation and timely start of implementation.	• TTLs (18 SWs)
	Fiduciary preparations and oversight • Training for client teams (financial management and procurement) • Disbursement planning and monitoring. • Training of client procurement team. • District oversight and guidance for school civil works. • Support towards preparation of procurement documents. • Procurement reviews for civil works bidding documents.	• Financial Management Specialist (4 SWs) • Procurement Specialist (6 SWs)
	Technical guidance and oversight at start of project strategic interventions: • School civil works • Teacher and manager training • ICT in education • Refugee education, including SEL and ALP • PPP	• Education Specialists (18 SWs) • Operations Analyst (10 SWs) • Engineer/Architect (18 SWs)
	Safeguards • Social safeguards • Environmental safeguards	• Social Safeguards / Development and VAC, GBV Specialists (6 SWs) • Environmental Safeguards Specialist (3 SWs)
	Monitoring (including budget allocations) and evaluation • Systems for reporting against results framework • Reporting for PBCs • External validation • Impact evaluations • M&E systems strengthening	• Project monitoring & evaluation specialists/consultants (5 SWs)
19-72 months,	*Leadership and Coordination* • Overall coordination and supervision of project activities.	• TTLs (36 SWs)

including 6 months after project closes	• Ensuring timely assessments of progress made on the indicators and PBCs. • Regular supervision and support to implementing teams. • Field work at implementing sites.	
	Technical guidance and oversight of project interventions: • Continued support to implementation of the civil works. • Technical support and quality assurance of implementation of the teacher and manager training and ICT in education activities. • Technical support to refugee and hosts education activities, including SEL and ALP. • Technical assistance in developing PPP models. • Review of respective TA products resulting from component 3. • Field work at implementing sites.	• Education Specialists (24 SWs) • Operations Analyst (12 SWs) • Engineer/Architect (24 SWs)
	Fiduciary Oversight • Ensuring timely procurement & adherence to norms. • Ensuring compliance to financial management guidelines including audits and post audit actions.	• Financial Management Specialist (16 SWs) • Procurement Specialist (24 SWs)
	Monitoring (including budget allocations) and evaluation • Progress made on against results framework • Reporting for PBCs • Ensuring functional and timely external validation • Mid-line impact evaluations.	• Project monitoring & evaluation specialists/consultants (18 SWs)
	Safeguards • Social safeguards • Environmental safeguards	• Social Safeguards / Development and VAC, GBV Specialists (24 SWs) • Environmental Safeguards Specialist (12 SWs)

Skills Mix Required

Skills/ Role	Number of Staff Weeks (SWs)	Number of Trips	Comment
Task Team Leader/s	54	Based in country/ Min 10	Field trips to project sites as and when required.
Financial Management Specialist	20	Based in country	Field trips to project sites as and when required.
Procurement Specialist	30	Based in country	Field trips to project sites as and when required.
Education Specialists	42	Based in country/ Min 15	Field trips to project sites as and when required.
Operations Analyst	22	Based in country	Field trips to project sites as and when required.
Engineer/Architect	42	Based in country	Field trips to project sites as and when required.
Social Safeguards / Development and VAC, GBV Specialists	30	Based in country	Field trips to project sites as and when required.
Environmental Safeguards Specialist	15	Based in country	Field trips to project sites as and when required.
Project monitoring & evaluation specialists/consultants	23	Based on contract specifications.	A firm may be needed to undertake the external validation.

Estimated costs for implementation support and supervision for 1st year:

Skills needed	Number of Staff Weeks (SWs)	Unit cost (USD)	Total (USD)
Task Team Leader/s	12	5,000	60,000
Financial Management Specialist	3	4,000	12,000
Procurement Specialist	4	4,000	16,000
Education Specialists	12	3,500	42,000
Operations Analyst	7	2,500	17,500
Engineer/Architect	12	3,500	42,000
Social Safeguards / Development and VAC, GBV Specialists	4	3,500	14,000
Environmental Safeguards Specialist	2	4,000	8,000
Project monitoring & evaluation specialists/consultants	3	2,500	7,500
Total skills			**219,000**

Travel			
International travel	3	9,000	27,000
National travel	8	250	2,000
Total travel			**29,000**
TOTAL			**248,000**

ANNEX 2: DETAILED COMPONENT DESCRIPTION

COUNTRY: Uganda
Uganda Secondary Education Expansion Project

Component 1: Expansion of Lower Secondary Education

1. This component's objective is to provide equitable access to lower secondary school for eligible graduates of primary schools that currently have limited opportunities to continue their education. This will be achieved by building more schools and classrooms and by providing learning environments that are safe and non-violent, and which promote students personal growth and self-esteem, increase retention, reduce the prevalence of early pregnancies and assist young mothers to re-enter lower secondary education.

2. The high level of lower secondary school construction financed under this component is complemented with a support package to ensure that each newly constructed school is fully ready to offer quality education to students. This new model includes the new infrastructure design, learning materials on a 1:1 ratio for students, school management training for head teachers to provide foundations for leadership focused on learning, multi-pronged teacher training: new curriculum related pedagogy, girls' education and special needs awareness, violence awareness, climate change and natural disasters awareness, and ICT assisted teaching.

Sub-component 1.1: Construction of New Lower Secondary Schools and Facilities

3. This sub-component will finance the construction of approximately 116 new lower secondary day-schools in targeted districts, including districts hosting refugees. Schools to be constructed would follow a standard package of facilities and standard designs that have introduced cost efficiencies and safety strategies (e.g. eight classrooms to accommodate two streams of students, multifunctional science and ICT laboratories and library, an administration block, standardized teacher housing, student and teacher latrines separated by gender, water tanks, lightning protection, earthquake resistant designs, etc.). Inter alia, provided WASH facilities will allow to manage risks of spreading diseases. All new schools will be fully equipped, including furniture, ICT resources and equipment to teach practical science. The project will support electrification of the new schools (either wiring for connection to the grid or solar panels) and provide for internet connectivity (e.g. last mile). Additional classrooms and science labs will be fully furnished and equipped.

4. As defined by the Climate Change Screening, energy efficient and climate friendly and safe technologies will be used during construction. This includes the use of energy-efficient construction materials, energy-efficient equipment, including water-saving measures, maximum ventilation, and smart use of cooling technologies to reduce energy use. The design of the schools to be constructed in the areas vulnerable to national disasters will be revised to accommodate special safety requirements and evacuation management plans (to be defined during the ESMP preparation).

5. The GoU will be responsible for recruiting, training in new curriculum, and paying salaries to a sufficient number of qualified teachers, as well as financing the recurrent operational and maintenance budgets of the new schools.

6. This component will support a full package of teaching and learning materials to all newly constructed lower secondary schools under the project. Textbooks covering all grades and teacher guides will be provided at a ratio of 1:1 for around 10 subjects (10 subjects required for completing "O" level, i.e. seven compulsory and three elective) per school out of a total of 21 subjects under the new lower secondary curriculum. All headteachers and teachers will be trained to implement the new curricula and to manage schools. New schools will ensure accessibility and will receive programmatic support for the inclusion of students with special educational needs.

7. Activities to be financed by the sub-component:

a) School facilities construction, according to the standard package and standard designs that were finalized during project preparation and which are cost-efficient, safety measures, and disability access.
b) Supply of furniture related to the above new construction (furniture for regular classrooms, ICT and science laboratories, library, and administrative office).
c) Multifunctional Science and ICT Laboratory and ICT equipment to teach science and use ICT assisted learning.
d) Access to electric power either through connection to the grid when distance allows, or solar energy.
e) Durable access to potable water in new schools.
f) Teaching and learning resources, including textbooks and teacher guides.
g) ICT solutions for teaching and learning as well as for school management and monitoring (utilizing existing products and services).
h) Transportation.
i) Services of civil works supervision, technical audit, impact evaluation of new construction, and beneficiary assessment.

Subcomponent 1.2: Ensuring Safety and Protection of Children

8. A set of targeted school and community level activities will comprise the "Child Friendly School Program". The Program will promote school, community, and parental awareness to prevent cases of violence in schools, encourage parents to educate their girls, prevent early pregnancies, provide support to at-risk children, mobilise child mothers to complete their education, and help girls and boys to develop crucial life skills. The intervention will combine traditional face-to-face meetings and media-based communications. Student led school clubs will be supported as a mechanism for promoting safe environment and learning. The Child Friendly School Program will specifically target and promote girls' enrolment, their retention, and re-entry of child mothers in targeted districts through reducing violence against children and empowering children and local communities. Within the target districts special attention will be provided to the areas where the pregnancy and dropout rates for girls is high.

