

Document of
The World Bank
FOR OFFICIAL USE ONLY

Report No: ICR00005174

IMPLEMENTATION COMPLETION AND RESULTS REPORT

ON A

GRANT

IN THE AMOUNT OF US\$100 MILLION

TO THE

Government of Uganda

For the

Uganda Teacher and School Effectiveness Project

September 27, 2020

CURRENCY EQUIVALENTS

(Exchange Rate Effective March 28, 2020)

Currency Unit =	Ugandan Shilling (UGX)
-----------------	---------------------------

0.00026 =	US\$1
-----------	-------

FISCAL YEAR

July 1 - June 30

Regional Vice President: Hafez M. H. Ghanem

Acting Country Director: Camille Nuamah

Regional Director: Amit Dar

Practice Manager: Muna Salih Meky

Task Team Leaders: Kirill Vasiliev, Hongyu Yang

ICR Main Contributor: Nicole Mammoser

ABBREVIATIONS AND ACRONYMS

BER	Bid Evaluation Report
BRMS	Basic Required Minimum Standards
CCCP	Community Childcare Program
CCT	Coordinating Center Tutor
CMU	Construction Management Unit
CoW	Clerk of Work
CPF	Country Partnership Framework
CPS	Child Protection System
DEO	District Environmental Officer
DES	Directorate of Education Standards
DLI	Disbursement Linked Indicator
DLR	Disbursement Linked Result
ECCE	Early Childhood Care and Education (Policy)
ECD	Early Childhood Development
EGR	Early Grade Reading
EGRA	Early Grade Reading Assessment
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESSP	Education Sector Strategic Plan
FBO	Faith Based Organization
GoU	Government of Uganda
GPE	Global Partnership for Education
HCI	Human Capital Index
IIS	Integrated Inspection System
IRI	Intermediate Result Indicator
IVA	Independent Verification Agency
LG	Local Government (at the district level)
MoES	Ministry of Education and Sports
NAPE	National Assessment of Progress in Education
PCU	Project Coordination Unit
PLE	Primary Leaving Examination
PDO	Project Development Objective
PDU	Procurement Disposal Unit
RF	Results Framework
SFG	School Facilities Grant
SMC	School Management Committee
TIET	Teacher and Instructor Education Training Department
UBOS	Uganda Bureau of Statistics
UNEB	Uganda National Examinations Board
UPPET	Uganda Post Primary Education and Training (Project)
UTSEP	Uganda Teacher and School Effectiveness Project

TABLE OF CONTENTS

DATA SHEET	1
I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES.....	5
A. CONTEXT AT APPRAISAL	5
B. SIGNIFICANT CHANGES DURING IMPLEMENTATION	10
II. OUTCOME	13
A. RELEVANCE OF PDOs	14
B. ACHIEVEMENT OF PDOs (EFFICACY)	14
C. EFFICIENCY	22
D. JUSTIFICATION OF OVERALL OUTCOME RATING	24
E. OTHER OUTCOMES AND IMPACTS.....	24
III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME	26
A. KEY FACTORS DURING PREPARATION	26
B. KEY FACTORS DURING IMPLEMENTATION	27
IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME ..	31
A. QUALITY OF MONITORING AND EVALUATION (M&E)	31
B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE	32
C. BANK PERFORMANCE	35
D. RISK TO DEVELOPMENT OUTCOME	36
V. LESSONS AND RECOMMENDATIONS	37
ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS.....	40
ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION	50
ANNEX 3. PROJECT COST BY COMPONENT	52
ANNEX 4. EFFICIENCY ANALYSIS.....	53
ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS ...	62
ANNEX 6. DISBURSEMENT LINKED INDICATORS SUMMARY TABLE	71
ANNEX 7: LIST OF DISTRICTS BY INTERVENTION	74



DATA SHEET

BASIC INFORMATION

Product Information

Project ID	Project Name
P133780	UG Teacher and School Effectiveness Project
Country	Financing Instrument
Uganda	Investment Project Financing
Original EA Category	Revised EA Category
Partial Assessment (B)	Partial Assessment (B)

Organizations

Borrower	Implementing Agency
Government of Uganda	Ministry of Education and Sports

Project Development Objective (PDO)

Original PDO

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



FINANCING

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
World Bank Financing			
TF-17702	100,000,000	98,470,076	98,470,076
Total	100,000,000	98,470,076	98,470,076
Non-World Bank Financing			
Borrower/Recipient	0	0	0
Total	0	0	0
Total Project Cost	100,000,000	98,470,076	98,470,076

KEY DATES

Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
15-Aug-2014	24-Mar-2015	09-Sep-2016	30-Jun-2018	31-Mar-2020

RESTRUCTURING AND/OR ADDITIONAL FINANCING

Date(s)	Amount Disbursed (US\$M)	Key Revisions
26-Feb-2018	54.08	Change in Results Framework Change in Components and Cost Change in Loan Closing Date(s) Reallocation between Disbursement Categories Change in Implementation Schedule Other Change(s)
06-May-2019	87.23	Change in Loan Closing Date(s) Reallocation between Disbursement Categories

KEY RATINGS

Outcome	Bank Performance	M&E Quality
Satisfactory	Satisfactory	Substantial



RATINGS OF PROJECT PERFORMANCE IN ISRs

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US\$M)
01	01-Dec-2014	Satisfactory	Satisfactory	0
02	29-May-2015	Satisfactory	Moderately Satisfactory	0
03	08-Dec-2015	Moderately Satisfactory	Moderately Satisfactory	8.50
04	14-Jun-2016	Moderately Unsatisfactory	Moderately Unsatisfactory	20.92
05	10-Nov-2016	Moderately Unsatisfactory	Unsatisfactory	20.92
06	06-Mar-2017	Moderately Unsatisfactory	Moderately Unsatisfactory	31.68
07	27-Oct-2017	Moderately Unsatisfactory	Moderately Unsatisfactory	40.93
08	25-Jun-2018	Moderately Satisfactory	Moderately Satisfactory	66.20
09	18-Mar-2019	Moderately Satisfactory	Moderately Satisfactory	71.20
10	06-Sep-2019	Satisfactory	Moderately Satisfactory	88.36
11	21-Feb-2020	Satisfactory	Satisfactory	94.72

SECTORS AND THEMES

Sectors

Major Sector/Sector (%)

Education 100

Primary Education 100

Themes

Major Theme/ Theme (Level 2)/ Theme (Level 3) (%)

Human Development and Gender 100

Education 100

Access to Education 50

Education Financing 50



ADM STAFF

Role	At Approval	At ICR
Regional Vice President:	Makhtar Diop	Hafez M. H. Ghanem
Country Director:	Philippe Dongier	Antony Thompson
Director:	Claudia Maria Costin	Dena Ringold
Practice Manager:	Sajitha Sathiyathan	Safaa El Tayeb El-Kogali
Task Team Leader(s):	Andreas Blom, Elizabeth Ninan Dulvy	Kirill Vasiliev, Hongyu Yang
ICR Contributing Author:		R. Nicole Mammoser



I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

A. CONTEXT AT APPRAISAL

Country Context.

1. At the time of project appraisal in 2014, Uganda had one of the youngest populations in the world (53 percent of citizens under age 15) due to its relatively high population growth rate (3.2 percent annually).¹ About 80 percent of the population resided in rural areas where poverty remained high, with half the population subsisting on less than US\$1.25 per day.

2. The country's record of impressive growth and prudent macroeconomic management was being tested, however, as domestic and exogenous shocks, including drought and a global economic crisis, weighed down economic activity. Despite an expansionary fiscal policy, annual growth had slowed to 3.4 percent in 2012, down from an average of 7 percent achieved between 1990 and 2010.

3. The Government's decentralization policy, which began in 1992, had devolved substantial functions and resources to district-based Local Governments (LGs), which were operating as fully-fledged elected governments with legislative and executive powers. LGs prepared and executed their own five-year development plans and budgets and had extensive service delivery responsibilities in the education, health, water and transport sectors. Despite a strong anti-corruption legal framework, the perception that public servants failed to deliver goods and services paid for by Government persisted. Worker absenteeism -- including teachers -- was seen as evidence of this.

4. **Sector context.** By 2014, Uganda had made great progress in expanding access to education. The introduction of Universal Primary Education (UPE) in 1997 led to significant gains in primary enrollment, which increased from about 3 million pupils in 1998 to 8.4 million pupils in 2010.² The net enrollment rate in 2011 was 94 percent, with parity between boys and girls. However, a significant percentage of students who entered primary school did not finish their studies. The 2011 primary completion rate, measured as cohort survival to the end of grade 7, was only 33 percent. Repetition rates ranging from 10 to 12 percent annually were linked to high drop-out rates at the primary school level. The majority of pupils who did remain in school experienced sub-standard learning outcomes. In 2012, results from the National Assessment of Progress in Education (NAPE) showed that less than half of grade 6 pupils were proficient in literacy and numeracy.

5. Low completion rates and learning outcomes were due to shortcomings at different levels of the education service delivery chain, beginning with teachers, many of who lacked knowledge proficiency and adequate pedagogical skills, particularly with respect to teaching early grade (grades 1-3) literacy and numeracy. In addition, teacher absenteeism was high, reflecting limited teacher supervision and resulting in reduced teaching time, and motivation was low because compensation was not linked to performance. Finally, teachers lacked sufficient teaching and learning materials.

6. At the school level, School Management Committees (SMCs) had limited capacity to execute key functions such

¹ Uganda's student population tripled between 1997 (when Universal Primary Education was introduced) and 2014. (UNICEF, 2019.)

² There were approximately 20,500 primary schools in Uganda in 2010, 62% of which were public.



as development planning, education program monitoring and ensuring compliance with school standards and procedures. Lack of appropriate school facilities also impacted learning outcomes and drop-out rates. In 2014, population growth was adding about 80,000 children of school entry age each year, which translated into the (unmet) need for 1,600 additional classrooms and teachers annually.³ A sample-based inventory of existing school infrastructure showed that 14 percent of schools held some classes outdoors, and that in some districts less than 20 percent of schools had separate sanitation facilities for girls.

7. At the primary education system level,⁴ the most significant constraint to improved learning outcomes and primary school completion rates was pupils entering primary school without adequate preparation. The Government's policy that provision of pre-primary education is private sector led and self-financed,⁵ coupled with limited household income, resulted in a net enrollment rate for early childhood education (ages 3-5) estimated at 14 percent in 2011. In the limited early childhood development (ECD) centers that were operating, informant interviews showed gaps in instructor competencies, leading to children being less prepared for school entry than expected. There was need for a strategic vision for scalable models for ECD provision in Uganda.

8. Uganda's education sector continued to benefit from a variety of robust and coordinated interventions financed by development partners, NGOs and civil society organizations. Projects designed to strengthen the sector spanned the entire education system, from the pre-primary level through post-secondary training. At the pre-primary and primary levels, regional and district-based initiatives focused on further expanding access to schooling and providing teacher training to enhance instructional quality and improve learning outcomes and school completion rates. The Uganda Teacher and School Effectiveness Project (UTSEP) would be an early education complement to other projects in the Government's Bank-financed portfolio, including the Uganda Post Primary Education and Training Project (closed in 2014), which supported quality improvements and expansion of secondary education, as well as the ongoing Skills Development Project, which was being developed to enhance the capacity of technical and vocational institutions to deliver demand-driven training programs in targeted sectors of the economy.

9. UTSEP would address the key primary education objective included in the Government's Education Sector Strategic Plan (ESSP) for the period 2007-2015, namely improving the quality of primary education to help ensure pupils' mastery of basic numeracy and literacy. The Project would train and certify instructors in best practices for early childhood development and learning, ensuring that children would be better prepared to begin primary school, and provide robust training in early grade reading methodology to primary teachers. In addition, the Project would improve the availability of instructional materials and introduce an online platform for school inspection to provide real-time information on teacher attendance and time on task. UTSEP would also train school leaders and School Management Committee members to more effectively execute their duties, resulting in improved school monitoring and accountability for student learning outcomes, and enhance infrastructure at primary schools across Uganda to improve learning environments.

10. In November 2013, the Global Partnership for Education (GPE) approved a US\$100 million grant to implement UTSEP over a three-year period. The World Bank was designated as the executing agency for the grant, and the

³ Data for the 2010-2011 academic year showed that only about 1,000 classrooms were added.

⁴ Government spending on the education sector as a share of the national budget has been declining: 2011/12: 15%; 2012/13: 15%; 2013/14: 14%; 2014/15: 13%; 2015/16: 12%; 2016/17: 11%; 2017/18: 10%. Average education spending for countries in Sub-Saharan Africa was 16% of the national budget in 2019. (World Bank, 2019.)

⁵ The MoES's role in the provision of ECE continues to be performing oversight functions, including registration, licensing, monitoring supervision and curriculum development.



Ministry of Education and Sports (MoES) was designated as the implementing agency responsible for overall coordination, supervision and fiduciary oversight. The Grant Agreement was signed by both parties in August 2014.⁶ Project interventions aligned with GPE's objectives of improving teacher effectiveness and early grade learning outcomes. In addition, the pay-for-results disbursement method addressed the GPE priority of enhancing aid effectiveness and results orientation. Finally, the Project was consistent with the third strategic objective included in the Bank's Country Assistance Strategy for the period 2010-2015, which aimed to improve access to quality primary education.

Theory of Change (Results Chain)

11. The Project Development Objective (PDO) was to support the Government in improving teacher and school effectiveness in the public primary education system. "Effective teachers" were envisioned as those trained in pedagogical approaches to effectively support early childhood learning⁷ and early grade reading, those effectively utilizing sufficient instructional materials, and those being effectively supervised in their classrooms. "Effective schools" were envisioned as those overseen by school leaders trained to effectively manage and supervise their schools, and those providing a physical environment conducive to effective student learning. Project activities focused on fostering effective teachers and schools would ultimately contribute to improved quality of primary education, helping to ensure gains in student learning and increased completion rates.

12. The Project's Theory of Change is presented in the tables on the following page. In order to provide a more complete and clearer picture of the project results chain, changes made to the Project's Results Framework during the first Restructuring are also included in the tables.

⁶ The delay in signing the Grant Agreement was the result of additional time taken to ensure operational readiness for project implementation, including developing implementation details, work plans and budgets for each activity, selection criteria for targeted beneficiaries of activities, etc.

⁷ The ECD sector in Uganda is privately operated and thus does not fall under the umbrella of the public primary education system that is targeted in the PDO. Nonetheless, ECD programs contribute to stronger foundational skills and increased school readiness in children. The Project therefore includes training to improve the skills of ECD caregivers to help ensure that children attending ECD programs are well-prepared to begin primary school. This in turn supports the effectiveness of primary teachers in the public system, as they are better able to perform their jobs when students are physically, emotionally and intellectually ready to learn from the start.