9. The Child Friendly School Program will include social and emotional learning (SEL) modules. SEL modules will help students, especially in the RHA to cope with psycho-social challenges related to violence in schools and local communities by fostering their resilience, empathy, and engagement. It will take a holistic approach by: (a) improving the capacity of school principals and teachers to positively address violence reduction through curricular, extra-curricular and school climate interventions as well as counselling support; (b) encouraging community stakeholders to help promote consistent vision and environment beyond the school boundary, and (c) reinforcing efforts to change the norms and culture of anti-violence.

10. The sub-component will also help to raise the relevance of the secondary education and prepare students

to independent and proactive participation in income generating activities. The entrepreneurship skills development will take the form of a school club that focuses on building self-confidence, team work, and entrepreneurial skills of girls and boys. These skills will be especially relevant for the RHA where employment opportunities are very limited. The evidence-based model has already been adopted by the MoES and the subcomponent will help to expand it to additional schools.

11. Much of this component's activities are modeled after and will build on ongoing and past efforts made by the Uganda-based NGOs implementing highly relevant VSP and AEPs in collaboration with the MoES in Uganda. Some of the activities come with robust evidence and proven implementation modalities (e.g., Educate!'s entrepreneurship skills program and Razing Voices's Good School Toolkit program). In areas where there is limited experience, this component will pilot new delivery models.

12. To ensure sustainability, staff from the MoES's Secondary Education Department and the Local Government will go through capacity building so that they will be ready to support schools to implement and sustain the component activities.

13. Existing Grievance Redress Mechanisms (GRMs) will be enhanced to document reported instances of VAC and refer victims to existing community or government service providers.

14. The project has also incorporated gender protective and supportive measures in the design of other component activities including in the design of school buildings (proper lighting, no closed offices/storage spaces without transparent windows/doors); contractor and worker sensitization to manage social risks at construction sites; gender appropriate items for school kits (e.g. menstrual pads for girls), etc.

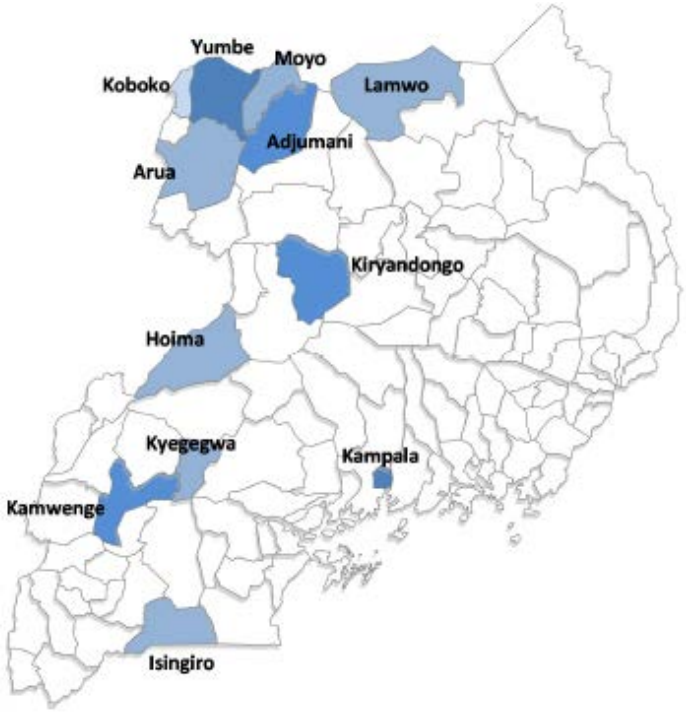
Component 2: Hosting Community and Refugee Education Support

15. The objective of Component 2 is to expand access to quality secondary schooling among hosting communities and refugees. Component 2 will support educational and capacity building activities in new and existing government lower secondary schools in 34 refugee hosting subcounties within the 12 targeted districts (Figure 2.1). The target population is school-aged children eligible for lower secondary education (i.e., age 13-18) who have already completed primary school. They include youth from both refugee and host communities. New schools in the refugee hosting subcounties will be funded under Component 1.

Subcomponent 2.1: Special Needs Education Support

16. Support to children with special education needs will be provided through delivering Accelerated Education Program and supplying special needs learning materials. The AEP will provide students who have missed the opportunity to enroll in lower secondary school after completing primary education or who dropped out of school for various reasons (displacement, pregnancy, etc.) with a fast track learning opportunity. Such children will enroll in an accelerated program that allows completion of the curriculum in a period of time shorter than traditional school and in an environment that is separated from regular secondary schools. Given the paucity of experience and track records of administering AEP at the secondary school level, this program will start with small scale pilots in 5 existing schools building on some of the most promising early AEP initiatives by leading NGOs. This will be followed by additional AEP in seven new schools, resulting in 12 pilot AEP across the whole refugee hosting regions. In addition, the special needs learning materials will be provided to the children who need them.

Figure 2.1: Map of 12 refugee hosting districts in Uganda



Source: Education Response Plan for Refugees and Host Communities in Uganda (2018).

17. The sub-component activities can build on past and ongoing efforts made by the MoES and Uganda-based NGOs. For instance, there are already some highly relevant AEPs Uganda. While most of these ongoing programs are limited in scope and geographical coverage compared to what is proposed in Component 2, some come with robust evidence and proven implementation modalities. In areas where there is limited experience, this component will invest in establishing new delivery mechanisms designed to ensure quality and sustainability. The sub-component will invite diverse institutions including NGOs to seek viable proposals to deliver the range of proposed activities.

18. AEP will include curricula on climate change awareness to increase children's knowledge about climate adaptive measures that can be taken. The AEP will also include some climate friendly extra-curricular activities such as tree planting so that students can get directly involved and contribute to their community's resilience to climate change risks.

Subcomponent 2.2: The Refugee Capitation Grants Program

19. *The capitation grants program* transfers funds to LGs as Accounting Offices for further administration to the lower secondary schools in refugee and hosting communities as a means to offset the economic shock refugee families are experiencing. The capitation grants will assist in reducing school charges that are passed on to parents, especially to refugee families. For households living near a new secondary school, the program is designed to increase the likelihood of those with eligible secondary school aged children to enroll and retain their children. For households with children attending existing secondary schools, the program will help ensure that they stay and complete at least the O-level. Considering the well-established fact that poor and displaced communities

(especially children) are at an increased risk to climate change, the extra resources under these grants will help families to ensure better nutrition for their children and to be more resilient to climate shocks such as droughts and floods, as well as severe weather events.

20. School charges in Uganda are on average US$315 per child in rural areas which represent a considerable share of the average household income of US$990 in rural areas (Uganda National Household Survey 2016, 2017). The proportion of school charges of household income is likely to be much higher for refugee and host community. This program is designed to increase the likelihood of households (both hosts and refugees) with eligible secondary school aged children to enroll and retain their children in school. The amount generated by grants at each school (both new and existing) will depend on the number of refugee students enrolled each year. The capitation grants will be managed on the school level in the same way and under the same guidelines as the capitation grants for Ugandan students.

21. The program relies on Project grant funds to provide support for refugees that are equivalent to the capitation grants that the MoES already provides for Ugandan students. Given the Government, as part of the Refugee Response Plans, has pledged extending capitation grants to refugees during the next few years, it would be the MoES's responsibility to finance capitulation grants as part of their regular budget by the end on the Project life.

Subcomponent 2.3: Certification of Prior Education

18. Refugees Education Response Plan suggests that one of the main issues that shall be addressed to achieve higher enrollment and better learning outputs for refugees is challenges to obtain equivalent certifications in Uganda that allows children who have finished primary school abroad to attend secondary school in Uganda. The sub-component will provide funding to mainstream support for refugees in obtaining papers required to start / continue secondary education (e.g. translation, validation and equating of relevant certificates) through MOES/UNEB.

19. A set of unified procedures will be developed at UNEB to allow for organized and cost-efficient process of obtaining education certificate from the refugee home countries. A protocol will be established for translation, validation and equating of relevant certificates. Existing procedures will be used a basis enhancing the protocol and mainstreaming the process.

20. The sub-component will also help to identify those refugees who need support for certification and will cover the costs for obtaining relevant certifications.

Component 3: Improving Teachers Support and Strategy Development Nationally

22. The objective of this component is to support improvements in teaching and learning across the country by scaling up existing elements of the teacher support system and building capacity of the school principals as primary pedagogical supporters for teachers. The component will also aim to prepare for future development of quality lower secondary education through analytical and capacity building work.

Subcomponent 3.1: Support to Teachers

23. The subcomponent will support establishing a **Continuous Professional Development (CPD) system** nationwide. The system will be based on about 100 lower secondary school clusters that will help organize and support teacher training country wide. Each cluster will be built around a cluster centre – existing well performing schools with capable teachers. The cluster centres will deliver in person and distance-based teacher coaching and training. The centers will facilitate Communities of Practice (CoP) for subject teacher. The CoP will serve as peer-to-peer teacher support mechanism. Digital platforms, which has become even more relevant after the COVID pandemic, will be utilized to operate CoPs and deliver teacher support by distance. The platforms will provide a basis for future introduction of distance learning models.

24. The CPD support will focus on providing ongoing support to the teachers implementing the new curriculum. The GoU will cover the basic costs of introducing the new curriculum: initial and follow up teacher training, printing and delivering textbooks and teacher guides, learning materials, and ongoing training /support costs, etc. The GoU / LG will also cover recurrent costs of CPD system operation.

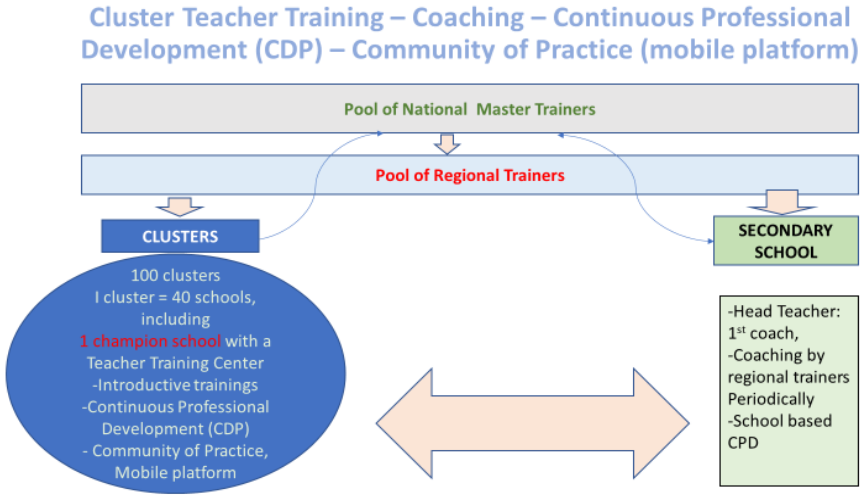
25. The subcomponent will finance the establishment of the cluster centres in existing schools (using existing facilities, no construction is expected) that are geographically accessible by their network of schools and have a track record of good performance delivering learning outcomes at an appropriate level (e.g. above national average). A selected teacher will be the coordinator at the cluster centre and will be responsible for coordinating the trainings for their respective network of about 40 schools. Coaching will be led by the head teacher at each school and by visiting coaches (inspectors, regional trainers). The subcomponent will train centre leaders. Digital platforms and resources will be utilized to allow teachers to grow CoPs, to receive remote support and feedback from regional and national trainers and coaching on how to improve teaching and learning. They will also be able to share their own experiences directly with each other.

26. The MoES will select 72 additional champion schools, assigned as Cluster Centers on top of the 28 centers currently operational under SESEMAT. Each center (champion school) covers around 40 schools. The Center coordinator will be assigned - an existing teacher, who will be paid additional allowance for coordinator's work (paid by the GoU).

27. The component will support development of detailed model for the cluster-based training, the coaching in schools and in the cluster. The community of practice virtual platform will be developed. Secondary schools will be mapped around in 100 clusters. Technical assistance will be provided to ensure / enhance quality of existing training materials and introduce modern pedagogical approaches. Capacity building of the cluster leaders will be supported.

28. Coaching will be delivered by the head teacher and by visiting coaches (inspectors, regional trainers). Communities of Practices in the interval of the coaching visits, teachers of the same subject area and/or clusters will form CoPs. Teachers own mobile devices will be used to operate the digital CoP platform.

Figure 2.2: The cluster operation scheme



29. Mobile-based platforms will enable teachers / head teachers to form communities of practice to receive remote support and feedback from regional and national trainers and coaching on how to improve teaching and learning. The trainers will help to establish and keep the CoP active and effective. The communities of practice will be formed around specific topics (e.g. sciences, math and language) and cross-cutting topics, according to the new curricula.

30. Selected centres will implement a special program for improving capacity of school head teachers and science teachers. In total, about 6,600 teachers and administrators will benefit from the training / capacity development program.

31. **Head teachers and deputy head teachers** from all public schools as well as head teachers from poorly performing private schools (the worse performing half of the private schools) will be trained in i) school management and ii) pedagogical leadership. School performance will be measured by the tool which is currently under preparation with support from UgIFT project. The tool will be applied to select beneficiary private schools. The training provided under the project will improve school management practices, results orientation, service delivery and raise quality of teaching though providing teachers with ongoing pedagogical support from the principals. Selected training provider will propose detailed training program. The training process may include two face-to-face sessions (orientation and follow up) and practical work with support in between. In the process of training (and before completing the course), the headmaster will have to develop the school improvement program. Trainers/coachers will provide support to the headmasters between the practical session and after completing the course. The Cluster centers will be used to the extent possible to deliver the training.

32. The project will also implement a special program for training science teachers as **ICT Champions to promote technology assisted teaching of science subjects and develop modern digital skills** (as required by the new curriculum) among lower secondary school students. One teacher from each public school and teacher from poorly performing private schools (bottom half of worse performing schools) will be trained. The ICT assisted teaching starts with identifying an ICT champion (supporter and early adopter) in a school. The champion will promote the use of ICT for better teaching and learning in the whole school starting with his/her subject. The

champion will become a supporter to other teachers in his/her school who want to introduce ICT in teaching and learning. Training of the champions shall focus on ICT enhanced pedagogy, not only on using ICT to teach a particular subject. After the training in ICT enhanced pedagogy, the champion will receive a laptop and projector (to be owned by the school). It will be preloaded with ICT resources for all the subjects. Equipping schools with ICT enhanced teaching technologies and developing teachers' digital skills will increase education system capacity for introducing distance education teaching and learning models. This capacity becomes especially relevant in reformatting the teaching and learning under possible school closures, like the one caused by the recent COVID pandemic.

33. Selected training provider(s) will propose detailed training programs. The training process may include two face-to-face sessions (orientation and follow up) and practical work with support in between. In the process of training (and before completing the course), the Champion will have to develop lessons plan with integrated ICT elements. These lessons plans will be made available online to all teachers in the country. Trainers /coachers will provide pedagogical support to the Champions during the practical session and after completing the course.

34. The ICT Champion program will be available to all public schools in the country (more than 1200 schools), and new schools to be built under subcomponent 1.1, some with ICT capacity and some without any previous exposure to ICT assisted teaching in order to avoid widening the technology gap. This will enhance professional sharing and learning across teachers in all lower secondary schools in their respective clusters. The Cluster centers will be used to the extent possible to deliver the training.

35. This sub-component will finance:

a) development of the coaching model, mapping of the clusters;
b) training of the cluster leaders;
c) development/ upgrading training materials;
d) development of the mobile CoP platform;
e) training / coaching the school managers/headmasters and science teachers/ICT Champions;
f) ICT hardware and software for cluster centers, including multifunctional photocopy/printer machines, internet equipment;
g) laptops and projectors for the ICT champions' schools;
h) digital teaching and learning, and school management resources for the ICT champions' schools.

S*ubcomponent 3.2: Support for Development of Key Secondary Education Improvement Strategies*

36. This sub-component will prepare for the key **measures/reforms required to further improve the quality of teaching and learning** in lower secondary schools in accordance with forthcoming education sector strategic plan (ESSP 2020-2025). It will include technical assistance to support policy research, preparation of policy papers and implementation plans, and capacity building for policy-makers. The sub-component will, inter alia, focus on the following areas: (i) assessing existing experience and adopting a sustainable climate-smart school construction strategy; (ii) teacher recruitment, deployment, retention, reward and motivation to address the teacher gap, teacher attrition, and the increase in enrollment due to demographic stress; (iii) improvement of provision of teaching and learning materials; (iv) quality assurance and assessment; (v) enhanced private sector service delivery; and (vi) given the recent COVID pandemic will also focus on ensuring continuity of learning at all times by establishing digital technologies to enhance learning. There is need to develop a digital education policy and a

digital learning framework. In addition to developing new strategies/policies, the component will help to introduce measures required to operationalize existing policies, for instance VAC and GBV related.

Component 4: Project Management, Monitoring and Evaluation

37. This component will provide support to the project implementation, supervision, monitoring and evaluation. It will finance project staff, office rent, furniture, equipment, data collection and analysis, including gender specific aspects of the project, and capacity building. Third party assessments will be done to verify the achievement of the PBCs, other project results and satisfactory completion of large procurements.