Main activities:	Outputs:	PDOs/Outcomes:	Long-term outcomes:
Improving teacher effectiveness: 1) Train the following educators: -P1-P3 teachers in Early Grade Reading methodology -ECD caregivers in the Community Child Care Program 2) Provide instructional materials for all primary students and teachers 3) Design and pilot an ICT-based school inspection system	1) Trained teachers using EGR methodology in classrooms -- and -- ECD caregivers implementing the Community Child Care Program in ECD Centers 2) Classrooms adequately supplied with literacy and numeracy learning materials 3) School inspection system successfully piloted	Improved teacher effectiveness: 1) 12,100 P1-P3 teachers strengthened their teaching techniques; EGR Assessments carried out following teacher training <i>PDO Indicator 1: Number of teachers trained in Early Grade Reading in local languages and English and at least two Early Grade Reading Assessments;</i> <i>IRI 9: Evaluation of ECD Community Child Care Program completed</i> <i>Restructuring #1:</i> <i>New PDO Indicator 4: Percentage of pupils reading 20 or more words per minute in grades 1-3;</i> <i>New IRI 1: Percentage of teachers (P1-P7) present in EGR schools (formerly PDO Indicator 4)</i> 2) Pupil: textbook ratio improved to 10:1 <i>PDO Indicator 2: Number of pupils-per-textbook in English and math for pupils in grade P1-P7</i> 3) 77% of teachers present in primary schools in Project-targeted districts; 4,000 school inspection reports filed for 2,000 schools (two reports per school) <i>PDO Indicator 4: Percentage of teachers present in public schools in targeted districts;</i> <i>IRI 5: Number of schools in targeted districts for which at least two school inspection reports have been filed</i> <i>Restructuring #1:</i> <i>PDO Indicator 4: revised as new IRI 1 (see above);</i> <i>IRI 5: target reduced</i>	Improved quality of primary education, improved student learning outcomes and higher primary school completion rates

Main activities:	Outputs:	PDOs/Outcomes:	Long-term outcomes:
Improving school effectiveness: 1) Train head teachers and members of School Management Committees to build capacity and improve performance in school supervision, assessment and planning, and in managing budgets and monitoring teacher and pupil performance 2) Carry out civil works to improve school facilities via the School Facilities Grant program	1) Trained school leaders and School Management Committees using new skills to better manage and supervise schools 2) New furnished classroom and administration blocks, pit latrines and water harvesting systems at schools across Uganda	Improved school effectiveness: 1) Head teachers and SMC members from 2,000 schools are effectively carrying out school management duties <i>IRIs 5, 6 and 7: Number of schools in targeted districts where SMCs and head teachers have received training, where information on UPE grants is made publicly available, and where SMC-approved School Improvement Plans on School Facility Grant are in place</i> <i>Restructuring #1:</i> <i>IRIs 5 and 6: targets reduced;</i> <i>IRI 7: dropped</i> 2) Construction works enable 290 schools to meet Basic Required Minimum Standards for quality learning <i>PDO Indicator 3: Number of targeted schools with less than three permanent classrooms;</i> <i>IRI 8: Number of additional classrooms built/rehabilitated at the primary level</i> <i>Restructuring #1:</i> <i>PDO Indicator 3 and IRI 8: targets reduced;</i> <i>New IRI 7: Number of schools with established system to address child protection</i>	Improved quality of primary education, improved student learning outcomes and higher primary school completion rates



Project Development Objectives (PDOs)

The PDO has two parts: 1) to support the Government in improving teacher effectiveness and 2) to support the Government in improving school effectiveness, both within the public primary education system.

Key Expected Outcomes and Outcome Indicators

Three indicators were defined at appraisal to assess achievement of part 1 of the PDO, support the Government in improving teacher effectiveness:

PDO Indicator 1: Number of teachers trained in early grade reading in local languages and English and at least two Early Grade Reading Assessments

PDO Indicator 2: Number of pupils-per-textbook in English and math for pupils in grades P1-P7

PDO Indicator 4: Percentage of teachers present in public schools in targeted districts

One indicator was defined at appraisal to assess achievement of part 2 of the PDO, support the Government in improving school effectiveness:

PDO Indicator 3: Number of targeted schools with less than three permanent classrooms

Components

13. **Component 1: Effective Teachers:** Teacher effectiveness would be enhanced through teacher training, provision of instructional materials, and improved school inspection. An estimated US\$31.4 million was to be disbursed against the achievement of pre-defined Disbursement Linked Results under Component 1.

Sub-component 1.1 / Improving teacher competencies: Expand the ongoing Early Grade Reading (EGR) training program to 12,000 P1-P3 teachers in 27 additional districts; improve primary school readiness for children by training 4,000 ECD caregivers in the Community Child Care Program; and scale up a Certification for Teacher Education Proficiency program for 400 Coordinating Center Tutors (CCTs) who provide onsite training and support to teachers and school administrators.

Sub-component 1.2 / Providing equipment and instructional materials: Improve access to literacy and numeracy instructional materials for P1-P7 pupils and teachers in all 120 districts.

Sub-component 1.3 / Enhancing teacher supervision: Enhance effectiveness of school inspection via the design and implementation of an ICT-based inspection system.

14. **Component 2: Effective Schools:** School effectiveness would be enhanced through training of school leaders in school management and accountability and construction upgrades to school facilities. These activities would enable strengthened teacher competencies realized under Component 1 to effectively take root and translate into improved education service delivery. An estimated US\$45.8 million was to be disbursed against the achievement of pre-defined Disbursement Linked Results under Component 2.

15. Sub-component 2.1 / Enhancing school leadership, management and accountability: Provide training to head teachers and School Management Committee members in 2,000 schools to address gaps in performance, including school supervision, evaluation and planning and monitoring of teacher and pupil performance.



16. Sub-component 2.2 / Providing need-based, performance-linked school grants for school facilities improvements: Enable 290 schools to meet basic required minimum standards for quality learning via construction of classroom and administration blocks, pit latrines and water harvesting systems.

17. **Component 3:** Technical Assistance. An estimated US\$14.9 million for Component 3 activities was to be disbursed against actual expenditures.

Sub-component 3.1 / ECE policy review: Support the MoES in reviewing/revising existing ECE policy.

Sub-component 3.2 / Integrated ICT-based school inspection system: Provide financing, technical advisory services and training for development of an ICT-based inspection system.

Sub-component 3.3 / Support to teacher payroll and information management: Provide financing, technical advisory services and training to streamline management and transparency of the teacher payroll system.

Sub-component 3.4 / Support to M&E for Project monitoring: Provide financing, technical advisory services and training to effectively monitoring and evaluate Project and education sector activities.

Sub-component 3.5 / Technical assistance and operational costs for implementation of Project activities: Provide financing and technical assistance to support MoES in effective implementation of Project activities.

Sub-component 3.6 / Technical assistance for generating the next cycle of the ESSP.

18. US\$7.9 million in Project funds was left unallocated. This funding was expected to be allocated, subject to clear cost justification, to compensate for price contingencies, to implement project activities that were downscaled during the appraisal stage, to expand well-performing activities, and to add activities to the Project's scope that would positively impact the PDO.

B. SIGNIFICANT CHANGES DURING IMPLEMENTATION

Revised PDOs and Outcome Targets

The Project was restructured twice.⁸ Neither Restructuring resulted in changes to the two objectives included in the PDO statement. The target for one PDO Indicator was modified.

Revised PDO Indicators

19. At the Project's Mid Term Review⁹ in December 2016, progress toward achievement of the PDO was rated as *Moderately Unsatisfactory*, and overall implementation progress was rated *Unsatisfactory*. This was due primarily to MoES capacity constraints that, coupled with procurement delays, affected timely implementation of Project activities. In particular, progress on school construction was significantly behind schedule, with contracts for construction only recently signed for schools where the construction process would be managed by the MoES. In addition, limited progress had been made in advancing six of the activities tracked by the 13 Intermediate Result Indicators in the Results Framework, which focused mainly on technical assistance and capacity building to advance a range of smaller initiatives designed to contribute to improved education sector efficiency.

⁸ At Restructuring #1, approved in February 2018, US\$54.1M of Project funds had been disbursed. At Restructuring #2, approved in May 2019, US\$87.2M of Project funds had been disbursed.

⁹ The Mid Term review was carried out over two missions, in September and December of 2016.



20. At the Project's first Restructuring, the Results Framework (RF) was revised as follows:

- New PDO Indicator 4 (*Percentage of pupils reading 20 or more words per minute in grades 1-3*) was added to measure learning progress under the EGR program. This new indicator replaced original PDO Indicator 4, *Percentage of teachers present in public schools in targeted districts*,¹⁰ which was shifted to an Intermediate Result Indicator (IRI) and redefined to measure teacher presence only in the 29 districts where teachers received training in the EGR methodology under the Project. The decision to limit verification of teacher presence to the EGR training districts was based on two factors. First, activities designed to improve the management and transparency of the payroll process as a means of enhancing teacher motivation nationwide (and subsequently lowering teacher absenteeism) were revised at the Restructuring. These activities had not begun due to delays in obtaining required teacher payroll information from the Ministry of Public Service. Second, measuring teacher presence at the national level (by sampling all districts) would not be appropriate given that UTSEP interventions did not target all districts. The MoES therefore chose to verify teacher presence in the EGR districts in order to gain an understanding of the degree to which newly trained teachers were present at school as well as a broader measure of teacher presence across all primary grades in those districts.
- The target for existing PDO Indicator 3 (*Number of targeted schools with less than three permanent classrooms*) was changed from 672 to 824 schools¹¹ with less than three permanent classrooms as necessitated by unit cost increases for construction.
- Three new IRIs were added. An IRI tracking the *Number of schools with established system to address child protection* was added to focus on activities that minimize risks of gender-based violence and violence against children in schools where civil works were carried out under the Project.¹² IRIs were also added to measure *Percentage of teachers (P1-P7) present in EGR schools* (described above) and *Evaluation of the ECD Community Child Care Program completed*.
- Five IRIs were removed from the RF, as the related activities were discontinued: *number of tutors awarded a certificate in Teacher Education Proficiency*; *number of schools with School Improvement Plans approved by SMCs*; *number of education professionals trained on ECD policy*; *completion of payroll system technical assistance*; *preparation of an updated ESSP*.

Revised Components

21. The Project's three components (Effective Teachers, Effective Schools and Technical Assistance) were not revised during the Project's lifetime. However, some of the activities under the components were modified at Restructuring #1 to enhance the Project's focus on activities with the most potential to positively impact teaching and learning.

22. The following activities were discontinued following procurement delays and/or MoES capacity constraints that

¹⁰ In 2016, the MoES decided to use data from the recent National Service Delivery Survey for an up-to-date baseline measure of teacher presence. However, the data collection method used in the survey was subsequently determined to have fallen short of international best practices for measuring teacher presence. Once the indicator on teacher presence was restructured, the MoES hired an independent agency to verify teacher presence and calculate payments earned against the related DLRs under DLI 7. The original baseline for the indicator (73%, based on 2013 Service Delivery Indicator Survey data) was maintained.

¹¹ A decrease in the target for PDO Indicator 3 appears as a numerical increase due to the phrasing chosen for the indicator. Because construction works under the Project sought to lower the number of schools with less than three permanent classrooms, the target of 672 schools with less than three permanent classrooms was increased to 824 schools at the first Restructuring, which effectively meant that the number of schools with less than three permanent classrooms would decrease less than originally planned.

¹² According to a 2012 MoES report, 78% of primary school children surveyed had experienced sexual abuse at school, 82% were subject to corporal punishment and 43% were bullied. Only 40% of these cases were reported.



impacted efficient implementation:

- Under Component 1: Coordinating Center Tutor assignment re-mapping and certification training; provision of ICT equipment for Primary Teacher Colleges; development of a framework for continuous assessment of teacher trainees.
- Under Component 2: development of School Improvement Plans (an activity to reinforce SMC members' leadership training under the Project).
- Under Component 3: capacity building for the Uganda National Examinations Board (UNEBC); training for education professionals to implement the revised ECE policy; development of the next iteration of the ESSP.

23. The following Project activities were modified due to MoES and Local Government capacity constraints that impacted efficient implementation and/or unforeseen unit cost increases for activities:

- Under Component 1: the number of inspections using the new ICT-based tool was revised to 1,000 schools.
- Under Component 2: the number of schools to be constructed was revised to 138;¹³ leadership training for head teachers and SMCs was revised to 1,181 schools.
- Under Component 3: a set of activities intended to improve management of the teacher payroll system was revised to preparation of a situational analysis of the system.

Other Changes

24. Under Restructuring #1, Project funds were reallocated between three disbursement categories. All unallocated funds in Category 3 (a total of US\$7.9 million) were redistributed. Category 1, which was comprised of Components 1 and 2, received US\$6.2 million, while Category 2, which included Component 3, received US\$1.7 million. In addition, unit costs were revised for Disbursement Linked Indicators (DLIs) 5 and 6 (*Provision of performance and need-based School Facilities Grants* and *Strengthened financial management and timely reporting related to school construction work*, respectively) to reflect the change in the number of schools being constructed. Amounts allocated to Disbursement Linked Results (DLRs) 3.2 and 4.3 were adjusted to reflect revised targets for school inspections and leadership training. The savings generated were used to finance new DLI 7, *Percentage of P1-P7 teachers present in Early Grade Reading-targeted schools*.¹⁴ Restructuring #1 also extended the Project's closing date by 12 months, to June 30, 2019, to allow for completion of construction activities.

25. At the beginning of 2019, US\$21 million of grant funds had not yet been programmed. US\$15 million, earned through new DLI 7, had not been budgeted into the work plan, nor had a still-unallocated US\$6 million. This was because the MoES had anticipated being able to use these funds to pay for additional initiatives following the Project's closing. However, OPCS guidance issued at the time mandated that all GPE grant funds be spent in accordance with World Bank procurement guidelines. The MoES then deliberated on how best to use the remaining funds, ultimately

¹³ Several factors led to the change in the total number of schools to be constructed. When the MoES's Construction Management Unit made site visits to all 293 schools in mid-2015, only 249 were confirmed as eligible for funding; the majority of the 44 schools dropped from the list already had more than two permanent classrooms and thus did not qualify for construction under UTSEP. In late 2015, construction designs were revised to incorporate earthquake-resistant elements and improvements to roof structures in line with "climate smart" construction practices. These construction changes drove up unit costs at all schools. As a result, the list of beneficiary schools was further reduced to 220 in line with allocated Project funds. In September 2016, the MoES determined that only 84 (of a targeted 165) schools could be constructed under a decentralized modality (managed by district-based Local Governments) given the implementation timeline. That left a list of 138 beneficiary schools, 54 of which would be constructed under a centralized modality (managed centrally by the MoES). The revision in the number of schools to be constructed -- from 293 to 138 -- was formalized via the first Restructuring.

¹⁴ Per the 2013 Service Delivery Indicator Survey, average teacher absenteeism was 27%. New DLI 7 was designed to motivate school districts to incentivize teachers to be present and working in their classrooms. The goal was an absenteeism rate of less than 10% in a sample of the 2,700 schools where teachers received EGR training.



deciding to spend the funds on additional EGR teacher training, textbook provision and school construction. This decision was due to the certainty, based on past performance, that the funds would be earned and disbursed through the DLI verification process, and because these activities were most likely to ensure further progress toward the PDOs of improving teacher and school effectiveness.

26. Restructuring #2, which did not entail any changes to the Project's Results Framework, enabled the MoES to utilize the unbudgeted funds on the following activities:

- Training for an additional 3,677 grade 4 teachers in Early Grade Reading methodology
- Provision of 6,506,243 additional copies of P1-P7 math and English textbooks for students in 12,198 public schools
- Construction of additional primary schools¹⁵

27. Restructuring #2 also extended the Project's closing date by nine months, to March 31, 2020, to enable the MoES to fully utilize previously unbudgeted funds.

Rationale for Changes and Their Implication on the Original Theory of Change

28. Neither of the two Restructurings impacted the Project's original Theory of Change; the same set of interventions were expected to lead to outcomes of improved teacher and school effectiveness. Restructuring #1 served to solidify complementary Project activities and modify activities that would stress the implementation capacity of the MoES. The addition of a PDO Indicator that measured student learning helped to better align the RF with the Project's investments in teacher training and learning materials. Restructuring #2 ensured sufficient time to fully use Project funds and to verify DLI results. In addition, it enabled targets for PDO Indicators 1 and 2 to be further exceeded, and the target for PDO Indicator 3, which had been met by the extended closing date secured under the first Restructuring, to be surpassed. Training for additional teachers and the provision of additional textbooks increased the number of estimated direct Project beneficiaries from 8.1 million to over 8.8 million students and teachers.

II. OUTCOME

29. Although there was a reduction in the target for PDO Indicator 3, a split rating evaluation is not warranted in this case. Design modifications made to ensure that new school structures would be earthquake-resistant and "climate smart" resulted in unit cost increases that impacted the number of schools that could benefit from construction, given the Project's funding allocation for this activity. The resulting reduction in the number of schools receiving construction, which did not decrease the number of districts targeted for construction, was natural and did not impact the Project's ability to achieve the PDOs of improved teacher and school effectiveness. Further, the adjustment to the Project's scope at the first and second Restructurings enabled the Project to focus on the interventions most likely to improve teacher and school effectiveness, and on a number of additional activities that significantly impacted on the overall success of the Project. Therefore, on balance, the ICR did not find that a split rating was required for the UTSEP project.

¹⁵ The seven schools were chosen from a waiting list compiled at the procurement stage in case any of the targeted schools were disqualified at any point in the construction process.



A. RELEVANCE OF PDOs

Assessment of Relevance of PDOs and Rating

30. At Project close, Uganda's 2017-2020 ESSP was in effect.¹⁶ Project activities remained well-aligned with the priority intervention areas included in the plan, which included school construction (of at least one public primary school in each parish and one public secondary school in every sub-county to lessen the distance children must walk to access education), expansion of the school inspection system, improving teacher and tutor competencies and provision of free scholastic materials to students.

31. The Project was and remains highly consistent with the Bank's Country Partnership Framework (CPF) for the period 2016-2021. The CPF's third strategic objective is to strengthen human capital; CPF outcome 3.1 aspires to improved access to and quality of primary and post-primary education. UTSEP interventions also align with ongoing Bank financial support focused on boosting the quality and equity of primary school education by improving teacher effectiveness and school-level accountability systems, with a particular focus on schools in rural areas. Finally, the Project supports GPE objectives of (i) quality ECE for better learning outcomes and reduced repetition and drop-out rates in primary school, and (ii) improved, more equitable student learning outcomes in the early grades made possible via the provision of teacher training and ample learning materials.

Relevance Rating: *High*

B. ACHIEVEMENT OF PDOs (EFFICACY)

Assessment of Achievement of Each Objective/Outcome

Objective 1: Effective Teachers (Rating: *Substantial*)

32. The Project's first objective was to support the Government of Uganda (GoU) in improving teacher effectiveness in the public primary education system. This would be achieved in targeted districts by training teachers in pedagogical approaches to effectively support early grade reading and early childhood learning, through the provision of sufficient instructional materials for more effective teaching and learning, and through development and implementation of an Integrated Inspection System for more effective supervision of teachers.

(i) Effective teachers trained in pedagogical approaches that support learning

33. **Early Grade Reading methodology emphasizes teaching in local languages to build a strong base for further learning.** EGR methodology¹⁷ requires teachers to use simplified instruction, based on evidence from cognitive research, to teach foundational reading skills in local languages. This approach promotes effective delivery of Uganda's

¹⁶ The MoES is in the process of preparing its 2020-2025 ESSP in consultation with the National Planning Authority, the donor community and district-based Local Government leadership. The 2020-2025 ESSP, due during the second half of 2020, will align with Uganda's Third National Development Plan, which is also being developed for the period 2020-2025.

¹⁷ EGR methodology was developed by RTI International in 2006 with funding from USAID. The EGR model is built on five foundational skills for literacy: phonemic awareness, alphabetic principle, oral reading fluency and comprehension, vocabulary knowledge and listening comprehension.



thematic primary curriculum,¹⁸ which is taught in local languages for P1-P3 and builds a strong base for future learning in English. The EGR model emphasizes step-by-step instructional guidelines that allow teachers to develop simple routines for teaching literacy as well as continuous assessment to gauge how well students are learning.

34. **EGR training strengthened instruction in 29 low performing districts.** *PDO Indicator 1: Number of teachers trained in EGR in local languages and English with at least two EGR assessments conducted*, was exceeded. The indicator target of 24,100 trained teachers incorporated a baseline of 12,000 already-trained teachers under EGR training programs carried out by UNICEF and USAID.¹⁹ UTSEP trained 2,500 head teachers and 14,502 P1-P4 teachers²⁰ in 29 districts with low reading outcomes per a 2011 NAPE assessment of P3 students nationwide, raising the total number of teachers trained in EGR methodology in Uganda to 29,002.

35. **Assessments showed a steady improvement in students' reading ability.** The Early Grade Reading Assessment (EGRA), which tests acquisition of basic skills for literacy, was carried out to evaluate a cohort of students²¹ who were in grade P1 in 2016, P2 in 2017 and P3 in 2018. These students benefitted at each grade level from teachers who had received EGR training prior to the start of the academic year.²² The EGRAs showed steady improvement in students' ability to correctly read 20 or more words per minute in their local language. In 2016, 1 percent of P1 students were able to read 20 or more words per minute. In 2017, 8 percent of P2 students were able to read 20 or more words per minute. The 2018 EGRA showed that 27.5 percent of P3 pupils were reading 20 or more words per minute in their local language, exceeding the 20 percent target for *PDO Indicator 4: Percentage of pupils reading 20 or more words per minute in grades 1-3*.²³ The EGRAs also showed ongoing improvement in pupils' reading comprehension, measured as students correctly answering one or more questions out of three after reading a passage in their local language. Reading comprehension for the cohort increased from 11.7 percent in 2016 to 24.8 percent in 2017 to 55.7 percent in 2018. These improvements in reading fluency and comprehension suggest that students possess a solid foundation for reading in their local languages, which will provide a strong base for future learning in English.

36. **Teacher attendance improved in districts where EGR training was provided.** Given the high rates of absenteeism in Ugandan schools (the Bank's 2013 Service Delivery Indicators survey revealed that on average, 27 percent of teachers were absent from school each day), Project funds were used to verify teacher presence in a sample of the 2,727 primary schools where teachers received EGR training. A baseline of 73 percent of teachers present during unannounced school visits was set, and three rounds of verification²⁴ showed 91 percent of teachers physically present in schools. This

¹⁸ The thematic primary curriculum was developed between 2007-2010 and fully rolled out in 2012.

¹⁹ The Project extended two existing EGR training programs: UNICEF's School Health and Reading Program (SHRP), which ran from 2012-2017 in 31 districts, and USAID's Literacy Achievement and Retention Activity (LARA), which ran from 2015-2020 in 28 districts.

²⁰ Available unbudgeted funds enabled 3,553 P4 teachers to be trained in EGR methodology in January 2019. This training was critical, as P4 is when teachers transition to English as the language of instruction, with students continuing to learn their local language as a subject course. During P1, P2 and P3, teachers lead brief daily literacy lessons in English in their classrooms.

²¹ The cohort of learners that was followed was selected from 405 primary schools (13 or 14 schools from each of the 29 districts where teachers were trained in EGR methodology).

²² P1, P2 and P3 teachers were trained in January 2016, 2017 and 2018 respectively, prior to the start of the academic year in February. Each group of trained teachers underwent an EGR refresher training in May (at the end of Term 1) following their January training. Early Grade Reading Assessments were carried out in October 2016, 2017, and 2018.

²³ When UNEB carried out the EGRAs, it did not include a control group of students whose teachers had not received EGR training to serve as a comparison point for student gains in reading fluency and comprehension. In addition, UTSEP's EGRA results cannot be directly compared to SHRP and LARA results because the local languages and orthographies differed across the impacted regions under the three programs. However, the results trend for EGRAs can be compared. For USAID's LARA program, there was a jump in the percentage of students reading 20 or more w.p.m. from 1% at P1 to 5.4% at P2 to 24.2% at P3.

²⁴ Verifications took place in July and October of 2018 and in March of 2019. All EGR training activities for P1-P3 teachers were completed in May 2018; P4 teachers received their EGR training in January 2019.



exceeded the 90 percent target for Intermediate Result Indicator 1: *Percentage of teachers (P1-P7) present in EGR schools* and suggests that P1-P4 teachers are largely present in classrooms, implementing their newly acquired EGR teaching skills, thereby improving the likelihood of a positive impact on student learning outcomes.

37. The improvement in teacher attendance is believed to have resulted in part from complementary Project interventions in the 29 EGR training districts. In addition to benefitting from EGR teacher training paired with strong follow-up support supervision of trained teachers, schools in the EGR districts also benefitted from a mix of other Project activities: new primers, textbooks and related teacher reference materials, use of the Integrated Inspection System for teacher and school inspections, management training for head teachers and SMC members, and school construction work. The new instructional materials were provided to all primary schools, while the other interventions overlapped with EGR training in 27 districts, 13 districts and 8 districts respectively, serving to foster improved teacher motivation in primary schools.

38. P2 teachers were observed effectively carrying out EGR lessons. The verification exercises also assessed a set of “time on task” variables for P2 teachers. Results found that 92 percent of P2 teachers were present at school (a slight increase from the 91 percent teacher presence for all (P1-P7) teachers cited above), that 85 percent of P2 teachers were teaching EGR lessons at their scheduled time, and that 88 percent of P2 teachers were teaching according to a prepared lesson plan. In addition, 75 percent of pupils were found using their local language EGR primers during the verification exercises. The Project provided 2.4 million copies of EGR primers printed in eleven local languages and English for P1-P4 students (1:1 primer-per-pupil ratio), along with related teacher guides.

39. In addition to head teachers and P1-P4 teachers, 1,534 tutors from 46 Primary Teacher Colleges²⁵ were trained in EGR methodology. These tutors now train teacher trainees in the EGR methodology, ensuring that new teachers are able to use the pedagogy as soon as they assume classroom jobs.

40. Supporting supervision feedback indicated improvements in teacher effectiveness following training. In-classroom support supervision for EGR-trained teachers at least once per term was a collaborative effort conducted by Coordinating Center Tutors, District Education Officers, District Inspectors and head teachers. Anecdotal feedback from support supervision visits indicated that teachers were becoming more competent in their teaching, and in particular were assessing students’ learning progress regularly via various formative assessment methods. In addition, many of the EGR-trained teachers were developing comprehensive lesson plans at the beginning of each term, and others had been promoted based on their new capabilities. The Independent Verification Agency (IVA) contracted to verify teacher presence and confirm achievement of DLI 7 (*Percentage of P1-P7 teachers present in Early Grade Reading-targeted schools*) noted improved numbers of head teachers supervising and supporting the instructional practices of classroom teachers in EGR districts, from a baseline of 57 percent in 2016 to 95 percent in 2019.

41. The Community Childcare Program (CCCP), Uganda’s training framework for ECD caregivers, focuses on improving the content knowledge and skills of ECD caregivers in order to support the holistic development of children under age six. The program was developed and piloted (2011-2014) by the MoES and UNICEF to ensure that each community-based ECD Center has at least one certified caregiver to support school readiness, and to provide those working in caregiving the opportunity to receive formal training and certification. The Ministry partnered with three Faith Based Organizations (FBOs) to scale-up the CCCP in 50 districts from 2015-2020 using Project funds.

²⁵ Uganda has 46 PTCs, 23 of which are “core” PTCs providing instruction to both pre-service teacher trainees and in-service teachers, and 23 of which provide instruction only to pre-service teacher trainees.



42. **The Project trained 4,168 ECD caregivers from 2,559 ECD Centers across 50 districts in the CCCP.**²⁶ Selection of the districts was based on the Uganda Bureau of Statistics (UBOS) data that identified school districts with poor performance. FBOs in each district recruited the ECD caregivers who received the training.²⁷ Three cohorts of caregivers each underwent a year-long training that included three separate five-day sessions, held at PTCs during school holidays. Each session was followed by field supervision, coaching and assessment of caregivers at ECD Centers, leading to certification.²⁸ The Project provided ECD Centers with a Caregiver Guide²⁹ and registers for tracking children's attendance and physical growth.

43. **Training strengthened the skills of ECD caregivers.** *Intermediate Result Indicator 9 (Evaluation of the ECD Community Child Care Program completed)* was achieved in February 2019. The evaluation found that caregivers who had undergone CCCP training scored higher on a variety of pedagogical and administrative skills than a control set of peers. These skills included using an established learning framework to develop learning activities, following pre-defined daily routines, maintaining attendance and physical growth records, teaching in the local language, producing and utilizing a variety of locally sourced play and learning materials, teaching through play, providing supervised opportunities for children to try things independently, more frequent use of different group sizes during teaching, and consistently applying rules. In addition, learners whose caregivers trained under the Project scored higher in pre-reading skills than learners whose caregivers had not received training.³⁰

44. **The expansion of the CCCP under the Project yielded benefits beyond those measured by the CCCP evaluation.** The program contributed to more uniformity across the ECD caregiver profession in terms of instructional standards and quality. It also appears to have energized the ECD sector. Some trained caregivers have enlisted community involvement to open ECD Centers in areas without them and to build ECD classroom blocks at local primary schools. Other caregivers, with the support of FBOs, have pursued advanced ECD training at in-service programs offered by PTCs. Trained caregivers are also serving as resources for private school ECD programs, assisting with materials development and activities planning.

45. **The Early Childhood Care and Education (ECCE) Policy developed under UTSEP provides a framework to guide current and future ECD initiatives.** *Intermediate Result Indicator 10, Draft ECE Policy developed*, was achieved in February 2019. Under the Project, the GoU reviewed its existing 2007 Early Childhood Development Policy and updated it to reflect a revised strategy for expanding access to quality educational services for learners aged three to six. The result is a new ECCE Policy, which lays out a framework for standardizing early childhood education in Uganda and for enhancing the development and management of ECCE service delivery. A ten-year costed ECCE Policy Action Plan to enable operationalization and implementation of the ECCE Policy was also developed. The Action Plan calls for GoU to

²⁶ The most recent data available on pre-primary education in Uganda indicates that in 2016 there were 6,798 registered pre-primary centers/schools, with total enrollment of 563,913 learners (49.5% boys / 50.5% girls). This implies a net enrollment rate of 15.6%. (EMIS)

²⁷ The majority of ECD Centers in Uganda are established on the premises of local churches. As enrollment at ECD Centers grows, they are sometimes offered a classroom block at a nearby primary school. Administrative expenses and caregiver salaries are covered by parent contributions.

²⁸ Training for caregivers was conducted in local languages. CCTs and FBO personnel continue to provide periodic support supervision of trained caregivers in ECD Centers.

²⁹ The Caregiver Guide contains the ECD learning framework developed for the CCCP. The framework is comprehensive, covering all aspects of ECD teaching, including lesson planning, setting a daily classroom routine, assessing children's development and record keeping.

³⁰ The evaluation showed no statistically significant difference between the scores of learners whose caregivers were trained in the CCCP and the scores of learners whose caregivers had not been trained in the CCCP in three areas: cognitive development, motor skills and pre-writing skills. This is not uncommon, as literature points out that improved learning of skills following teacher training often becomes evident over a longer timeframe.



provide increased financial support for ECCE, such that within ten years, 3 percent of the education sector budget is allocated to ECCE. In addition to continuing to monitor and regulate private sector ECCE providers, the MoES would use the increased funding for a range of activities, including providing all ECD Centers with basic learning materials, funding campaigns to raise ECCE awareness, allocating targeted subsidies for provision of ECCE in vulnerable communities, and ultimately constructing “Model ECCE Centers” in each district. At Project close, the ECCE Policy awaited Cabinet approval and confirmed funding allocations in order for implementation to commence.

(ii) **Effective teachers utilizing sufficient instructional materials.**

46. An Improved supply of learning materials was required to enhance delivery of the primary education curriculum. In 2013, the GoU had recently rolled-out a curriculum for primary education that is organized around themes so that the teaching of cognitive skills such as reading, writing, math and science is done in the context of real-world subjects that are specific enough to be practical, and broad enough to allow creative exploration.³¹ Production of related instructional materials to guide teachers had not occurred simultaneously, and data collected by UBOS in 2013 showed a textbook to student ratio of 14:1 for both English and math textbooks.