ANNEX 3: PROCUREMENT

COUNTRY: Uganda
Uganda Secondary Education Expansion Project

1. The Borrower will carry out procurement under the proposed project in accordance with the World Bank's "Procurement Regulations for IPF Borrowers" (Procurement Regulations) dated July 2016 revised in August 2018, and the "Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants", dated July 1, 2016, and other provisions stipulated in the Financing Agreement.

2. **Project Procurement Strategy for Development (PPSD).** MoES prepared a draft PPSD. A Market Sounding Conference was held on April 5, 2019 to obtain knowledge of the market to help in the packaging of the contracts under the project. A Procurement Plan (PP) for the first 18 months of project implementation has been developed based on the PPSD. The Procurement Plan will be updated at least annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.

3. **Procurement capacity risk assessment.** A procurement capacity and risk assessment was carried out by the World Bank of MoES on January 30, 2019. It was established that PDU staff are proficient in procurement processing under PPDA guidelines but have limited proficiency in IDA procurement management. The limitation is attributed to the agency portfolio applying the PPDA Law for the majority of the processed contracts save for the few IDA funded contracts which are managed by Procurement Specialists with the PDU only making submissions to the Contracts Committee. Moreover, the PDU staff have a heavy workload leading to delays in procurement processing. The office space for PDU staff and storage of records is inadequate and the record keeping dire with some records kept on the floor and others piled in a room. The Construction Management Unit (CMU) technical staff spend a substantial amount of their time providing technical support to the DLGs in the implementation of the World Bank funded UgIFT Project and will be unable to provide all the support required for the civil works under USEEP. MOES will therefore hire additional engineers and Environmental and Social safeguards Staff to implement the USEEP as well as clerks of works to provide full time dedicated support at the construction site. Under UTSEP, incomplete environmental and social safeguards assessments resulted in variations during contract implementation resulting in cost and time overruns. In January 2020, the MoES PDU staff were reshuffled and a new team deployed resulting in loss of capacity built under UTSEP and the UGIFT project was rolled out to additional districts to be supported by CMU for MoES activities further constraining the availability of CMU staff. Based on the assessment, the project procurement risk rating is "High."

4. **Systematic Tracking of Exchanges in Procurement (STEP):** The Project will use STEP, a planning and tracking system, which would provide data on procurement activities, establish benchmarks, monitor delays and measure procurement performance. Some MoES Staff are familiar with STEP, which is being used under the Albertine Project, the Skills development Project as well the UTSEP/GPE Project.

5. **Standard Procurement Documents:** The World Bank's Standard Procurement Documents (SPDs) shall be used for procurement of goods, works, and non-consulting services under Open International Competitive Procedures. The PPDA Bidding Documents for works were amended in September 2019 to include provisions on environmental, social (including sexual exploitation and abuse and gender-based violence), health and safety

("ESHS") provisions. Earlier in March 2017,[33] PPDA issued a guideline titled "reservation scheme to promote local content in public procurement" which specifies thresholds below which only Ugandan or Ugandan registered companies are eligible to participate. National Bidding documents as set forth in the Public Procurement and Disposal Act, 2003 may be used under Open National competitive as well as for the Request for Quotation method subject to the inclusion of the universal eligibility. Selection of consultant firms shall use the World Bank's SPDs, in line with procedures described in the Procurement Regulations.

6. In accordance with paragraph 5.3 of the Procurement Regulations, the request for bids/request for proposals document shall require that Bidders/Proposers submitting Bids/Proposals present a signed acceptance at the time of bidding, to be incorporated in any resulting contracts, confirming application of, and compliance with, the Bank's Anti-Corruption Guidelines, including without limitation the World Bank's right to sanction and the World Bank's inspection and audit rights.

7. The Procurement to be undertaken under the Project (identified by appraisal) is as follows:

a. **Procurement of Works:** 177 schools will be constructed as follows: 84 new schools in non-Refugee hosting areas, 32 new schools in Refugee hosting areas and 61 schools will be expanded in Refugee hosting areas. The schools will be packaged in 3 phases with each phase having 50 – 60 schools depending on the availability of the sites for school construction or expansion. The lotting will take into account the financial capacity of local contractors based on the lessons learnt from UTSEP and UGIFT, with each lot having a cost estimate of about US$2 million.
b. **Procurement of Consultancy Services:** Consultancy service for: (a) Baseline survey of re-entry of child mothers and Violence Against Children (VAC); (b) addressing social risk and deliver safe schools to be constructed or expanded; (c) implement Accelerated Education Program (AEP); (d) design the certification of prior education; as well as (e) those to support the Ministry in monitoring AEP, capitation grants and certification of prior education; (f) training science teachers in the use of ICT as a pedagogical tool; (g) environmental and social audit of the 177 schools ; (h) Individual Consultants and/or support personnel for the PCU[34] may also be hired to augment existing capacity within the implementing line ministries in accordance with the provisions of Para 7.32 of Procurement Regulations; (i) enhancing the online construction monitoring platform (TAARIFA); and (j) Consultancy for independent verification of project results.
c. **Procurement of Goods:** Goods will include among others, the Supply of Furniture, Assorted laboratory equipment/apparatus, chemical reagents, Metallic lockable cupboards, computers, printers, projectors and projector screens, instruction materials / text books, Materials for games, Motorcycles, vehicles, Stationery and office Equipment.
d. **Procurement of Non-consulting services**: These will include hire and partitioning of office space.

Procurement risk assessment:

8. Based on the assessment, the project procurement risk rating is "High". The key risks and preliminary risk mitigation action plan is indicated in Table 3.1 below. The residual risks after the implementation of the mitigation measures proposed in Table 3.1 below would be reduced to "Substantial".

33 updated February 2018

34 Clerks of Works, Deputy Project Coordinator, Procurement Specialist, 2 No. Procurement Assistants, Financial Management Specialist, Accounts Assistant, M & E Specialist, 2 no. Socials Safeguards Specialist, 2 No. Environmental safeguard Specialists, 4 No. Project Engineers, Quantity Surveyor and Architect

Table 3.1: The Risk Mitigation Action Plan Matrix

No.	Risk Description	Description of Mitigation	Timeline for implementation	Risk Owner
1.	Delays in preparation of bidding documents due to delays in conducting environmental and social safeguard studies reports	ESIA and RAP reports for first 100 schools to be concluded before October 30, 2020 and the rest of the 77 schools by December 2020	By December 31 2020	MOES
2.	Contractors not providing personnel and equipment resources to ensure timely completion of works and poor workmanship	MOES to hire and deploy Clerks of Works to ensure full time Borrower presence and monitoring on the construction sites	Throughout project implementation	MOES DLGs
3.	Delays in Payment of Service Providers constraining cash flow to support construction	Put in place tracking mechanism for the verification and internal approval processes in payment process	Throughout project implementation	MOES
4.	MOES Staff not familiar with Procurement Regulations and reshuffles of Procurement Staff (PDU) Staff result in loss of knowledge built under previous projects	o Training to the Ministry Staff and PDU on World Bank Procurement Regulations o recruit a Procurement Specialist with qualifications and experience acceptable to IDA to provide dedicated support to USEEP	Throughout project implementation	MOES
5.	Design changes at implementation stage due to changes in location of schools resulting in time and cost overruns	o MOES to sign MOUs with Districts committing to construct schools in same locations as agreed at Concept stage of designs o Comprehensive site investigations, and designs at bidding to avoid variations at contract implementation.	Throughout project implementation	MOES MOLG DLGs
6.	Submission of forged documentation in the bids and misrepresentation of qualification requirements by contractors	o Timely reporting of malpresentation by Bidders to PPDA and INT for sanctioning. o Due diligence by the Evaluation team contacting previous employers to confirm experience, and in addition Auditors and URSB[35] o Pre-bid meeting to emphasize consequences of forgery and Misrepresentation	Throughout project implementation	MOES Accounting Officer PPDA
7.	Bid tampering resulting in other wise unqualified bidders being awarded contracts and subsequently time overruns and leakage of confidential information at evaluation stage	o Original copy of the bid shall be stored safely in safe lockable by three people o Sanctioning of Evaluation Teams that engage in bid tampering as well as those that leak confidential information in bids	Throughout project implementation	MOES Accounting Officer
8.	Inadequate working area/rooms and space for	Provide sufficient working area/rooms and space for seating of staff and record	Throughout project	MOES

[35] Uganda Registration Services Bureau – responsible for registration of companies in Uganda

	record keeping/filing for the Procurement Unit;	keeping/filing in Procurement Unit	implementation	
9.	User Department staff have gaps in contract management skills	FIDIC Capacity building in contracts management to build capacity in enforcing contracts and MOES to also prepare contract management plan for civil works	Throughout project implementation	MOES
10.	inadequate staff to support project implementation due to other commitments including UGIFT	MOES to hire individual consultants[36] to augment skills and numbers of Ministry Staff	Throughout project implementation	MOES

9. **Record keeping and management.** MoES with the support of the Procurement Specialist of the PST will be responsible for record keeping and shall open a procurement file for each contract processed and upload the same information in the STEP. The file should contain all documents on the procurement process in accordance with the IDA requirements. MoES will provide adequate lockable storage space for active files, and for archiving.