47. **UTSEP provided curriculum-based learning materials to all 12,198 public primary schools across Uganda, reducing the pupil-per-textbook ratio to 2:1.** Materials included 13.7 million math and English textbooks for students in grades 1 through 7, as well as the EGR primers and teacher guides and ECD CCCP learning frameworks and pupil registers described previously. *PDO Indicator 2, Number of pupils-per-textbook in English and math for pupils in grades P1-P7*, was exceeded. The target ratio of 10:1 for both English and math textbooks was reduced to 2:1 following distribution of materials in February 2017 and November 2019.³² *Intermediate Result Indicator 4, Percentage of schools in targeted districts provided with a standard kit of instructional material for grades P1-P3 or P1-P7*, reached 97 percent, exceeding its target of 90 percent. Over 10,000 metal storage boxes were also supplied to protect the new instructional materials in older school structures.

48. **The availability of new textbooks will enhance teacher effectiveness and student learning.** Research has shown that textbooks are especially relevant to improving learning outcomes in low income countries with large class sizes and a high proportion of undertrained teachers.³³ Well-designed textbooks in sufficient quantities are now in classrooms nationwide, allowing teachers to develop and execute lessons as prescribed in the teacher’s versions of the textbooks, and supporting more effective delivery of Uganda’s primary education curriculum.

49. **The Project fitted 1,554 students from 79 districts with hearing aids.** In addition, 217 teachers were trained in an instructional methodology for the hearing impaired that combines speaking with sign language, and families received training to support students in the use and maintenance of their hearing aids. This initiative reflects the MoES’s ongoing efforts to ensure more inclusive and equitable quality education for all children (U.N. Sustainable Development Goal 4).

³¹ Examples of themes include communities, the weather, the seasons, music, transportation, etc.

³² At Project close, the English and math textbook per pupil ratio was believed to be 1:1. This will be confirmed following UBOS’s school census, scheduled to be completed during the second half of 2020.

³³ *Every Child Should Have a Textbook*, UNESCO, 2016.



(iii) **Teachers effectively supervised in their classrooms**

50. **An electronic school inspection system, able to produce real-time results data, was required for improved teacher supervision.** School inspection has historically been a challenge in Uganda. The existing system is a manual process, carried out by limited MoES personnel at the district level.³⁴ The Directorate of Education Standards (DES), the MoES unit responsible for determining education quality standards and overseeing teacher supervision at the national level, receives paper-based inspection reports at different times throughout the year (each district has its own schedule for conducting inspections), and then processes the data and disseminates results to district MoES offices. Inspection results often do not make it back to the field quickly enough for districts to take timely action, given that circumstances on the ground can change rapidly, making information obsolete. Further, there is not a comprehensive database for school inspection information to facilitate MoES efforts to identify and address gaps in education service delivery at different levels.

51. **An ICT-based system has improved the quality of school inspections in 46 low performing districts.** Under UTSEP, the Integrated Inspection System (IIS) was developed and piloted by DES. The IIS data collection process uses mobile technology with GPS features. The system is uploaded with templates for capturing key school inspection data and transmits real-time information to servers powered by solar panels and housed in the DES office in Kampala, where it is processed, and reports are disseminated to districts. DES designed five report templates to share inspection results: a school summary report, a full school-level report that includes recommendations for performance improvements, and district, regional and national reports. The reports are accessible to DES and LG inspectors from a secure online dashboard that filters information by school, district, region and national levels. The system also allows schools to share action plans for implementation of recommendations arising from inspection; district education officials and DES inspectors can follow-up on these reports during supervision missions to schools between scheduled inspection cycles.³⁵

52. **The IIS pilot was launched in November 2016, impacting 1,047 schools.** Pilot districts were randomly selected based on low performance in the 2013 Primary Leaving Exam administered nationwide to P7 students. DES officials trained 357 District Inspectors and District Education Officers and 1,000 Associate Assessors (current head teachers and retired teachers) to effectively carry out school inspections using the new IIS installed on mobile phones and tablets.³⁶ Two rounds of school inspection were carried out in March-April 2018 and October-November 2018. Inspections focused on key performance areas, including teacher preparation, quality of teaching, effectiveness of head teachers in supporting school infrastructure, school supervision and quantities and condition of scholastic materials. *Intermediate Result Indicator 2, Number of schools in targeted districts for which at least two school inspection reports have been filed*, was exceeded; 1,047 schools were inspected, surpassing the target of 1,000.³⁷ School inspection data from the pilots was collected and populated in report templates for analysis by stakeholders in a single day. At Project close, school inspection using the IIS continued in the 46 pilot districts. However, a detailed analysis of the inspection data had yet to be conducted, pending DES's hiring of a data analyst. (All inspection reports

³⁴ During the 2017-2018 academic year, the MoES inspected only 800 of the 3,000+ public primary schools in Uganda.

³⁵ The IIS platform can be integrated with existing MoES databases, including EMIS (school-level data collected via school censuses), TELA (used to monitor teacher time-on-task), Tariffa (used to track and manage school construction) and EISE (Employment Information System for Education). This will enable triangulation of inspection findings with other school data collected.

³⁶ In addition to the servers, the Project provided 360 tablets for inspectors to conduct and file their reports, and 75 motorcycles to district inspection offices and DES regional offices to facilitate school inspection.

³⁷ Inspections were conducted at schools by two inspectors each time to improve quality and accountability. Where connectivity lagged, inspectors used the IIS on their tablets to conduct inspections and saved the results while off-line at schools, transmitting results data once connectivity was available.



filed to date are accessible via <https://education-iis.go.ug>.)

Objective 2: Effective Schools (Rating: Substantial)

53. The Project's second objective was to support the GoU in improving school effectiveness in the public primary education system. This would be achieved in targeted districts by training primary school leaders and members of School Management Committees to effectively manage and supervise their schools, and by improving school facilities to provide environments that are conducive to effective student learning.

(i) Effective school management

54. **Leadership training was required to enhance school management.** Weak leadership and management practices at schools undermined the quality of primary education in Uganda. To address this, a leadership training program for school leaders and members of School Management Committees was scaled up under UTSEP. The training program was developed by the Netherlands Initiative for Capacity Building in Higher Education (NICHE) and is offered by the Uganda Management Institute (UMI), a national center for training, research and consultancy in management and administration.

55. **Training was provided to 1,200 head teachers and 1,204 deputy head teachers from 1,201 public primary schools in 26 districts.** Participating districts were randomly selected from the 50 lowest performing districts in the 2013 Primary Leaving Examination administered to P7 students. Over approximately three months, head teachers and deputy head teachers underwent 30 days of face-to-face training in topics including school supervision, assessment, evaluation and planning, human resources management and payroll issues, and, where relevant, training on the Basic Required Minimum Standards (BRMS) indicators, the School Facilities Grant application process and school construction monitoring.³⁸ Assessments during the course of training included take-home assignments (40 percent), end-of-module tests (40 percent) and compilation of a research portfolio (20 percent). All 2,404 participants achieved a minimum score of 60 percent across all course assessments and attended 75 percent of all training sessions and were awarded a certificate in leadership and management of educational institutions from UMI.

56. **Training was provided to 5,536 members of SMCs from 1,201 public primary schools in 26 districts.** Members of School Management Committees underwent five days of training. Topics included planning for school development, preparing and managing budgets, monitoring teacher and pupil performance, and, where relevant, technical training for carrying out supervision of school construction activities. All 5,536 participants received a certificate of attendance from UMI.

57. **Leadership training has enhanced school management and will continue to improve school effectiveness.** Training workshops were completed in October 2017. The target of 1,181 schools for Intermediate Result Indicator 5, Number of schools in targeted districts where SMCs and Head Teachers have received training, was exceeded. Intermediate Result Indicator 6, Number of schools in targeted districts where information on UPE grants is made publicly available to the community, was achieved. Leaders at 1,181 schools are ensuring adequate transparency in

³⁸ Training in BRMS indicators, the School Facilities Grant application process, and construction monitoring and supervision was provided to teachers and SMC members who came from schools in the nine districts that also benefitted from the School Facilities Grant sub-component of the Project, described in the following paragraphs. (The leadership training and School Facilities Grant construction interventions overlapped in nine districts.)



the use of UPE grants³⁹ released to their schools, in accordance with UPE guidelines and with the training they received in school management and accountability under the Project. In addition, the leadership training contributed to the previously described improvement in teacher presence in the thirteen EGR districts that also benefitted from the training programs for head teachers and SMCs. Better supervision of teachers is a byproduct of enhanced school management and contributes to both teacher effectiveness and school effectiveness.

(ii) **Improved school facilities more conducive to effective student learning**

58. **As part of the project appraisal process, the MoES conducted a needs assessment to determine which primary schools would most benefit from construction upgrades under UTSEP.** The needs assessment established that 962 schools in 105 districts did not meet minimum infrastructure standards per the GoU's Basic Required Minimum Standards⁴⁰ criteria for quality learning at primary schools. Based on past construction projects and prevailing market rates in 2014, the MoES estimated that 293 schools could be constructed with the Project's US\$41.5 million allocation. In order to refine the master list to 293⁴¹ schools, the MoES used effort-based criteria⁴² to rank the long list of 962 verified eligible schools. The 293 highest ranked schools were distributed across Uganda's four regions in proportion to each region's share of the 962 schools from the master list.

59. **Each school was awarded a School Facilities Grant (SFG) by the MoES.** The SFG was created in 1998 to assist needy schools in acquiring physical infrastructure in order to achieve UPE commitments. The SFG's objectives are to promote equitable access to primary education and to build capacity within districts and local communities in direct procurement of contractors and construction materials, as well as on-site construction supervision. UTSEP project funds were allocated to the SFG program for disbursement to districts

60. **The construction process at schools was managed by district LGs and the MoES.** As described previously, elected Local Governments manage substantial functions at the district level with GoU resources, and have extensive service delivery responsibilities in the education sector. As such, the Project gave qualified LGs responsibility for school construction in their districts, managing contracting for procurement of civil works, technical site supervision and financial management of contract costs. This was referred to as the "decentralized modality" for school construction. Contractor procurement, site supervision and contract management duties were carried out at the central level by the MoES for LGs that did not have the functional capacity in place to do so, defined as having a Contracts Committee, at least one Procurement Officer and at least one engineer on payroll. This was referred to as

³⁹ MoES provides two types of grants to UPE schools: Capitation Grants and School Facility Grants. Allocations are based on enrollment data gathered via the UBOS school census. In terms of more transparent school management, trained head teachers are tasked with publicly posting budget and expense information related to their schools' UPE grants. Households must still contribute to education through student fees (for items such as uniforms and teaching materials) and other payments to schools (for expenses like hiring additional teachers to deliver required classes).

⁴⁰ GoU developed 13 BRMS in an effort to increase pupil participation and completion rates in primary schools. The minimum BRMS for safe, hygienic learning environments include: one permanent, furnished classroom block of 3 classrooms, a gender- and disability-friendly five-stance pit latrine, a water harvesting system, and an administration block with a library to enable effective execution of school duties by school personnel.

⁴¹ As described previously, the number of schools to be constructed was formally revised to 138 via the first Restructuring in February 2018. At the second Restructuring in May 2019, funds were allocated for construction at seven additional schools, raising the total number of schools benefitting from construction under the Project to 145.

⁴² In February 2015, Coordinating Center Tutors collected data for effort-based scoring via unannounced school visits in order to confirm that potential beneficiary schools met three "minimum level of effort" criteria: 50% of teachers are present in school with a lesson plan, a head teacher is on staff and present at least 15 of the last 30 school days, and an established School Management Committee is in place with member names on record.



the “centralized modality” for school construction.

61. **Improvements to school facilities have enhanced learning environments.** From February 2017 through February 2020, construction was underway to build new classroom and administration blocks, separate pit latrines for girls, boys and teachers, on-site housing for teachers and water harvesting tanks at 145 primary schools across 34 districts. The schools were also furnished with new furniture.⁴³ *PDO Indicator 3, Number of targeted schools with less than three permanent classrooms*, was exceeded. The Project reduced the number of schools not meeting the MoES’s BRMS from 962 to 817 at the national level.⁴⁴ The target for *Intermediate Result Indicator 8, Number of additional classrooms built or rehabilitated at the primary level resulting from Project interventions*, was also exceeded, with 896 total classrooms constructed. (Construction details by school are accessible via <http://ugandaschools.go.ug:7000/reports>.)

62. **The Project supported implementation of a Child Protection System (CPS) at 138 of the schools that benefitted from construction.**⁴⁵ This effort, led by three NGOs, helped to mitigate potential social risks associated with the influx of labor into districts where school construction was taking place by raising awareness about preventing and responding to incidents of violence against children. The schools with a CPS meet a set of six standards, including having two or more child protection activities in their annual School Development Plan, having one or more clubs implementing child protection activities, and having five or more teachers trained to identify signs of and protect children against violence, exploitation and neglect. *Intermediate Result Indicator 7, Number of schools with established system to address child protection*, was achieved.

Justification of Overall Efficacy Rating

63. Efficacy is rated as *Substantial*. All Project activities have contributed to improved teacher and school effectiveness in the districts where they took place. All related PDO and Intermediate Result Indicators achieved or exceeded their targets.

C. EFFICIENCY

Assessment of Efficiency and Rating

64. At Project close, an analysis of three measures of internal efficiency in Uganda’s primary education system was conducted: public spending on teacher salaries, survival rates of primary grade 7 students and pass rates for the Primary Leaving Examination (PLE).

65. The efficiency analysis first looked at the evolution of inefficient public spending, defined as the money that the Government spends on salaries paid to teachers who are chronically absent from school. As described previously, teacher presence in the 29 districts where teachers received EGR training and new textbooks increased from a baseline of 73 percent in 2013 to 91 percent in 2019. Inefficient public spending was estimated by multiplying the average primary teacher salary⁴⁶ by the number of teachers chronically absent from their classrooms. The resulting estimates showed that inefficient public spending in Uganda decreased by 67 percent, from UGX 52.2 million in 2015-2016 to

⁴³ Furniture included teachers’ tables and chairs, three-seater desks, staff room tables and chairs, and office tables.

⁴⁴ By Project close, construction works enabled 145 schools to meet several of Uganda’s Basic Required Minimum Standards for learning environments: these school now have at least one permanent, furnished classroom block of three classrooms, a gender- and disability-friendly five-stance pit latrine, a water harvesting system, and an administration block.

⁴⁵ A CPS was established at each of the 138 schools that were targeted for construction at the Project’s first Restructuring.

⁴⁶ According to the Salary Scale of Civil Servants in Uganda, the average primary teacher salary is UGX 6.5 million.



UGX 17.4 million in 2019-2020. This decrease is equivalent to UGX 34.8 billion (US\$10.2 million in 2015 prices⁴⁷). As a share of total public spending on basic education, inefficient spending decreased from 2.9 percent in 2015-2016 to 0.6 percent in 2019-2020.

66. The efficiency analysis also examined student survival rates to the end of P7, the final year of primary school,⁴⁸ in districts targeted for UTSEP interventions. At the national level, survival rates in primary education improved by 1.4 percent over the period 2015-2019, from 33.0 percent to 34.4 percent. In districts that received between one and three UTSEP interventions during the same period, average survival rates increased by 1.9 percent, from 33.4 percent to 35.3 percent. In districts that received seven interventions,⁴⁹ average survival rates increased by 3.4 percent, from 25.8 percent in 2015 to 29.2 percent in 2019.

67. Primary Leaving Exam pass rates were also analyzed. At the national level, pass rates for the Primary Leaving Exam increased by 4.1 percent, from 86.2 percent in 2015 to 90.3 percent in 2019. As with P7 survival rates, PLE pass rates increased at higher rates in districts that were targeted for a higher number of Project interventions: in districts benefitting from one to two interventions, PLE pass rates improved by 3.8 percent, from 87 percent to 90.8 percent during 2015-2019, while in districts benefitting from 6 to 7 interventions, pass rates improved by 7.6 percent, from 79.9 percent to 87.5 percent. Notably, PLE pass rates worsened by 8.3 percent in control districts during the 2015-2019 period, from 99.2 percent in 2015 to 90.9 percent in 2019.

68. The magnitude of improvement in both P7 student survival rates and PLE pass rates in UTSEP-targeted districts is related to the number Project interventions received. Combined interventions have led to district-level improvements in primary school survival rates and PLE pass rates that exceed improvements at the national level and in districts that were not targeted by the UTSEP project. (See Annex 4 for details of the internal efficiency analysis.)

Implementation efficiency (Rating: *Moderate*)

69. As described previously, the Project was extended by a total of 21 months through two Restructurings. The extended closing date was necessitated by factors that were actually determined at the project design stage. First, implementation capacity constraints at the central and district Local Government levels had been underestimated. These capacity constraints impacted Project progress, particularly in the realm of timely procurement. Second, the Project's original three-year timeline was overly ambitious, especially given the aggressive target set for school construction. With the 21-month extension, the total length of implementation was five years, which is an average timeline for Bank education projects. These factors are further discussed in subsequent sections of the ICR.

70. Given the above constraints, a *Moderate* rating⁵⁰ for implementation efficiency is more suitable because the project extension effectively enabled the UTSEP project to realize significant efficiencies. These efficiencies effectively outweigh any perceived inefficiency related to UTSEP's extended closing date. All four PDO Indicators exceeded their targets, with the targets for the number of teachers trained in EGR methodology, the pupil:textbook ratio and the percentage of pupils reading 20 or more words per minute significantly surpassed. These strong results have already led to improvements in teacher effectiveness and student learning outcomes in low-performing

⁴⁷ US\$1 = 3,420 UGX (Central Bank of Uganda).

⁴⁸ The survival rate is the number of P7 students represented as a share of P1 students in the same school year.

⁴⁹ The seven interventions include EGR teacher training, training for ECD caregivers, textbooks, hearing aids, the Integrated Inspection System pilot, leadership training for head teachers and SMC members, and school construction upgrades.

⁵⁰ *Moderate* represents a midpoint between the *Substantial* and *Modest* rating options for Relevance, Efficacy and Efficiency.



districts.

71. Efficiency Rating: *Substantial*. Economic efficiency analysis shows a reduction in inefficient public spending as a result of decreased teacher absenteeism in districts targeted for UTSEP interventions. In addition, P7 student survival rates and PLE pass rates increased in UTSEP districts, exceeding increases observed at national and control district levels. From an implementation standpoint, the Project's extension helped to ensure that significant efficiencies could be realized during the life of the Project.

D. JUSTIFICATION OF OVERALL OUTCOME RATING

72. The Project's Overall Outcome is rated *Satisfactory* based on a *High* rating for Relevance, a *Substantial* rating for Efficacy and a *Substantial* rating for Efficiency.

E. OTHER OUTCOMES AND IMPACTS

Gender

73. MoEs officials reported that the construction sites supervised by women under the Project were tidier and had superior compliance with required environmental and social safeguards. Women supervisors were also likelier to ensure that their workers had signed formal contracts prior to starting work, and that all hired laborers signed the Code of Conduct. The MoES has taken note of this strong performance, which will likely influence the selection of supervisors for civil works on future projects. Increased employment opportunities for women ultimately contribute to their economic independence and the growth of their communities. In addition, new gender-segregated pit latrines built at schools under Component 2 create a more private school environment for girls, conducive to completion of their primary education.

Institutional Strengthening

74. One of UTSEP's most significant project outcomes was comprehensive capacity building across the primary education system. Going forward, the education professionals who supported the implementation of UTSEP will bring their expanded expertise to bear on continuing efforts to strengthen teaching and learning in the primary grades.

75. At the MoES, primary examples of capacity building include:

- The Project Coordination Unit (PCU), which operated within the Education Planning Department, strengthened its project management capacity as it coordinated implementation of UTSEP interventions across MoES departments and units and supervised M&E efforts, compiling results data for a wide range of indicators, processes and activities.
- The MoES units responsible for Project interventions under Component 1, including the Pre-Primary and Primary Department, the Instructional Materials Unit, the Teacher and Instructor Education Training Department (TIET), the Basic Education Department and the Directorate of Education Standards, were integral to the successful implementation of Project activities at all stages. Teams from these units determined selection criteria to target the districts that would benefit from Project interventions, developed annual work plans, budgets, Terms of Reference and bidding documents for Project procurements, and oversaw



implementation of teacher training, the provision of textbooks to all primary schools and the ICT-based school inspection pilot.

- The MoES units responsible for Project interventions under Component 2, including the Basic Education Department, Procurement Disposal Unit (PDU), Construction Management Unit (CMU) and various engineering units, were integral to the successful implementation of Project activities at all stages. Teams from these units determined selection criteria to target the districts that would benefit from Project interventions and developed annual work plans, budgets, building designs and bidding documents for Project procurements. They also oversaw implementation of training for head teachers and School Management Committees and of school construction under the centralized modality, while providing significant support to district LGs managing construction under the decentralized modality.

76. At the district Local Government level, primary examples of capacity building include:

- The District Inspectorates of Standards managed implementation of the school inspection pilot in their districts.
- District Procurement Units, District Environmental Officers, District Engineers and Community Development Officers managed the contracting process for construction firms, conducted environmental screenings and developed Environmental and Social Management Plans for school construction sites, and supervised construction and monitored safeguards compliance at schools under the decentralized modality.
- Tutors in the Primary Teacher Colleges expanded their capacity to train teachers as they led the EGR and ECD CCCP training programs and provided follow-up support supervision.

77. At the local school level, primary examples of capacity building include:

- ECD caregivers and primary school teachers expanded their instructional skill sets through training to more effectively teach young learners.
- Head teachers and School Management Committee members strengthened their school management and supervision skills through training, managed the distribution of instructional materials in their districts and supported supervision and grievance redress at school construction sites.

78. The Uganda National Examinations Board administered two ICT-enabled National Assessments of Progress in Education under UTSEP.⁵¹ With each assessment, UNEB expanded its capacity to develop the NAPE instrument, ensure the technical quality of test administration and score and report on results. The NAPEs, carried out in 2015 and 2018,⁵² targeted P3 and P6 pupils in literacy and numeracy, in-service teachers and PTC tutors on the subject areas they teach, and teacher trainees in literacy and numeracy. The assessments were administered nationally in English in a sample of both public and private schools. Results are linked to higher-level objectives that are monitored by MoES at the national level (i.e., percentage of children meeting required literacy and numeracy levels at P3 and P6, drop-out and completion rates for primary education) rather than Project objectives or indicators. Intermediate

⁵¹ The first NAPE assessment at the primary level, which focused on pupils in P3 and P6, was conducted in 1996. Since then NAPE has been conducted as often as funding is available. NAPE results are presented and discussed during the MoES's annual Education and Sports Sector Review to inform education planning and teacher training.

⁵² The 13th and 14th NAPEs were carried out under UTSEP.



Results Indicator 3, Learning assessments under the Project: EGR assessments and NAPE Grade 3 and 6 assessments, was achieved.

Other Unintended Outcomes and Impacts

79. Uganda currently has more than 300 privately run ECD teacher training institutes, and the quality of these varies greatly. While overseeing implementation of the ECD caregiver training, the MoES's TIET took the initiative to approach the Colleges of Education at Makerere University and Kyambogo University to suggest that they lend professional guidance to these institutes, collect data on the number of ECD caregivers being qualified to teach under a variety of training programs, and develop a degree program for ECD teacher education to address the scarcity of qualified ECD tutors in the institutes. At Project close, the colleges were considering collaborating on this recommendation.

III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

A. KEY FACTORS DURING PREPARATION

80. **Project preparation benefitted from the involvement of a range of experienced education professionals.** From November 2012 through May 2014, a series of workshops, consultative meetings and focus group discussions were conducted with stakeholders from a variety of MoES departments, District Education Offices, the Local Education Group (an advisory body comprised of representatives from United Nations agencies like UNICEF, multilateral partners like the Bank, and bilateral partners like USAID), education NGOs and civil society organizations. Consultative work began with building consensus around the focus of Project interventions and continued with efforts to advance project design and preparation and to capture the insights of targeted beneficiary groups. This work ensured the alignment of Project objectives with country priorities, strengthened Project design, and secured the ownership and support of UTSEP by relevant stakeholders.

81. **A broadly worded PDO was defined by specific Project activities and indicators.** The Project's PDO incorporated two general objectives (support the GoU in improving teacher and school effectiveness), which were brought further into focus through design of the Project's components, which directly addressed factors noted in the 2007-2015 ESSP as contributing to the low quality of primary education. These included lack of primary school readiness, teachers' low instructional skills, insufficient and low-quality school inspections, teacher absenteeism, poor school leadership and management, and school environments below the BRMS for quality learning.

82. **The DLI financing modality was used for the first time in Uganda's education sector.** Five years of successful experience with the DLI model in the education sector in various countries had shown that the results-based instrument increased the focus on achieving results because disbursements were contingent on them, and that achieving results created momentum in the implementation pace. In addition, DLIs allow for detailed fiduciary monitoring of key project interventions, resulting in strengthened government programs and project sustainability, thus raising the development effectiveness of aid funding. DLIs were formulated based on the following criteria: i) they reflected priorities in the ESSP that related to Project interventions; ii) they included intermediate results that were implementation performance targets that would build over the life of the Project; iii) they captured results critical to achieving the Project's development outcomes. The six original DLIs were linked to 77.2 percent of total Project funds for Component 1 and 2 activities.⁵³ Achievement of 19 Disbursement Linked Results would be verified

⁵³ As previously described, a seventh DLI was added at the Project's first Restructuring in February 2018 and allocations for DLIs 1-4 were



by an IVA that would also calculate payments earned against each DLR. Disbursement of Project funds would be made against line items, referred to as Eligible Program Expenditures,⁵⁴ in the GoU's budget, and deposited into a Project account at the MoES. (See Annex 6 for a DLI/DLR summary table.)

83. Project design incorporated lessons learned from the Uganda Post Primary Education and Training (UPPET) Project.⁵⁵ To improve the potential learning impact of improved school facilities, classrooms would be constructed at needy schools (i.e., those not meeting the BRMS for a satisfactory learning environment) where teachers and School Management Committees were already demonstrating an acceptable level of functioning. To improve the effectiveness of implementation for school construction activities, the construction process would be managed to the extent possible by beneficiary district-based Local Governments that would handle procurement, contract management and construction oversight with additional support supervision provided by the MoES at the central level. Local Governments would also package contracts at the district level to ensure a sizeable contract that would attract quality contractors. Finally, head teachers and SMCs would be involved in monitoring key stages of the construction work.

84. Efforts were made to address Implementation capacity risk at the design stage. The Project Appraisal Document notes that elements were factored into Project design to mitigate against low implementation capacity at the MoES.⁵⁶ An effort was made to keep Project activities simple in order to minimize the capacity required to implement them. Existing donor-financed programs were scaled up, with development partners serving as a resource for activities. The Project prioritized capacity development by emphasizing training for MoES officials in procurement and M&E to help ensure quality and timely Project implementation. Finally, additional staff or consultants would be hired as required to support the Project Coordination Unit's efforts to manage implementation.

85. Once implementation was underway, it became clear that the Bank had underestimated institutional capacity constraints at the central and district Local Government levels. These constraints delayed the Project's progress to an unanticipated extent, attesting to the difficulty of adequately assessing capacity limits when designing a project. Overestimated implementation capacity was also reflected in the Project's original ambitious three-year timeline and in the unrealistic target set for school construction via PDO Indicator 3 (*Number of targeted schools with less than 3 permanent classrooms*), both of which were addressed at the Project's first Restructuring, which extended the closing date by one year and decreased the indicator target.

B. KEY FACTORS DURING IMPLEMENTATION

86. The PCU was staffed by a skilled set of professionals with defined roles and responsibilities. The PCU was comprised of a Project Coordinator, specialists in areas of M&E, ICT, accounting, procurement, environmental and social safeguards and Early Grade Reading methodology, four civil engineers, a quantity surveyor and an architect. The PCU was assisted by focal points for Project activities from relevant MoES units (the Education Planning Department's M&E Unit, Basic Education Department, Teacher and Instructor Education Training Department, Special Needs Education Department, Directorate of Education Standards and Uganda National Examinations Board),

adjusted based on revisions to activities. This left seven DLIs that were linked to 83.4% of total Project funds.

⁵⁴ Project-financed activities were associated with three Eligible Expenditure Programs in the GoU's budget/financial management information system: Performance and Needs-Based School Facility Grant; Eligible Expenditures for Instructional Material; Employee-Related Expenses of Pre-primary and Primary Education Functions of District Local Governments.

⁵⁵ The UPPET project was a US\$150M operation that supported quality improvements and expansion of secondary education between 2009-2014.

⁵⁶ Implementing agency risk was rated *Substantial* at project appraisal.



and coordinated Project implementation efforts with additional MoES units as required, including the Procurement and Disposal Unit and Construction Management Unit.

87. **Following effectiveness in March 2015,⁵⁷ preliminary activities demanded a great deal of time and attention from the PCU and MoES units.** For example, in the selected Early Grade Reading districts, the process of verifying which local languages were widely in use and had orthographies was prolonged, delaying preparation of EGR training materials and P1 student primers. In addition, significant up-front effort was required before procurement of contractors for school construction could begin, including conducting site assessments to determine land ownership of school facilities, scopes of required civil works and potential environmental and social impacts. As a result, implementation of key Project activities lagged from six to twelve months behind the original implementation schedule.

88. **The PCU benefitted from Bank support as it coordinated implementation across numerous activities taking place at the national and district levels.** The Bank held weekly technical support meetings with the PCU and relevant MoES units in order to keep implementation progressing across activities. In anticipation of the start of the procurement process for Project activities, guidance was provided to finalize bidding documents, including Terms of Reference for contractors, building specifications and Bills of Quantity. The Bank also provided training to PCU and MoES staff in areas of procurement and contract administration in order to bolster capacity for effective Project implementation.

89. **The MoES's lengthy procurement process impacted the start of school construction activities.** The procurement process involved multiple steps that required approvals across the MoES that were typically not granted in a timely manner. Once bids from construction firms were received, a lack of staff with appropriate experience within the PDU made it challenging to constitute teams to evaluate the bids. Following a May 2016 implementation support mission, the Bank lowered both the "progress toward achievement of PDO" and "overall implementation progress" ratings to *Moderately Unsatisfactory*.

90. **During the Mid Term Review in September 2016, the Bank worked with the PCU and MoES to refine workflow processes to improve procurement efficiency.** Procurement of goods and services would be managed by the PCU's procurement specialists and the MoES's Contracts Committee, rather than the PDU. The Bank and PCU also began planning to facilitate timely implementation once school construction got underway. Clerks of Work (CoW) would be contracted by the PCU to take the lead on supervising construction at all sites, with support from the four Project engineers in the PCU. The Bank also recommended that the MoES prepare procurement progress and contract management reports for review at the ongoing technical support meetings.

91. **By December 2016, contracts were signed with twelve firms for construction at all 54 schools under the centralized modality, a year behind the Project's original schedule.** It was clear that the Project's very ambitious three-year implementation timeline was not tenable. In 2017, development of a Restructuring package began that would modify the number of schools benefitting from construction due in part to limited implementation progress⁵⁸

⁵⁷ The seven-month lag in Project effectiveness following the August 2014 signing of the Grant Agreement was due to delayed approval of the Project from members of the Local Education Group and to unforeseen challenges in recruiting requisite members of the PCU.

⁵⁸ As previously described, in December 2015 the 293 schools originally targeted for construction were reduced to 220 in light of higher unit construction costs. Eighty-two more schools, all slated for construction under the decentralized modality, were subsequently dropped at the first Restructuring, reducing the total number of schools to be constructed to 138.



and extend the Project's close date by a year, until June 30, 2019.

92. **In February 2017, construction work got underway at schools under the centralized modality.**⁵⁹ Implementation progress was at times impacted by the MoES Contracts Committee's weak management of contract costs and by inadequate attention to contractor supervision. Delays in payments to contractors were frequent and environmental and social safeguards were inconsistently adhered to at many construction sites. At the Bank's recommendation, three additional staff were hired to support the PCU's Environmental and Social Safeguards Specialist.