10. Disclosure of procurement information shall follow the requirements of the Procurement Regulations subject to the market approach and selection method. In addition, the MoES shall publish an action report on any complaints received on a quarterly basis.

11. **Beneficial Ownership Pilot.** The project involves no procurements within Operational Procurement Review Committee thresholds thus Beneficial Ownership Pilot may not apply.

12. **Fiduciary oversight by the World Bank (frequency of procurement supervision):** The World Bank shall prior review contracts as per prior review thresholds set in the PPSD/PP, and also carry out procurement post review annually to assess consistency and compliance with the agreed procedures. The World Bank may conduct at any time, Independent Procurement Reviews (IPRs) of all the contracts financed under the credit.

13. **Operating costs.** These will be procured using the Borrower's procurement, financial, and other administrative procedures acceptable to the World Bank. The credit proceeds shall not finance salary top-ups, meeting allowances, sitting allowances, and honoraria to civil/public servants. The operating costs will be specified in the Financing Agreement.

14. **Training and workshops.** The Project will finance training and workshops, if required, based on an annual training plan and budget which shall be submitted to the World Bank for its prior review and approval. The annual training plan will identify, among other things: (a) the training envisaged; (b) the justification for the training; (c) the personnel to be trained; (d) the duration for such training; and (e) the estimated cost of the training. At the time of the actual training, the request shall be submitted to the World Bank for review and approval. Upon completion of the training, the trainees shall be required to prepare and submit a report on the training received.

[36] The Assistant Procurement Specialist as well as the technical staff hired under UTSEP will move to the Project to make use of the capacity built under UTSEP and minimize the learning curve to ensure a smooth project commencement. MoES will closely monitor progress during the procurement cycle and hire additional procurement and technical staff on needs basis where any expertise is established to be lacking.

ANNEX 4: FINANCIAL MANAGEMENT ASSESSMENT

COUNTRY: Uganda
Uganda Secondary Education Expansion Project

1. The World Bank conducted an FM assessment of the MoES which will implement the Project. The objective of the FM assessment was to determine whether the FM arrangements: (a) are capable of correctly and completely recording all transactions and balances relating to the Project; (b) will facilitate the preparation of regular, accurate, reliable and timely financial statements; (c) will safeguard the Project's entity assets; and (d) will be subjected to auditing arrangements acceptable to the World Bank. The assessment complied with Investment Project Financing Policy and Directive and the Financial Management Manual for World Bank-Financed Investment Operations that became effective on March 1, 2010.

2. The proposed project is a US$150 million equivalent Investment Project Financing (IPF) with PBCs as a results based financing mechanism to support increased access, greater quality, policy development and project management in the lower secondary education sub-sector in Uganda. The disbursement of financing to the project will be based on the achievement of pre-specified results or Performance Based Conditions, referred to as PBCs.

Key Issues

3. The MoES is currently implementing other IDA projects, that is, UTSEP, Skill Development and Albertine projects. Capacity issues have been raised previously and the Ministry responded by designating/hiring two FM specialists to ensure proper accounts, prompt payments, reporting and timely internal audits for the IDA projects. This will be a risk since similar civil works will be carried out in various selected sites in sub-counties. Delays in payment processing at both the Ministry and LGs level is still prevalent and needs management attention. Although internal audit carries out internal reviews, delayed reports hinder timely implementation of recommendations. A number of mitigating measures to strengthen fiduciary systems both at MoES, LG and school level have been discussed and agreed, including having a dedicated Project accountant, timely internal review reports and strict accountability frameworks to ensure that funds are being utilized for purposes intended.

Institutional and Implementation arrangements

4. The Project will be implemented by the MoES while school construction will be mainly implemented through a project support team supervised by the CMU in the ministry for identified districts/schools. The accounting officer of the Project will be the Permanent Secretary MoES. At school level, School Management Committees will be essential in monitoring Project activities and it will be important that before the Project begins, the MoES sensitizes them on their responsibilities particularly in relation to supervision of activities and reporting on any progress or complaints to relevant organs of Government.

Budgeting Arrangements

5. The MoES will be responsible for the preparation and monitoring of the Project's budget and coordination with the Ministry of Finance, Planning and Economic Development (MoFPED) to ensure the Project's budget is consolidated into Government of Uganda's annual budget. The MoES has the capacity to handle the budgeting

arrangements adequately as it has the adequate staffing, information system (Output Monitoring Tool and Integrated Financial Management Information System-IFMIS) and Government of Uganda, Treasury Accounting Instructions and necessary legislations that include the Public Finance Management Act.

6. The risk to the budgeting process is the under budgeting for Project activities and mismatch of annual budget cycle with project cycle. Also, high levels of expenditure mischarge in Uganda funded through reallocations in cost categories pointed out in the Auditor General's reports for the recent years ended June 30, 2017 and 2018. This could take away planned resources from particular categories within the MoES and be used for other purposes. However, this can be mitigated by early planning and strict control of expenditure categories by accounting officers and monitored through Interim Financial Reports (IFRs).

Accounting Arrangements

7. **Staffing**: The MoES has a Finance and Administration department headed by an Under Secretary who reports to the Permanent Secretary and who will be responsible for the accounting function of the program. The accounts section is headed by the Assistant Commissioner who, assisted by a Senior Accountant and a dedicated/contracted Project Accountant manage the daily transactions. The key staff members in the MoES accounting division who will be responsible for the accountability of the project's funds are experienced and qualified. The designated accounting personnel dealing with the project will be trained on the more recent World Bank Financial Management and Disbursement procedures to handle World Bank projects.

8. At school level, the Head teacher and the Bursar are key to the accountability function as evidenced under a predecessor project. For schools with civil works, the greatest risk is lack of accountability for advances and poor contract management. Training in basic contract and FM management will be carried out by MoES prior to disbursement of funds as a mitigation measure.

9. **Accounting Information Systems:** The Project accounts will be maintained on a computerized accounting system. The MoES is using the Integrated Financial Management Information System (IFMS), including the modified Donor project module.

10. **Accounting Policies and Procedures:** For the MoES, these are documented in the Government of Uganda (GoU) Treasury Accounting Instructions while project specific requirements will be provided for in the operations manual.

Internal control and internal auditing arrangements

11. **Internal control arrangements**: Internal control systems for the MoES are documented in the Government of Uganda Treasury Accounting Instructions while for the districts, they are in the Local Government Financial and Accounting Regulations (LGFAR) and Manual issued in 2007. However, a key weakness of the MoES that will affect the implementation of this Project has been inadequate follow up of accountability of advances sent to spending units such as schools and individual staff.

12. **Internal Audit:** The MoES has a functional internal audit unit headed by an Assistant Commissioner. The unit has an additional four internal auditors that can be beefed-up from the pool of auditors at MoFPED to execute an assignment whenever required by the project. The auditors are qualified and experienced, and they mainly use a risk based approach. The internal auditors report to the Permanent Secretary with a dual reporting

arrangement to the Internal Auditor General at the MoFPED that to an extent, mitigates this risk of independence. The work plan should include an annual review of the project by the internal audit unit that will involve visiting the schools working closely with the MoFPED and district internal auditors to ensure funds are being used for purposes intended.

Financial Reporting Arrangements

13. For the IPF component for strengthening accountability for results, project management, M&E and capacity-building support and this expenditure will be specifically tracked using IFRs. MoES will submit quarterly IFRs in a format agreed with IDA within 45 days of the end of each calendar quarter reported on. The format of the IFR is agreed with IDA. These quarterly reports will include:

- Statement of Sources and Uses of Funds;
- Detailed Statement of Uses of Funds by Project Activity/Component;
- Designated Account (DA) Activity Statement accompanied with Summary Statement of DA Expenditures for Contracts subject to Prior Review and Summary Statement of DA Expenditures not subject to Prior Review; and
- Bank Statements for the Designated Account and project accounts of the MoES and the earmarked project funds in BOU.

Funds Flow and Disbursement Arrangements

14. **Banking Arrangements:** Two Designated Accounts (DA) for the Project will be opened in the Bank of Uganda denominated in United States Dollars. One DA will be for IPF proceeds while the other will cater for PBC disbursements from the World Bank. The DAs will be managed by the Ministry as per GoU Treasury Accounting Instructions. Funds for the school construction program will be transferred from the DA into an earmarked project account while project funds that will be paid directly from the MoES will be transferred into a project account controlled by the MoES. All the bank accounts will be in the Bank of Uganda and should be opened after the signing of the Project's Financing Agreement. Signatories for all the bank accounts should comply with the GoU Treasury Accounting Instructions and should be sent to IDA along with the details of the bank accounts opened.

A description of EEPs under the Project is provided below:

(i) Capitation Grants
Type: Recurrent Budget;
Vote: Vote 500-800;
Description: Local Government Capitation Grant;
Oversight: The grants are transferred directly to a LG sub- account or School account. Funds are spent in accordance with Capitation grant guidelines for FM and procurement which are well documented.

(ii) LG School Inspections
Type: Recurrent Budget;
Vote: Vote 500-800;

Description: Local Government School Inspections;

Oversight: There is sufficient controls in LG accounting instructions to ensure efficient spending. Internal audit verifies delivery of services and OAG carries out external audits on an annual basis.

(iii) Employee related expenses of Secondary education functions of all district local governments

Type: Recurrent Budget;
Vote: 500-800;
Description: Staff Salaries for Secondary Teachers: Pay and allowances for districts/LG employees of the School Education Department;
Oversight: Salaries are subject to overall payroll controls which are considered adequate with Personnel records being maintained at LGs, Ministry of Public Service and regional centers through the Integrated Payroll & Pension System (IPPS).

Disbursement and Funds Flow Arrangements:

15. A results-based financing modality will be used for agreed project components whereby funds will be disbursed into the designated accounts at the Bank of Uganda. Given that funds will be disbursed using a PBC approach, it will work as follows:

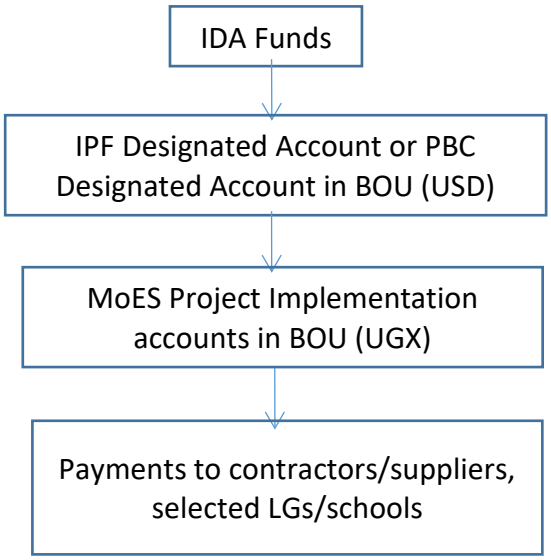
- A set of PBCs for each year of the project will be determined.
- For each subsequent year, as the respective PBCs are met, IDA will disburse to the Government DA upon achievement of results under respective PBCs - independently verified.
- A possibility to disburse some funds before results have been achieved has been built into the project to help provide funds for the government to achieve a set of PBC values or TA costs not linked to any indicator.

16. Once the MoES has approved the assessment results by an independent assessment agency through an agreed verification protocol and the amounts to be disbursed for each of the PBCs determined, IDA will be notified. Once the World Bank is satisfied, the total amount linked to each of the PBCs for the FY will be disbursed from the World Bank to the GoU in the dollar Designated Account in the Central Bank (Bank of Uganda) in a single tranche.

17. The Project funds will be disbursed from the BoU to the selected districts implementing the capitation grants on a regular basis or any other period as advised by the Ministry.

18. Important to note is that if by the Project's completion, IDA's financing that is disbursed exceed the total amount of eligible expenditure, the Borrower will be required to refund the difference to the World Bank. In addition, if the PBC is not met or partially met by the closing date of the Project, the Borrower will be required to refund to IDA such amounts of the financing related to the PBC that were withdrawn prior to the PBC being met, not later than six months after the Financing Agreement closing date. Details with respect to the disbursement mechanisms will be included in the disbursement and financial information letter.

Funds flow diagram



Auditing Arrangements

19. The Auditor General is primarily responsible for auditing all government programs and projects. The audit may be subcontracted by the Auditor General to an acceptable private audit firm to IDA, who will submit the audit report to the Auditor General to issue the final report to IDA. The audits are conducted in accordance with international auditing standards. The audit terms of reference will need to be agreed with IDA before negotiations. It will be essential that the audit terms of reference include physical visits to the district and schools. The project's audit report plus the management letter will be submitted to IDA within 6 months after the end of the financial year. Value for money audit will be conducted towards the end of the project life (say within 18 months to closure) to be done by the Auditor General. All audit reports will be publicly disclosed by the World Bank in accordance with the World Bank disclosure policy. The Auditor General's audit reports are submitted to Parliament and reviewed by the Public Accounts Committee.

Financial Management Action Plan

Financial Management Action Plan	Action	Date due by	Responsible
1	Agree on Interim Financial Report format with the Word Bank	Completed	MoES and IDA
2.	Agree on audit Terms of Reference with the World Bank	Completed	MoES and IDA
3	Submission to IDA at least one internal audit report every year on the project by the Internal Audit Unit.	During implementation	MoES
4	Conduct one Value For Money audit by the Auditor General towards the end of the project's life.	During Implementation	MoES in coordination with Auditor General
5	MoES designate/recruits an Accountant for the project in order to strengthen fiduciary compliance.	Before Effectiveness	MoES and MoFPED

20. **Conclusion of the assessment:** A description of the implementing and financial management arrangements above assesses the financial management risk as Substantial and satisfies the World Bank's minimum requirements under OP/BP10.02. There remain improvements to be made as per the action plan for the systems to be more reliable.

ANNEX 5: ECONOMIC ANALYSIS

COUNTRY: Uganda
Uganda Secondary Education Expansion Project

1. **This annex summarizes the economic analysis for the Project.** The analysis focuses on school construction because the majority of the funds under this project will be allocated to the construction of new lower secondary schools in currently underserved areas. The components of the analysis are: (1) Assessment of the impact of school proximity on enrollment and completion; (2) Assessment of earnings benefits from educational attainment; (3) Estimates of the internal rate of return of investments in school construction and cost-benefit analysis; (4) Discussion of selected non-wage benefits from educational attainment; (5) Discussion of methods for geographically allocating new schools, rationale for Government intervention, and fiscal sustainability; and finally (6) Value added provided by the World Bank. The methodology used for the cost-benefit analysis is standard in comparing investments costs for new schools to future expected benefits in terms of higher educational attainment and earnings.

Impact of school proximity on enrollment and completion

2. **There is evidence that long distances to schools reduce student enrollment and completion rates at both the primary and secondary levels.** The rationale for school construction under the project is that more (lower) secondary schools are needed to accommodate a greater number of students completing their primary education. Ideally, new schools should be located where students are far away from existing schools, which would help boost enrollment among currently underserved populations. Would closer proximity of schools indeed increase demand for secondary schooling from households in underserved areas? When parents are asked in surveys about the reasons why their children do not pursue their education beyond a certain level, the distance to school does not come up strongly, but this is deceptive because the effect of distance may be felt through higher costs, and cost is often cited as a constraint for schooling. To measure the impact of the distance to schools on enrollment and completion, regression analysis was conducted with national household surveys. Results are shown in Table 5.1. While effects are not always statistically significant, there is clear evidence that longer distances to schools in terms of the time needed to reach schools leads to lower enrollment at the primary level, and lower completion rates at the junior secondary levels were effects are large (a coefficient of -0.16 suggests a negative impact on the likelihood of completing of up to 16 percentage points versus the reference category of a school located within 15 minutes of the community).

Table 5.1: Marginal Impact of Time Needed to Reach Schools on Enrollment and Completion by Cycle

	Starting primary school	Complete primary conditional on starting primary	Starting junior secondary conditional on completing primary	Completing junior secondary conditional on starting junior sec.
	Aged 9-12	Aged 12-15	Aged 15-18	Aged 18-21
Less than 15 minutes	Reference	Reference	Reference	Reference
15-29 minutes	-0.02	NS	NS	-0.07
30-44 minutes	NS	NS	NS	-0.16
45-59 minutes	-0.06	NS	NS	-0.16
60+ minutes	-0.05	NS	NS	NS

Source: Tsimpo and Wodon (2020a) using UNHS 2012/13. Note: NS means not statistically significant. The distance is to the

nearest primary school is used for primary enrollment and completion, while the nearest secondary school is used for secondary enrollment and completion.