93. **Technical capacity gaps at the PCU lingered, impacting other key procurements.** For example, procurement of EGR primers in local languages for P3 students was scheduled to begin during April 2017 to ensure delivery the following January, right before the start of the 2018 school year. Preparation of required bidding documents was slow, and not completed until the fourth quarter of 2017. The P3 primers were delivered to schools in September 2018, eight months into the school year. The delay impacted the ability of P3 teachers to effectively use their EGR training in classrooms, forcing them to use existing classroom materials and to develop supplemental EGR teaching materials however they could. The fact that EGR instructional materials had been delayed twice before (for P1 students in 2016 and for P2 students in 2017) is indicative of the PCU's ongoing challenges with timely procurement, contract management (required advance payments to vendors were delayed, as was approval of sample materials for the EGR primers) and planning in light of the MoES's lengthy procurement process.⁶⁰

94. **The school construction process under the decentralized modality also fell behind schedule.** Regional workshops to sensitize communities about upcoming civil works did not occur during the first year of the Project as intended, because the MoES was focused on work required to get procurement contracting for schools under the centralized modality up and running. Local Government officials in the 28 districts where construction took place were also challenged by extensive pre-procurement work (carrying out Environmental and Social Impact Assessments at each site, preparing related Environmental and Social Management Plans, adjusting building designs as required) and by the ongoing efforts required to keep contractor procurements moving through the various stages of the MoES process. By August 2017, contracts had been signed with 30 firms for construction at 84 schools, and civil works began in November 2017.

95. **Once construction was underway, district LGs confronted challenges similar to those faced by the PCU and MoES during construction under the centralized modality.** While the contracted Clerks of Work were helpful in supervising construction at each site, they required diligent performance monitoring by district officials. Safeguards monitoring was managed by District Environmental Officers (DEOs), District Engineers and Community Development Officers who frequently encountered contractors who were not complying with safeguards requirements in their haste to expedite construction work. The DEOs' most effective means of enforcing contractor compliance were often to withhold endorsement of payment recommendation forms sent to the MoES. District-level staff submitted timely monthly progress reports on all aspects of construction to the PCU and CMU.

96. Construction work at 54 schools under the centralized modality finished in May 2018, 15 months after it began.

⁵⁹ Contracts were awarded to both Ugandan and international firms. The international firms had a base in-country and employed locals.

⁶⁰ In spite of Bank and PCU efforts to improve procurement efficiency, the multiple steps and approvals required to process procurements remained onerous. For contracts over US\$500,000, the MoES procurement process from initiation to contract signing averages 230 days.



Construction work at 84 schools under the decentralized modality finished in June 2019, 19 months after it began, and within the 12-month extension to the Project's closing date secured under the first Restructuring.⁶¹ Construction works at individual schools took 12 months on average to complete under both modalities.

97. The DLI financing modality posed a significant learning curve but was successfully implemented. The PCU was instrumental in ensuring that the DLI approach was effective. Through its implementation support, coordination and follow-up for Project activities, the PCU was able influence a change in the mindset of education officials. The PCU worked continuously with MoES units to prioritize DLI interventions in order to ensure that implementation progress was made against agreed results. At the district Local Government level, the PCU promoted a culture of routine, timely monitoring of activities to ensure strict adherence to the schedule for achieving results, as was demanded by results-based financing.

98. The PCU's efforts paid off, as disbursements based on achievement of DLRs kept up with Project spending, such that cash flow constraints never impacted implementation. There were a few cases, early on in Project implementation, when delayed achievement of a DLR resulted in eligible payments not being fully recommended for disbursement by the IVA. During verification exercises, some instructors were found participating in EGR and Community Child Care Program trainings without the related materials (teacher's guides in English and local languages, and a Learning Framework and planning book, respectively), as per the agreed standards for DLR achievement. To continue to fund ongoing activities under Component 1, the PCU submitted a withdraw application for an advance of US\$4.2 million against funds pertaining to Component 3 activities. Once the DLRs under Component 1 were verified for full disbursement, the advanced funds were returned to the Component 3 account.⁶²

99. The IVA worked with the PCU to develop a detailed verification protocol with agreed standards and disbursement criteria. Following each verification exercise,⁶³ the IVA prepared reports for the MoES that described the verification activities carried out, verified results and recommended disbursement amounts, highlights of any discrepancies between reported and verified results, and recommendations for attainment of DLR targets going forward. The DLI verification exercises were also useful in shedding light on issues requiring attention, and the PCU acted on this valuable input. For example, the IVA noted instances of school construction taking place under the decentralized modality without full-time onsite supervision, as was contractually required. This drew attention to the problem of expired short-term contracts for Clerks of Work that were not extended in a timely manner. Contractors were consequently advised to avoid recurrence of this in order to remain contract compliant.

⁶¹ Construction at the seven additional schools approved at Restructuring #2 took place between May 2019 and February 2020.

⁶² The Grant Agreement stipulated a significant source of interim funding to draw on, had it been required due to temporary non-achievement of DLRs. The Project was allowed to withdraw up to US\$19 million as an advance against Eligible Program Expenditures under Components 1 and 2.

⁶³ Seven verification exercises were carried out, covering the periods July-December 2016, January-June 2017, July-December 2017, January-June 2018, July-December 2018, January-June 2019, and July-December 2019.



IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME

A. QUALITY OF MONITORING AND EVALUATION (M&E)

M&E Design

100. The Project's original RF included indicators that could be effectively monitored and evaluated in order to assess progress toward the PDOs. As described previously, the first Restructuring added a new PDO Indicator (focused on P1-P3 reading fluency) to measure student learning progress under the EGR training program, and shifted another PDO Indicator (focused on measuring teacher presence in classrooms) to an Intermediate Result Indicator to measure improvements in teacher attendance in districts where EGR training had occurred. The Restructuring also added two new IRIs to track implementation of a school-based system to minimize risks of violence against children and completion of an evaluation of the ECD Community Child Care Program. These changes called for monitoring and evaluation of outputs and outcomes that reinforced links in the Project's results chain leading to improved teacher and school effectiveness.

M&E Implementation

101. The PCU, M&E unit with the MoES, and two Independent Verification Agencies worked together to ensure that M&E data was collected and analyzed in a methodologically sound manner for Project activities in a large number of primary schools and districts across Uganda.

102. Several raw data sources were used as the basis for tracking attainment of PDO Indicators 1, 2 and 3, several Intermediate Result Indicators, and DLIs 1-6. These included attendance sheets for training sessions targeting P1-P4 teachers, ECD caregivers and head teachers and SMC members; Goods Received Notes and Delivery Notes for instructional materials; data from school inspection reports filed in the Integrated Inspection System database; data from construction supervision reports; and financial information on file with district Local Governments. On a semi-annual basis, the PCU processed the raw data and prepared a DLR completion report, which was verified by the IVA hired for DLIs 1-6. The IVA then drafted a verification report, which was presented to the MoES and the Bank for approval. The PCU then used data from the approved verification report to update the Results Framework.

103. A variety of results reports were generated under UTSEP that were used as the basis for tracking attainment of PDO 4, several Intermediate Result Indicators, and DLI 7. These included reports on the outcomes of three Early Grade Reading Assessments and two National Assessments of Progress in Education (all carried out by UNEB), reports conducted by a second IVA on P1-P7 teacher presence in a sample of schools in the 29 districts where EGR training was provided, and the ECD Community Child Care Program evaluation report. Reports were presented to the Basic Education Working Group for approval. The PCU then used data from approved reports to update the Results Framework.

104. The Bank and the PCU worked together to develop templates and tools required for the monitoring and reporting system described above, including training sign-in sheets, a construction supervision matrix, a construction supervision report, and a distribution schedule for primary school textbooks. In some cases, existing data sources and platforms underpinned the monitoring and reporting system. For example, in order to calculate the pupils:textbook ratio tracked in the RF, the total number of textbooks verified as delivered to schools was divided by enrollment data for public primary schools, which was collected by UBOS via the school census and retrieved from



EMIS. Construction supervision reports, posted to the TARIFFA platform by Project engineers, were used to calculate percentages of physical construction progress required for verification of results for DLI 5.

M&E Utilization

105. The verified M&E data described above was used to systematically track Project implementation progress, demonstrate results on the ground, and trigger DLI disbursements. The PCU and the Bank also developed other M&E tools that were used to monitor key processes, identify bottlenecks along the way, and make decisions about how to address them. These included an Excel-based Procurement Activity Tracker, Contract Monitoring Matrix and Environmental Safeguards Compliance Matrix.

106. The M&E data came together in the form of implementation progress reports that were shared at bi-weekly Project review meetings. The PCU updated a progress report template for each meeting that included monthly expenditure statements, a matrix of ongoing procurement activities, contracts and consultancies, and recommendations and agreed actions for moving forward with implementation. This information supported Project management and decision making on an ongoing basis.

Justification of Overall Rating of Quality of M&E

107. The quality of M&E is rated *Substantial*. The PCU worked with the Bank to develop and implement an effective system for monitoring Project operations and results.

B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

108. **Environmental and Social Compliance.** UTSEP had a Category B Environmental Assessment. The Project complied with all applicable triggered safeguard policies.

109. The Project triggered OP 4.12, Involuntary Resettlement, due to site-specific, low-scale civil works at existing primary schools. The Resettlement Policy Framework from the Bank's UPPET project guided implementation, specifying the process for preparing, approving and implementing any required Resettlement Action Plans. Resettlement issues were not identified before or during civil works under the Project. The Project also triggered OP 4.10, Indigenous Peoples, as school construction took place in five districts inhabited by the Ik and Batwa peoples. An Indigenous Peoples Planning Framework was prepared to ensure that both groups would receive culturally appropriate social benefits from the Project. There were no adverse effects on indigenous people before or during civil works under the Project.

110. The Project triggered Environmental Assessment OP/BP 4.01 because it supported civil works activities with potential to generate localized, site-specific environmental impacts (dust, noise pollution, occupational safety of workers and construction waste management). The Environmental and Social Management Framework (ESMF) prepared for UPPET was adapted for UTSEP to guide implementation of environmental and social aspects of the Project. The ESMF specified the environmental screening process to be followed at school construction sites and provided guidance for development of Environmental and Social Management Plans (ESMP)⁶⁴, including monitoring and reporting formats and a grievance handling mechanism.

⁶⁴ OP 4.11, Physical Cultural Resources, was also triggered. Compliance with a chance finds procedure was stipulated in site-specific ESMPs, although no chance finds were unearthed during construction.



111. The PCU's Environmental and Social Safeguards Specialist, supported by three consultants, carried out Environmental and Social Impact Assessments (ESIAs) and drafted basic ESMPs to mitigate potential environmental and social impacts from civil works for schools under the centralized modality.⁶⁵ Once construction was underway, the PCU's safeguards team, with support from the MoES's CMU, routinely monitored and reported on contractor compliance with ESMPs. Teams in the district LGs did the same work for school construction sites under the decentralized modality.

112. Several scenarios related to safeguards compliance required vigilant supervision and monitoring of contractors under both construction modalities. There were cases where contractors mobilized onto a construction site and began work in anticipation of contract signing prior to completion of an ESIA. Because the ESIA would inform the Environmental and Social Management Plan included in the unsigned contract, these contractors were in jeopardy of breaching safeguards without realizing it. Other contractors did not sign employment contracts with short-term laborers, leaving the workers exposed to mistreatment and unaware of the codes of conduct they should be held to. And in numerous cases, contractors did not have the mandated environmental, social, and health and safety officers on their staff. Without these focal points in place, it was even more challenging to ensure contractor compliance with safeguards.

113. As construction wrapped up, contracted consultants carried out Environmental and Social Audits to assess contractors' performance in addressing identified issues.⁶⁶ Any issues flagged by the audits had to be addressed by contractors during the 12-month defects liability period in order to be issued a Certificate of Environmental and Social Compliance and final payment of 5 percent of the contract amount. Defects correction for the last 26 schools constructed under the decentralized modality was fully completed by July 31, 2020.

114. School Management Committees oversaw the Grievance Redress Mechanism at their schools, ensuring that all construction-related complaints were documented and referred for resolution. The 14-day limit for grievance resolution was rarely met, as complaints of any complexity typically required more time to be settled. The SMCs did a commendable job keeping complainants updated on progress and documenting resolutions. The majority of the grievances related to casual laborers and suppliers not being paid on time, which was typically the result of contractors not signing contracts with these entities, which led to discrepancies around the timing and amounts of payment due to them. Other grievances that arose related to land ownership claims (a limited number of schools did not possess proof of land ownership; once construction started, various entities attempted to dispute the schools' claims to the land), and to community concerns about improper waste disposal and water run-off that resulted in soil erosion. The majority of grievances were resolved onsite between contractors and community officials; there were no major referrals made to local police or the courts.

115. **Fiduciary Compliance.** The Bank carried out five financial management reviews during the course of the Project to evaluate the adequacy of UTSEP's financial management arrangements and compliance with legal covenants.⁶⁷ Reviews focused on ongoing assessment of Project accounts in the MoES's Integrated Financial

⁶⁵ Mitigation measures were both general in nature (i.e., mandatory standard safety training) and site-specific (i.e., requirement for a retaining wall).

⁶⁶ A variety of issues were flagged as non-conforming with audit criteria during the audit exercise. Examples include: surface cracks on floors and ceilings of new classroom and administration blocks, unharvested rainwater near the front of classroom blocks, which could expose schools to storm water and increase the rate of site erosion, drainage channels blocked by soil and leaves and schools without first aid supplies. All audits included a remedial plan for required corrective actions. Audits were reviewed by the MoES and the National Environmental Management Authority.

⁶⁷ Financial reviews were conducted in April 2016, August 2016, October 2017, December 2017 and November 2019.



Management System and of internal controls for approval and authorization of payments under the Project.

116. Following each review, the Bank submitted a Financial Management Supervision Report to the MoES. The PCU in turn created an action plan for implementing recommendations included in the report, and was largely successful in doing so, resulting in considerable improvement in the financial management system for the Project over its lifetime.

117. At the Bank's first review in April 2016, financial management of the Project was rated *Moderately Unsatisfactory*. The Bank found no systematic tracking of payments made under the Project and weaknesses in accounting for Project activity advances, with substantial funds for activities remaining unretired. Consequently, the Bank made a series of recommendations to strengthen oversight of Project funds by the MoES's Internal Audit Unit. The Bank also provided a template for the PCU to use to produce detailed Interim Financial Reports based on approved budgets and reflecting utilization of funds by activity.

118. The next financial management review, conducted in August 2016 (right before the Project's Mid Term Review), found adequate accounting records in place and a clear audit trail. Based on these improved arrangements, the financial management performance rating was upgraded to *Moderately Satisfactory*. That rating was maintained through subsequent reviews, as the Bank found that financial management arrangements continued to be sufficient in recording and reporting on Project transactions. In addition, the Bank noted the PCU's ongoing efforts to monitor Project expenditures with a focus on DLRs rather than component spending in order to keep the flow of DLI disbursements on track.

119. Throughout the Project, quarterly Interim Financial Reports were submitted to the Bank for approval in a timely manner, and the fiscal year audits of Project financial statements, performed by the Office of the Auditor General, were completed with unqualified opinions. At the final financial management review of the Project in November 2019, the Bank team upgraded the financial management performance rating to *Satisfactory*, noting that the Project's accounting system was commendable.