Earnings benefits from educational attainment

3. **There is also clear evidence that higher educational attainment leads to higher earnings in adulthood.** Estimates of wage earnings for Uganda using the 2012/13 and 2016/17 UNHS are provided in Table 5.2. Wages are higher in 2016/17 than in 2012/13 in part because of inflation between the two years. After accounting for inflation, the data suggest modest gains in real wages between the two surveys. There seems to be a clear wage benefit from completing lower secondary education versus completing only primary education in terms of average wages. This is the case in 2016/17 whether one considers monthly or hourly wages, with a preference for estimates based on monthly wages since a higher level of education may increase the number of hours worked apart from increasing productivity and hourly wages. The gains from lower secondary schools are not very large, but they tend to be positive across measures and years.

Table 5.2: Average Nominal Wage for Wage Earners by Education Level, 2012/13 and 2016/17

	2012/13			2016/17		
	Monthly wage (USh)	Hours worked per week (Hrs.)	Hourly wage (USh)	Monthly wage (USh)	Hours worked per week (Hrs.)	Hourly wage (USh)
No schooling/below P1	69,696	37.8	461	93,970	44.6	527
Some primary	119,322	42.1	709	139,762	50.3	695
Primary completed	167,770	47.6	881	194,652	53.7	906
Some lower secondary	182,227	55.3	824	201,804	57.1	884
Lower secondary completed	216,050	59.3	911	251,784	58.0	1,085
Some or completed upper secondary	308,920	59.3	1,303	348,405	56.6	1,539
Post-primary TVET	305,407	49.5	1,543	343,265	51.5	1,666
Post-secondary TVET	353,743	48.9	1,807	456,475	49.8	2,292
Higher/tertiary level of education	767,550	48.8	3,930	955,036	48.9	4,883
Data on educational level missing	173,136	37.8	1,145	371,596	45.1	2,060
Total	194,926	46.1	1,057	300,625	51.9	1,448

Source: Tsimpo and Wodon (2020b) using UNHS 2012/13 and 2016/17.

4. **Earnings gains from higher educational attainment are confirmed through regression analysis.** Table 5.3 provides results from regression analysis of both monthly and hourly earnings using two different models (Ordinary Least Squares for workers with positive wages and Heckman model taking into account sample selection and the probability of having positive earnings). The marginal effects measure earnings gains in percentage terms versus no education or less than P1. For example, with lower secondary education completed, gains range from 35.9 percent to 58.8 percent versus no education depending on the year and model considered. The Table also provides the gains from completing lower secondary versus completing primary. In 2016/17 across the four models, the average gain is at 15.8 percent (average differential effect between primary and lower secondary for the four model specifications). For monthly earnings, the average gain from a lower secondary education is 19.2 percent versus completing primary.

Table 5.3: Results from Wage Regressions (Marginal Impacts at Sample Mean), 2012/13 and 2016/17

	Hourly		Monthly		Hourly		Monthly	
	OLS	H	OLS	H	OLS	H	OLS	H
	2012/13				2016/17			
No schooling/below P1	Ref.	Ref.	Ref.	Ref.	Ref.	Ref.	Ref.	Ref.
Some primary	0.197	0.198	0.162	0.200	0.146	0.270	0.239	0.373
Primary completed	0.371	0.378	0.345	0.493	0.230	0.323	0.303	0.410
Some lower secondary	0.267	0.269	0.365	0.432	0.340	0.379	0.448	0.508
Lower secondary completed	0.461	0.454	0.545	0.398	0.444	0.359	0.588	0.508
Some or completed upper secondary	0.700	0.690	0.790	0.604	0.607	0.343	0.761	0.521
Post-primary TVET	0.874	0.850	0.894	0.457	0.858	NS	0.979	0.355
Post-secondary TVET	1.119	1.088	1.154	0.578	1.105	0.320	1.171	0.414
Higher/tertiary level of education	1.708	1.686	1.669	1.304	1.616	0.935	1.653	1.022
Data on educational level missing	NS	NS	NS	NS	0.320	NS	0.470	0.331
Secondary versus primary completed								
Lower secondary versus primary	0.090	0.076	0.200	-0.095	0.214	0.036	0.285	0.098
Upper secondary versus primary	0.329	0.312	0.445	0.111	0.377	0.020	0.458	0.111

Source: Tsimpo and Wodon (2020b). Note: NS means not statistically significant.

Cost-benefit analysis for school construction

5. **The cost benefit analysis of investments in lower secondary school completion is based on estimates of wage earnings and data for both investment and recurrent costs.** Earnings gains are based on results from Tables 5.2 and 5.3. Cost data are available from the MoES for investment costs (school construction) and recurrent costs (cost of operating schools). In addition, the analysis incorporates out-of-pocket costs for parents to send their children to school as measured with the UNHS 2016/17. Based on the available data and assumptions (including a time discount rate of two percent, which is on the low side), the estimated internal rate of return is 13.9 percent. This rate of return is sensitive to assumptions, including on the unit cost of schools (a lower unit cost would increase the rate of return) and the time discount rate (a higher discount rate would reduce the rate of return). The baseline rate of return of 13.9 percent accounts only for gains in earnings for students completing lower secondary school thanks to the construction of new schools. Some students may drop out (reducing the rate of return), but others may continue to the upper secondary level (increasing the rate of return). Alternatives are discussed in Wodon (2020a), with a summary of a few alternative scenarios provided in Table 5.4. When construction costs increase by 10 percent, this does not affect too much the internal rate of returns, in part because these costs are but part of the total cost for the state of public education (recurrent costs tend to be larger per student over the lifetime of schools). By contrast, when the discount rate increases, this has a large impact on the internal rate of return since the present value of the future gains in earnings are smaller. Other simulations could be conducted, for example with different assumptions on the marginal earnings gains from more years of schooling. Overall though, the economic benefits from investments in school construction appear to be substantial.

Table 5.4: Internal Rate of Return from School Construction Under Various Scenarios (%)

	Baseline discount rate (2%)	Higher discount rate (3%)
Baseline school cost	13.9	8.7
Higher school cost (+10%)	13.0	8.0

Source: Wodon (2020a).

Non-wage benefits from educational attainment

6. **Apart from their impacts on earnings, low levels of educational attainment also affect a wide range of other outcomes, especially for girls.** Poor education outcomes have negative impacts for both men and women, but not educating girls is especially costly. This is because when girls drop out of school, they are more likely to marry as children (i.e., enter in a formal or informal union before the age of 18) or have children at an age when they are not yet ready to do so, whether physically or emotionally (early childbearing is defined as having a child before the age of 18). This in turn leads to a wide range of negative consequences not only for the girls, but also for their children, communities, and societies as a whole. Several benefits from educating girls should be highlighted here (see Wodon et al., 2019, for details):

    - **Child marriage and early childbearing:** The prevalence of child marriage (32.5 percent among girls aged 18-22 according to the latest Demographic and Health Survey) and early childbearing (26.0 percent) remain high in Uganda. Girls from rural areas and disadvantaged socio-economic backgrounds tend to have worse outcomes. Keeping girls in secondary school until they graduate is one of the best ways to end child marriage and early childbearing. Each additional year of secondary education is associated with a substantial reduction in the risks of child marriage and early childbearing and universal secondary education for girls could virtually eliminate child marriage and thereby also reduce the prevalence of early childbearing by half (because about half of all instances of early childbearing appear to be due to child marriage).

    - **Fertility and population growth:** Women who have children earlier (including when they are still children themselves) tend to have more children over their lifetime. By reducing the risks of child marriage and early childbearing, as well as providing agency for women, universal secondary education could reduce fertility rates by more than a third (36 percent) in Uganda. This, in turn, would reduce population growth, accelerate the demographic transition, and potentially generate a large demographic dividend which could help in raising standards of living and reducing poverty. For example, levels of human capital wealth per capita would increase.

    - **Women's health:** Finally, analysis suggests that universal secondary education for girls would increase women's health knowledge and their ability to seek care, improve their psychological well-being, and reduce the risk of intimate partner violence from partners, and reduce risks associated with having children at an early age.