120. In 2019, US\$1.53M of the grant amount was canceled due to a declared misprocurement of furniture for the 84 schools constructed under the decentralized modality. In July 2018, the MoES submitted a Bid Evaluation Report (BER) for the Bank's review, but subsequently withdrew it. In October 2018, the Bank advised the MoES of a potential declaration of misprocurement because the MoES had not resubmitted the BER. The MoES responded by proposing cancellation and retender of the procurement on the grounds that the best evaluated bid included prices that were 25 percent above the budget for the school furniture. The Bank advised that the procurement process underway must first be concluded in accordance with Bank guidelines. In November 2018, the MoES resubmitted the BER, which included a recommendation that the furniture contracts be awarded to two suppliers. However, the suppliers' bids had expired in September. In February 2019, the Bank sent the MoES a Notice for Potential Misprocurement, informing the Ministry that by failing to award the contracts within the period of validity, it was in non-compliance with Bank Guidelines for Procurement of Goods, Works and Non-Consulting Services. This constituted grounds for cancellation of the amount of the grant allocated to the procurement. The MoES responded that it had terminated the procurement process and was in the process of procuring the same furniture with its own funds per the Uganda Public Procurement Development Authority Guidelines. In August 2019, the Bank declared misprocurement with cancellation of funds. The schools received the furniture between the months of June and November 2019.



C. BANK PERFORMANCE

Quality at Entry

121. The Bank worked productively with a range of education stakeholders in Uganda to prepare a project that aligned with the priority intervention areas included in Uganda's 2007-2015 Education Sector Strategic Plan. Key among the stakeholders were teams from the technical units within the MoES. These teams were responsible for promoting the Project within the MoES and securing the buy-in of the political leadership there. This proved to be a challenge, as the political leadership had a variety of questions and concerns about the Project that they felt had not been adequately addressed. The Bank team stepped in to assist the technical teams in managing the communication process within the Ministry, and did a commendable job facilitating discussions with the MoES's political leadership to address and clarify points of concern and to assure all factions' familiarity with the Project's scope and structure. These efforts continued throughout the course of Project preparation until the political leadership's support for the Project was secured.

122. The Project's Results Framework incorporated a monitorable and appropriate set of PDO and Intermediate Result Indicators to gauge progress toward the objectives of improving teacher and school effectiveness. One shortcoming was the omission of an indicator to measure student learning progress under the EGR program. This was addressed at the first Restructuring when new PDO Indicator 4 was added to track reading improvement over three years for a cohort of pupils whose teachers had received EGR training. The RF was also well-reflected in the DLI schedule for disbursements based on achievement of results for the main Project activities and could be effectively monitored given existing M&E capacity at the MoES.

123. The Project's original three-year implementation timeline was the most salient project design limitation. Two factors posed well-recognized risks to timely project implementation at the design stage: capacity constraints within both the MoES and district-based LGs, and the MoES's slow procurement process. These factors were borne out during the Project's first year of implementation. For the period covering March-December 2015, the original procurement plan projected that 40 contracts, worth over US\$50 million, would be signed. In reality, by the end of December 2015, the MoES had signed only 17 contracts worth US\$2.7 million, thirteen of which were staff contracts. The original target for school construction was also unrealistic given limited implementation capacity and a cumbersome public procurement process. This was addressed at the first Restructuring, when the target for PDO Indicator 3, *Number of targeted schools with less than three permanent classrooms*, was significantly reduced, and the implementation timeline was extended by 12 months to facilitate completion of school construction works.

Quality of Supervision

124. The Bank team effectively supervised the UTSEP project over its five-year implementation period via frequent technical review meetings, regular field missions and implementation support missions. The team worked closely with the PCU and relevant MoES units to provide technical support in areas of procurement, financial management, teacher training, school construction, social and environmental safeguards and M&E. As the Bank drew upon its knowledge base to address Project challenges, it helped strengthen the MoES's capacity for project planning and management across a range of activities at both the national and district level. The Bank team also worked effectively with the technical and political leadership groups within the MoES during the course of implementation, ensuring that both groups stayed up to date on Project progress and implementation challenges.

125. The Bank proactively worked with the MOES to carry out two Restructurings that were designed to ensure



that Project activities would meet expected outcomes. The first Restructuring revised activities in order to focus implementation and supervision support on efforts with the most potential to improve teaching and learning in primary schools and extended the implementation timeline to accommodate completion of the intensive school construction sub-component. For the second Restructuring, the Bank team worked quickly and effectively with the PCU to develop a plan to program outstanding grant funds into the Project work plan. This effort ensured full use of available grant funds for additional teacher training, classroom learning materials and school construction.

Justification of Overall Rating of Bank Performance

126. The overall rating is *Satisfactory*. At the entry stage, the Bank team designed a project comprising targeted interventions expected to boost the effectiveness of teachers and schools in districts across Uganda, and worked effectively to advance support for the Project across MoES units. During Project implementation, the Bank team proactively conducted two Restructurings that were aimed at ensuring that Project activities met expected outcomes. As a result, the Project's performance improved and the Project was able to meet and/or exceed its targets and achieve its PDO. The Bank team's effective supervision and close collaboration with the MoES⁶⁸ played a vital role in the Project's success.

D. RISK TO DEVELOPMENT OUTCOME

127. During the final months of the Project, the PCU and relevant MoES units (the Teacher and Instructor Education Training Department in particular) collaborated on a set of proposed sustainability actions for the major Project activities, which included recommendations to further roll-out activities in remaining districts. These actions require district and national budget funding commitments by the GoU. At Project close, the PCU was awaiting the MoES's response to the proposal, and budgetary allocations to maintain and/or expand UTSEP activities had not been confirmed. Public spending on education as a share of the national budget has shown a declining trend in recent years (from 15 percent in 2012/13 to 10 percent in 2017/18). Project-related increases in recurrent costs are absorbable provided the GoU's commitment to primary education spending is sustained beyond the life of the Project.

128. The Uganda Intergovernmental Fiscal Transfers Program (UgIFT),⁶⁹ in effect since May 2019, addresses low and inequitable levels of funding for health and education services at the local level through provision of additional resources. US\$200 million of program funds have been made available to Local Governments to support teaching and learning initiatives while strengthening the capacity of LGs to oversee and monitor the education sector at the school level. UgIFT funds could potentially be utilized to implement and manage selected UTSEP activities in districts and schools that were not beneficiaries under the Project.

129. Because the planning and implementation work required to successfully carry out UTSEP interventions was mainstreamed into the work program of the respective MoES departments and units, the MoES now has in place the capacity, systems and procedures (planning, budgeting, financial management, procurement and M&E) required to support continuation of Project activities.

⁶⁸ The MoES rated Bank performance as *Satisfactory* in its completion report for the Project, noting that technical support was fully provided to the Ministry implementation team throughout the course of all Project interventions. (A summary of the MoES's final report is included in Annex 5.)

⁶⁹ The GoU committed US\$587.6 million to the UgIFT program, which complemented a US\$200 million IDA credit. The program is scheduled to run through December 2023.



130. The following is activity-specific information which provides assurances that Project interventions will be sustained in the medium/long term:

Component 1 (Effective Teachers):

- By Project close, 8,896 head teachers and deputy head teachers had been trained in support supervision skills to ensure that trained teachers are effectively using the EGR methodology in P1-P4 classrooms.
- The EGR methodology has been incorporated as core content in the pre-service primary teacher education curriculum at the PTCs, ensuring its sustained use in classrooms once teacher trainees begin to teach.
- The MoES is now considering allocating funding to mainstream the Early Grade Reading Assessment into the NAPE system, so that it is carried out in relevant districts for third graders.
- The Early Childhood Care and Education Policy, which provides a framework to guide current and future interventions in the delivery of children's care and education by both GoU and non-state actors, has been approved by various MoES working groups and by the Local Education Group. The MoES's Basic Education Department leads the effort to present the policy to the Cabinet for approval.
- By Project close, Local Government and education officials in all 46 districts had been trained to use the Integrated Inspection System (familiarity with the range of available data, how to generate and access reports, etc.). This exposure to the new system has heightened expectations that routine school inspections will yield data that will be used for planning and decision making related to teacher, student and school performance improvements in the districts, as intended.
- The MoES is considering allocating funding for a maintenance contract for the IIS to ensure the ongoing elimination of software bugs and accommodation of upgrades to system functionality.

Component 2 (Effective Schools):

- Maintenance of the new school facilities built under the Project is the responsibility of district Local Governments. In order to ensure the sustainability of school infrastructure, a maintenance budget is being developed and approved by the MoES to ensure infrastructure upkeep.

V. LESSONS AND RECOMMENDATIONS

131. **It is important to invest in community dialogue in order to improve awareness and engagement in critical education issues that affect children's development and learning.** Community dialogues were organized and carried out in many of the districts benefitting from EGR training, ECD caregiver training, and the establishment of Child Protection Systems in schools. Local Government officials and community leaders brought together a critical mass of stakeholders, including parents, teachers and other school staff, local council officials and sub-county officials to discuss their understanding, perceptions and concerns about issues linked to Project activities. These dialogues served to educate community members in order to broaden their thinking and acceptance of the merits of teaching in local languages in the lower primary grades, ensuring that children attend local ECD programs to support their growth and development and improve their readiness for primary school entry, and using positive discipline tools in schools as an alternative to more aggressive punishment in order to nurture encouraging, respectful learning environments.

132. **Use selection criteria to target teachers who will benefit most from training interventions.** Teachers and



ECD caregivers come from a range of backgrounds. Establishment of entry requirements for training programs would help ensure that teacher training efforts are tailored to participants, and that participating trainees are aligned with a specific career level within Uganda's teacher qualifications framework and thus able to continue on an established career path. Standardized selection criteria would also contribute to more consistency in the quality of implementation of new training pedagogies across the teaching and caregiving professions.

133. Package teacher training modules for use in continuous professional development so that effective pedagogies can “transfer” districts along with trained teachers. When the UTSEP project was launched, there were 120 districts in Uganda. Since then, the total number of districts has grown (to an estimated 131 in February 2020) as existing districts divide to create new districts in response to shifts in population and labor movements. One result is that teachers transfer to new schools, taking with them knowledge, skills and training that may not be fully utilized in those schools, depending on prevailing education agendas. To help eliminate the degree to which there is “extinction of knowledge” when teachers transfer to districts where specific pedagogies aren't used, UTSEP's EGR and CCCP training programs and related materials could be packaged as modularized courses available to all teachers in Uganda and accessible as part of continuing professional development programs. Already-trained teachers could introduce the pedagogies and, ideally, provide support supervision in classrooms once teachers are trained.

134. Mandate that information generated through school inspections be utilized for planning and decision making. At the district Local Government level, steps should be taken to ensure the effective use of the valuable data and reports generated through the new Integrated Inspection System. For example, the MoES could direct school leaders to base their School Development Plans on data derived from inspections, and to utilize the IIS platform to share their schools' action plans for implementing recommendations arising from inspection. As the IIS is rolled out to additional districts, such mandates would help foster a culture of reliance on e-inspection data to guide timely school planning and decision-making efforts.

135. Utilize the DLI approach when financing school construction in order to incentivize delivery of quality results. UTSEP's performance-based disbursement conditions served to ensure that contracts awarded for civil works at both centralized and decentralized schools complied with procurement guidelines and bidding documents and that as construction progressed, the quality standards stipulated in contracts were met.

136. Consider the benefits of centralized management of school construction activities when developing implementation arrangements. Lessons from UTSEP suggest that managing civil works centrally, with support from capable LGs to supervise contract implementation, is an efficient modality. Fewer contract management issues were observed under centrally managed contracts, and resolution of issues that did arise took less time than under the decentralized modality due to direct PCU/MoES control. Payments made centrally reached contractors faster, allowing construction to stay on schedule.⁷⁰

137. Be mindful that in spite of the efficiencies described above related to centralized management, unit costs of construction could be higher under this modality. Unit costs of centrally managed contracts under UTSEP were slightly higher compared to contracts managed by district LGs because construction costs were higher in many of

⁷⁰ Under the decentralized modality, the MoES/LG dual payment approval process often delayed payment to contractors, impacting their cash flow. Some contractors demobilized staff as a result, further delaying work. The contractors did not utilize the Grievance Redress Mechanism; rather, they took their complaints directly to district LG officials and escalated them to the PCU as necessary.



the more remote areas where decentralized management was not feasible due to LG capacity constraints. In addition, transaction costs for supervision could also run high in these areas, as LGs required substantial centralized support to supervise large construction contracts in their districts.

138. Build extra time into the implementation timeframe for a project's construction component to accommodate requisite preliminary activities. Once the UTSEP project went into effect, work required for the school construction sub-component began. Site assessments (to confirm land ownership, evaluate potential environmental and social impacts and finalize building designs), preparation of standard documents for new structures (drawings, specifications and Bills of Quantity), and procurement tasks (finalizing ToRs for contractors and bidding documents) took nearly a year. This seriously impacted the original three-year implementation timeline for the Project. If a prolonged project implementation timeline is not feasible, preliminary building activities should be started during the project preparation phase, and their completion should be a condition of project effectiveness.

139. Design and build to mitigate against possible natural disasters. Some of the new school facilities built under UTSEP have been exposed to natural hazards, such as floods, and have subsequently required repairs. Climate change requires that the assessment process for civil works incorporates disaster risk screening (i.e., topographical and geological assessments) in susceptible areas to provide for climate-proofing measures. Several design-related considerations for future school construction also emerged from UTSEP, including designating dedicated space for school playgrounds, incorporating burglar-proof features in the design of new administration blocks, using tempered glass (which is thicker) for window panes, replacing swinging windows with safer sliding frames, and increasing the size and thickness of steel framing for windows and doors.



ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: Support the Government in Improving Teacher and School Effectiveness in Primary Education

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of teachers trained in early grade reading in local languages and English with at least two early grade reading assessments.	Number	12000.00 31-Aug-2013	24100.00 30-Sep-2016		29002.00 31-Mar-2020

Comments (achievements against targets):
Target exceeded; 141% of target achieved.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number-of-pupils-per-	Number	14.00	10.00		2.00



textbook in English and math for pupils in grades P1-P7.		28-Feb-2013	30-Sep-2016		31-Mar-2020
Comments (achievements against targets): Target exceeded; 300% of target achieved.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of targeted schools with less than 3 permanent classrooms	Number	962.00 30-Sep-2012	672.00 30-Nov-2015	824.00 26-Feb-2018	817.00 31-Mar-2020
Comments (achievements against targets): Target exceeded; 110% of target achieved.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of pupils reading 20 or more words per minute in Grades 1-3	Percentage	1.00 01-Mar-2017	20.00 30-Sep-2016		27.50 31-Mar-2020
Comments (achievements against targets): Target exceeded; 140% of target achieved.					



A.2 Intermediate Results Indicators

Component: Component 1 Effective Teacher

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of teachers (P1-P7) present in EGR schools	Percentage	73.00 01-Sep-2017	90.00 01-Sep-2017		91.00 31-Mar-2020

Comments (achievements against targets):
Target exceeded; 110% of target achieved.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of schools in targeted districts for which at least two school inspection reports have been filed	Number	0.00 30-Sep-2014	4000.00 30-Sep-2016	1000.00 26-Feb-2018	1047.00 31-Mar-2020

Comments (achievements against targets):
Target exceeded; 105% of target achieved.



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Learning Assessment under the projects (Early Grade Reading Assessments and NAPE Grade 3 and 6)	Number	0.00 30-Sep-2014	5.00 30-Sep-2016		5.00 31-Mar-2020

Comments (achievements against targets):
Target achieved.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of schools in targeted districts provided with standard kit of instructional material for grades P1-P3 or P1-P7 as a part of project interventions	Percentage	0.00 30-Sep-2014	90.00 30-Sep-2016		97.00 31-Mar-2020

Comments (achievements against targets):
Target exceeded; 108% of target achieved.



Component: Component 2 Effective Schools

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of schools in targeted districts where SMCs and Head-teachers have received training as a part of project interventions	Number	0.00 30-Sep-2014	2000.00 30-Sep-2016	1181.00 26-Feb-2018	1201.00 31-Mar-2020
Comments (achievements against targets): Target exceeded; 102% of target achieved.					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of schools in targeted districts where information on UPE grants is made publicly available to the community.	Number	0.00 30-Sep-2014	2000.00 30-Sep-2016	1181.00 26-Feb-2018	1181.00 31-Mar-2020
Comments (achievements against targets): Target achieved					



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of schools with established system to address child protection	Number	0.00 01-Dec-2017	138.00 01-Dec-2017		138.00 31-Mar-2020
Comments (achievements against targets): Target achieved.					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions.	Number	0.00 30-Sep-2014	1960.00 30-Sep-2016	882.00 26-Feb-2018	929.00 31-Mar-2020
Comments (achievements against targets): Target exceeded; 102% of target achieved.					