7. **Education for children has potentially large intergenerational impacts when the children become parents.** It is obvious that educated parents are better equipped to help their children succeed in school. But parental education also matters for health and nutrition. Even after controlling for many other factors affecting under-five mortality and stunting (an indicator of malnutrition), children born of young mothers (below the age of 18 at the time of giving birth) have higher risks of dying by age five or being stunted. Better education reduces these risks

through its impact on early childbearing. Universal secondary education for mothers and fathers would also, as abovementioned, reduce household poverty, which again would be beneficial for reducing under-five mortality and stunting rates. Finally, children born of young mothers are less likely to be registered at birth, a key right for children that may influence the exercise of a range of other rights later, including political and civil rights.

8. **Better educated men and especially women also tend to have more agency in their lives. Agency can be broadly defined as the capacity to exercise choice.** It depends on the enabling environment – including policies, regulations, and social norms at the community or societal level-, as well as whether men and women have access to specific resources. It also depends on a person's past achievements, since past achievements can impact, among other things, a person's level of confidence. Education clearly has an impact on the resources available to individuals, including through its impact on labor market earnings. It affects past achievements, capabilities, and confidence. Dropping out of school, for example, can undermine such confidence. But education also affects decision-making ability in other ways. For women, lack of educational attainment leads to lower decision-making ability within their households. Estimates for Uganda suggests that achieving universal secondary education would increase by one tenth women's reported ability to make decisions, whether by themselves or jointly with their partner, from baseline values. Better educated women and men also often report lower satisfaction rates with basic services. While this may sound paradoxical, it may reflect better agency through a realistic assessment of quality.

Geographic allocation of schools, rationale for Government intervention, and fiscal sustainability

9. **Two main rationales for Government investments in school construction can be highlighted. The first is that the demand for secondary schools is large, but the public response remains too limited.** There is clear unmet demand for secondary education today in Uganda, as demonstrated in this PAD. This is in part because public school construction has been lagging. According to data from a geo-mapping analysis of secondary schools, 3,613 secondary schools were in operation in 2015 with information on the year in which they were founded[37]. Of those schools, as shown in Table 5.5, 82 schools were founded before 1950. What is of most interest however is the number of new schools founded since 2010. Some 718 secondary schools were established since 2010, which accounts for one fifth of all schools in just a few years. Of all new schools, less than one in ten were public schools. These estimates underscore how the private sector has been the leading force behind the expansion in Uganda's secondary school network over the last decade, but it also helps explain why a large demand for secondary school is not met due to lack of public investment. When the analysis is based on the number of students in schools according to the year in which the schools were established, broadly similar findings emerge on insufficient public investment.

Table 5.5: Establishment of Secondary Schools by Year and Type of School

Year established	Public schools (number)	Public schools (%)	Private schools (number)	Private schools (%)	All schools (number)	All schools (%)
Before 1950	50	61.0	32	39.0	82	100
1950-59	32	78.0	9	22.0	41	100
1960-69	71	74.0	25	26.0	96	100
1970-79	39	78.0	11	22.0	50	100
1980-89	465	85.6	78	14.4	543	100
1990-99	174	24.0	552	76.0	726	100

[37] For a few schools, data on the year of establishment is missing.

2000-09	172	12.7	1185	87.3	1357	100
Since 2010	65	9.1	653	91.0	718	100
Total	1068	29.6	2545	70.4	3613	100

Source: Adapted from Wodon (2020b).

10. **A second rationale for investments in public school construction is that many of the new private schools being built may not reach underserved areas.** Wodon (2020b) suggests a simple way to allocate new schools in Uganda in order to reduce both unmet demand for secondary education and inequalities in educational attainment. Denote the number of students enrolled in lower secondary school in area *k* by E_{kL}, where *L* stands for the lower bound for potential enrollment. Denote next the upper bound for potential enrollment in lower secondary schools by E_{kU}, where U stands for upper bound. If the number of children who pass the primary school examination is denoted by P_k in area k, and if N is the number of years that students must study to complete lower secondary education, a simple estimate of potential enrollment is $E_{kU} = N \times P_k$. The potential unmet demand or gap in enrollment for area k, denoted by G_k, can then be defined as $G_k = E_{kU} - E_{kL}$. Assume that a classroom can accommodate up to, say, 60 students. Given four years to complete lower secondary education, at least four classrooms are needed for each school or a school expansion. Denote the minimum capacity from new school construction or expansion as C (such as C=240=4×60 in the above example). To reduce the risk of building schools where demand may be too low, it makes sense to define a multiplier α, whereby a district is eligible to receive a new school or school expansion only if $G_k > \alpha \times C$. Once areas eligible for new schools and the number of new schools needed in each area have been identified, the next step consists in ranking areas to give priority to some versus others. It makes sense for Government to invest in priority in underserved areas with low enrollment rates. This helps to reduce inequality in educational attainment and it also reduce risks of substitution whereby children enrolled in a school leave that school to enroll in a new school. This type of substitution has benefits for children and families (otherwise the shifts would not be observed), but it may reduce the net gain in gross enrollment rates from building new public schools or expanding schools.

11. **Using the above approach, estimations suggest that new private schools are less targeted to underserved areas than new public schools.** Have new public and private schools been established since 2010 in areas that need schools the most based on the criteria outlined above? Table 5.6 provides the answer to that question. Districts have been ranked into five quintiles in terms of gross enrollment rates, with each quintile comprising of 22 districts except the last one which has 24 districts. The bottom quintile consists of the districts with the lowest gross enrollment rates at the secondary level. That quintile concentrates 13.3 percent of the need for school construction as estimated in the previous section (this is likely a lower bound for needs), but it has benefitted from only 7.4 percent of the new schools built since 2010. The second quintile accounts for 21.9 percent of school construction needs, and it received only 15.3 percent of new schools. If new schools were to be built primarily in underserved areas, these proportions would be higher. The top quintile comprises of the districts with the highest enrollment rates. That quintile accounts for 17.1 percent of construction needs, but it benefited from 30.4 percent of all new schools built since 2010. What is also clear from Table 5.6 is that private schools tend to be built more in areas with already high gross enrollment rates than public schools. This is not surprising, since areas with higher enrollment rates also tend to be better off, with households typically more able to pay the fees required for children to attend private schools. Overall, new schools have not by and large been located in the areas that need schools the most, but investing in public school construction could help.

Table 5.6: Distribution of New Schools, District Quintiles Ranked by Gross Enrollment Rates

	Public schools	Private schools	All new schools	Estimated unmet need (lower bound)
Bottom quintile	16	90	106	127
Share of new schools (%)	12.0%	6.9%	7.4%	13.3%
Second quintile	26	194	220	210
Share of new schools (%)	19.5%	14.9%	15.3%	21.9%
Third quintile	23	235	258	223
Share of new schools (%)	17.3%	18.0%	18.0%	23.3%
Fourth quintile	27	388	415	233
Share of new schools (%)	20.3%	29.8%	28.9%	24.3%
Fifth quintile	41	395	436	164
Share of new schools (%)	30.8%	30.3%	30.4%	17.1%
All	133	1302	1435	957
Share of new schools (%)	100.0%	100.0%	100.0%	100.0%

Source: Adapted from Wodon (2020b).

Note: the estimated unmet needs is a lower bound given the approach used (the parameter α mentioned above set at three), therefore the fact that the total number of schools is higher than the estimated unmet needs should not be seen as an indication that too many schools are being built – there is still a lack of capacity.

12. **Finally, while improving education outcomes through school constructions will require a substantial increase in public spending, including higher recurrent costs, this should be fiscally sustainable.** The recent Uganda Economic Update focusing on education (World Bank, 2019) suggests as target for Uganda to improve the leaning-adjusted years of schooling from 4.5 currently to at least 5.5 by 2025, a 20 percent increase. This could be achieved through a three-pronged strategy to improve the quality of primary education and associated completion rates, expand access to secondary education (a key objective from this project) while also improving quality, and financing those improvements in a sustainable manner. Estimates of costs are in the range of US$2 billion until 2025, although some cost savings could be achieved through higher efficiency. To bridge the financing gap, government spending on education would need to increase to 16 percent of the budget – the regional average, in comparison to the current level of funding at 10 percent of the budget. If only school construction is taken into account, the estimates costs would be lower. While these projections are indicative only, and the increase in budget spending would be substantial, they should be fiscally sustainable if Uganda were to allocate a larger share of public spending to education as a priority sector, as recommended by many international donors.

13. **In supporting this Project, beyond financing, the World Bank provides added value.** The design of the Project in its various components, including school construction but other aspects as well, has benefited from substantive discussions between the World Bank, the Government of Uganda, and other partners. These discussions have helped finetune interventions, including ensuring that school construction is cost effective and well targeted. Experience from this project will inform future projects, as well as the broader strategy for education of the country, thereby providing added value apart from financing.

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