Component: Component 3 Implementation Support and Capacity Building

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
----------------	-----------------	----------	-----------------	-------------------------	-------------------------------



Evaluation of the ECD-Community Child Care Program completed	Yes/No	N 01-Dec-2017	Y 01-Dec-2017		Y 31-Mar-2020
Comments (achievements against targets): Target achieved.					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Draft ECE Policy developed.	Number	0.00 30-Sep-2014	1.00 01-Jun-2015		1.00 31-Mar-2020
Comments (achievements against targets): Target achieved.					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Direct project beneficiaries	Number	0.00 30-Sep-2014	8100000.00 31-Dec-2019		8818390.00 31-Mar-2020
Female beneficiaries	Percentage	0.00	50.00		50.00



16-Mar-2018

Comments (achievements against targets):

Target exceeded; 109% of target achieved. Direct Project beneficiaries are defined as pupils and teachers.



B. KEY OUTPUTS BY COMPONENT

Objective/Outcome 1: Support the GoU in improving teacher effectiveness in the public primary education system	
Outcome Indicators	<ol style="list-style-type: none"> 1. PDO Indicator 1: Number of teachers trained in Early Grade Reading in local languages and English with at least two Early Grade Reading Assessments 2. PDO Indicator 2: Number of pupils per textbook in English and math for pupils in grades P1-P7 3. PDO Indicator 4: Percentage of pupils reading 20 or more words per minute in grades P1-P3
Intermediate Results Indicators	<ol style="list-style-type: none"> 1. IRI 1: Percentage of teachers (P1-P7) present in Early Grade Reading schools 2. IRI 2: Number of schools in targeted districts for which at least two school inspection reports have been filed 3. IRI 3: Learning assessments under the Project (Early Grade Reading Assessments and NAPE Grade 3 and 6) 4. IRI 4: Percentage of schools in targeted districts provided with a standard kit of instructional materials for grades P1-P3 or P1-P7 as part of Project interventions 5. IRI 9: Evaluation of ECD Community Child Care Program completed 6. IRI 10: Draft ECE Policy developed
Key Outputs by Component (linked to the achievement of the Objective/Outcome 1)	<ol style="list-style-type: none"> 1. P1-P4 teachers trained in Early Grade Reading methodology 2. ECD caregivers trained in the Community Child Care Program 3. All public primary schools supplied with math and English textbooks for P1-P7 pupils (and related teacher guides) 4. Integrated Inspection System piloted for teacher/school e-inspection
Objective/Outcome 2: Support the GoU in improving school effectiveness in the public primary education system	
Outcome Indicators	<ol style="list-style-type: none"> 1. PDO Indicator 3: Number of targeted schools with less than three permanent classrooms



Intermediate Results Indicators	<ol style="list-style-type: none">1. IRI 5: Number of schools in targeted districts where SMCs and head teachers have received training as part of Project interventions2. IRI 6: Number of schools in targeted districts where information on UPE grants is made publicly available to the community3. IRI 7: Number of schools with established system to address child protection4. IRI 8: Number of additional classrooms built or rehabilitated at the primary level resulting from Project interventions
Key Outputs by Component (linked to the achievement of the Objective/Outcome 2)	<ol style="list-style-type: none">1. Head teachers, deputy head teachers and members of School Management Committees trained in leadership program2. Facilities constructed/enhanced at 145 public primary schools



ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION

A. TASK TEAM MEMBERS

Name	Role
Preparation	
Elizabeth Ninan Dulvy	Task Team Leader
Andreas Blom	Lead Education Economist
Innocent Mulindwa	Senior Education Specialist
Christine Makori	Counsel
Dr. Sri Ram Bhagut Mathe	Civil Works Specialist
Richard Webber	Curriculum & Teacher Training STC
Paul Kato Kamuchwezi	FM Specialist
Barbara Kasura Magezi Ndamira	Sr. Public Sector Specialist
Constance Nekessa- Ouma	Social Development Specialist
Herbert Oule	Environmental
Howard Bariira Centenary	Procurement Specialist
Harriet E.N. Kiwawanuka	Program Assistant
Supervision/ICR	
Kirill Vasiliev, Hongyu Yang	Task Team Leaders
Grace Nakuya Musoke Munanura	Procurement Specialist
Paul Kato Kamuchwezi	Financial Management Specialist
Rosario Aristorenas	Team Member
Clare Busingye	Team Member
Omer Nasir Elseed	Team Member
Janet Christine Atiang	Team Member
Christine Kasedde	Environmental Specialist
Catherine Asekenye Barasa	Social Specialist
Boyenge Isasi Dieng	Social Specialist
Diana Rita Nantaba Sekaggya Bagarukayo	Team Member

**B. STAFF TIME AND COST**

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
Preparation		
FY13	38.488	539,650.16
FY14	36.345	329,424.22
Total	74.83	869,074.38
Supervision/ICR		
FY14	9.518	89,260.41
FY15	29.399	204,101.33
FY16	25.325	146,874.14
FY17	26.271	183,740.30
FY18	32.782	182,569.22
FY19	46.282	277,939.05
FY20	58.681	358,174.98
Total	228.26	1,442,659.43

ANNEX 3. PROJECT COST BY COMPONENT

Components	Amount at Approval (US\$M)	Actual at Project Closing (US\$M)	Percentage of Approval (US\$M)
Component 1 Effective Teacher	\$31.4M	\$45.43M	145%
Component 2 Effective Schools	\$45.8M	\$37.99M	83%
Component 3 Implementation Support and Capacity Building	\$14.9M	\$15.05M	101%
Unallocated	\$7.9M	\$0.0M	0%
Total	\$100.0M	\$98.47M	98.47%

ANNEX 4. EFFICIENCY ANALYSIS

1. **Analysis of efficiency of public spending in UTSEP target districts.** Government benefits are estimated in terms of reduced inefficient public spending as a result of a decrease in teacher absenteeism in target schools. Inefficient spending is defined as the money that the Government spends on salaries to teachers that are chronically absent from class and school. We look at the evolution of inefficient Government spending on schools that benefited from UTSEP by receiving textbooks and EGR teacher training.
2. The World Bank's 2013 Service Delivery Indicators Survey revealed that, on average, 27 percent of teachers were absent from school each day. Given the high rates of teacher absenteeism, the Project supported the verification of teacher presence in a sample of 2,727 primary schools where teachers received EGR training. A baseline of 73 percent of teachers present during unannounced school visits was set, and three rounds of verification⁷¹ showed an improvement in teacher presence -- 91 percent of teachers were physically present. The improvement in teacher attendance suggests that P1-P4 teachers are present in classrooms, implementing their newly acquired EGR teaching skills, thereby improving the likelihood of a positive impact on student learning outcomes.
3. Inefficient public spending is estimated by multiplying teacher salaries by the number of teachers chronically absent from class in the sample of target schools. According to the salary scale of civil servants in Uganda, the average primary teacher salary is equivalent to UGX 6.5 million. According to the estimates, inefficient public spending in Uganda decreased from UGX 52.2 million in 2015/16 to UGX 17.4 million in 2019/20 -- a 67 percent decline. The decrease in inefficient Government spending is equivalent to UGX 34.8 billion (US\$10.2 million in 2015 prices⁷²). As a share of total public spending in basic education, inefficient spending decreased from 2.9 percent in 2015/16 to 0.6 percent in 2019/20.

Table 1: Estimates of inefficient Government spending, billion UGX

	2015/16	2019/20	Change
Teacher absenteeism	27%	9%	-18 pp
Inefficient spending, billion UGX	52.2	17.4	-34.8
Inefficient spending, million USD	15.3	5.1	-10.2
As % of total spending	2.9%	0.6%	-2.3 pp

Source: Author's estimates.

4. **Analysis of student survival rates in schools in UTSEP target districts.** According to the EMIS data, only one out of three pupils starting primary education reaches the final grade (P7) in Uganda. At the national level, survival rates⁷³ in primary education slightly improved between 2015 and 2019 -- from 33.0 to 34.4 percent. As the student breakdown by gender for 2019 is not available, only the analysis of overall survival rates for boys and girls is presented. The following part of this section analyzes district-level averages of student survival rates.
5. The change in survival rates in the project districts is associated with the number of interventions they received. While in districts that received 1-3 interventions district-level average survival rates increased by 1.9 percentage

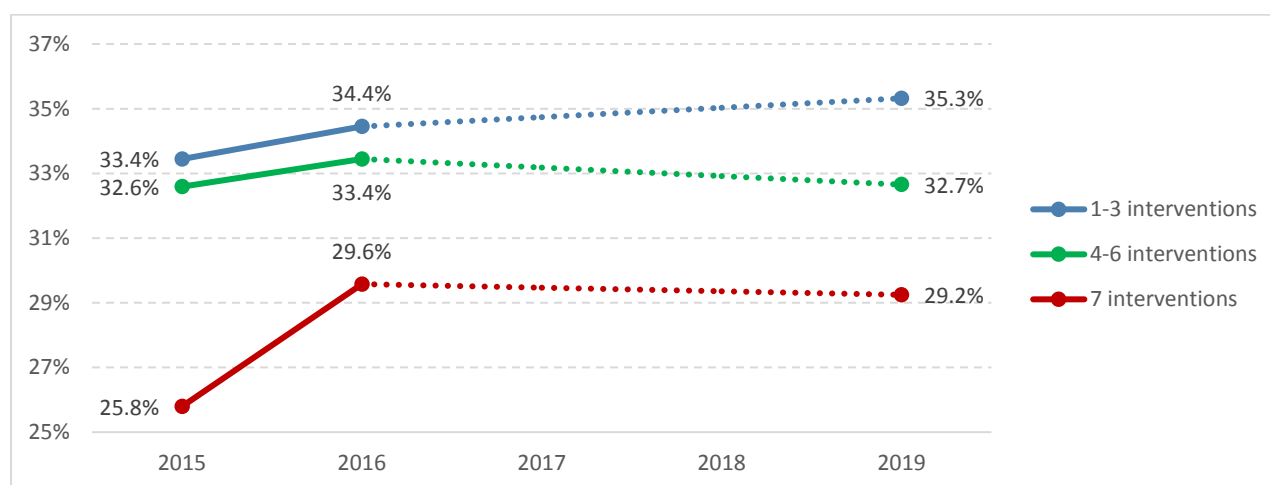
⁷¹ Verifications took place in July and October of 2018 and in March of 2019. All EGR training activities for P1-P3 teachers were completed (following P3 teacher refresher training) in May 2018. P4 teachers received their EGR training in January 2019.

⁷² 1 USD = 3,420 UGX (Central Bank of Uganda).

⁷³ We define survival rates as the number of Grade 7 (P7) students represented as a share of Grade 1 (P1) students in the same school year.

points from 33.4 percent in 2015 to 35.3 percent in 2019, districts that received all seven interventions improved student survival rates by 3.4 pp: from 25.8 percent in 2015 to 29.2 percent in 2019. Even though the changes in survival rates are not statistically significant, the rates improved in 71 percent of districts (91 out of 128) between 2015 and 2019.

Figure 1: Survival rates in UTSEP target districts by the number of interventions (2015-2016, 2019)



Source: Author's estimation based on the EMIS data for 2015-2016 and the MEIU report data for 2019.

Note: P7 survival rate data is not available for Project-targeted districts for 2017 or 2018. P7 survival rates in control districts are not included because data is not available for 2015 or 2016.

6. Analysis of Primary Leaving Examination (PLE) pass rates in schools in UTSEP target and control districts. At the national level, PLE pass rates in Uganda primary education increased from 86.2 percent in 2015 to 90.3 percent in 2019. The change in the PLE pass rate was greater for girls, whose rates increased by 4.6 pp from 84.3 percent in 2015 to 88.9 percent in 2019. Boys' pass rates increased by 3.6 pp from 88.2 percent in 2015 to 91.8 percent in 2019.

7. In all UTSEP target districts PLE pass rates improved over the course of the project, while in control districts the rates decreased by 8.3 pp from 99.2 percent in 2015 to 90.9 percent. Depending on the number of interventions provided under the project, PLE pass rates improved from 3.8 pp in districts that received 1-2 interventions (the change is statistically significant at $P < 0.01$) to 7.6 pp in district that received the maximum number of interventions – six or seven (the change is statistically significant at $P < 0.05$).

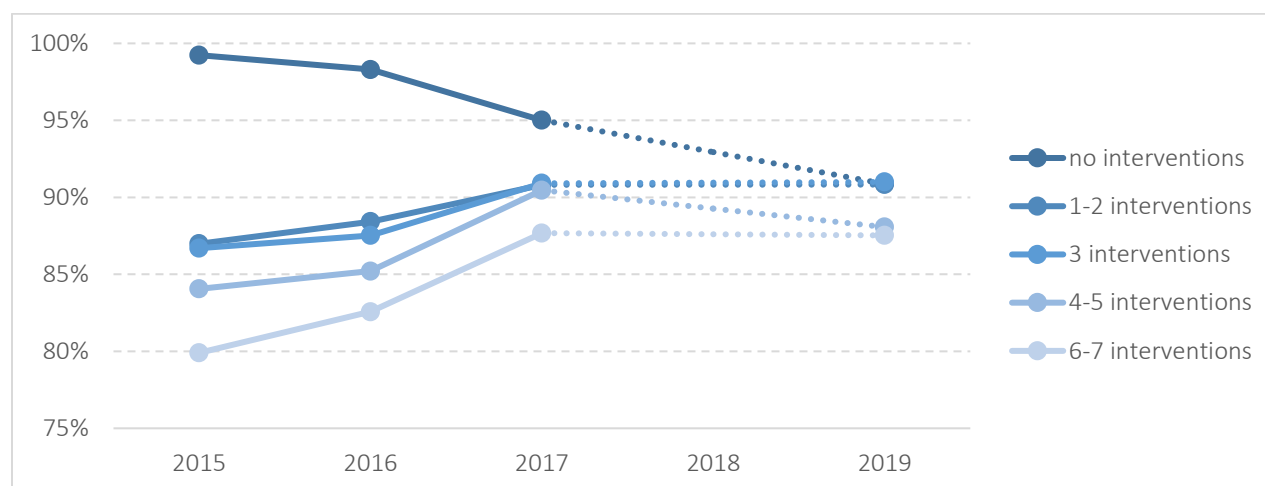
Table 2: PLE pass rates in UTSEP target and control districts by number of interventions provided (2015-2017, 2019)

Group ID	# of interventions	2015	2016	2017	2018*	2019	2015-2019 change
1	No interventions (control districts)	99.2%	98.3%	95.0%	<i>n/a</i>	90.9%	-8.3 pp**
2	1-2 interventions	87.0%	88.4%	90.8%	<i>n/a</i>	90.8%	3.8 pp***
3	3 interventions	86.7%	87.5%	90.9%	<i>n/a</i>	91.0%	4.3 pp**
4	4-5 interventions	84.1%	85.2%	90.5%	<i>n/a</i>	88.1%	4.0 pp*
5	6-7 interventions	79.9%	82.6%	87.7%	<i>n/a</i>	87.5%	7.6 pp**
	Total, selected districts	85.9%	87.3%	90.8%	<i>n/a</i>	89.9%	4.1 pp***

Source: Author's estimation based on Uganda National Examination Board data. (Data for 2018 is not available.)

Notes: 1) Project interventions are grouped (1-2 interventions, etc.) according to trends in PLE pass rates. 2) Data on PLE pass rates is not available for 2018. 3) *statistically significant at $p < 0.1$; **statistically significant at $p < 0.05$; ***statistically significant at $p < 0.01$.

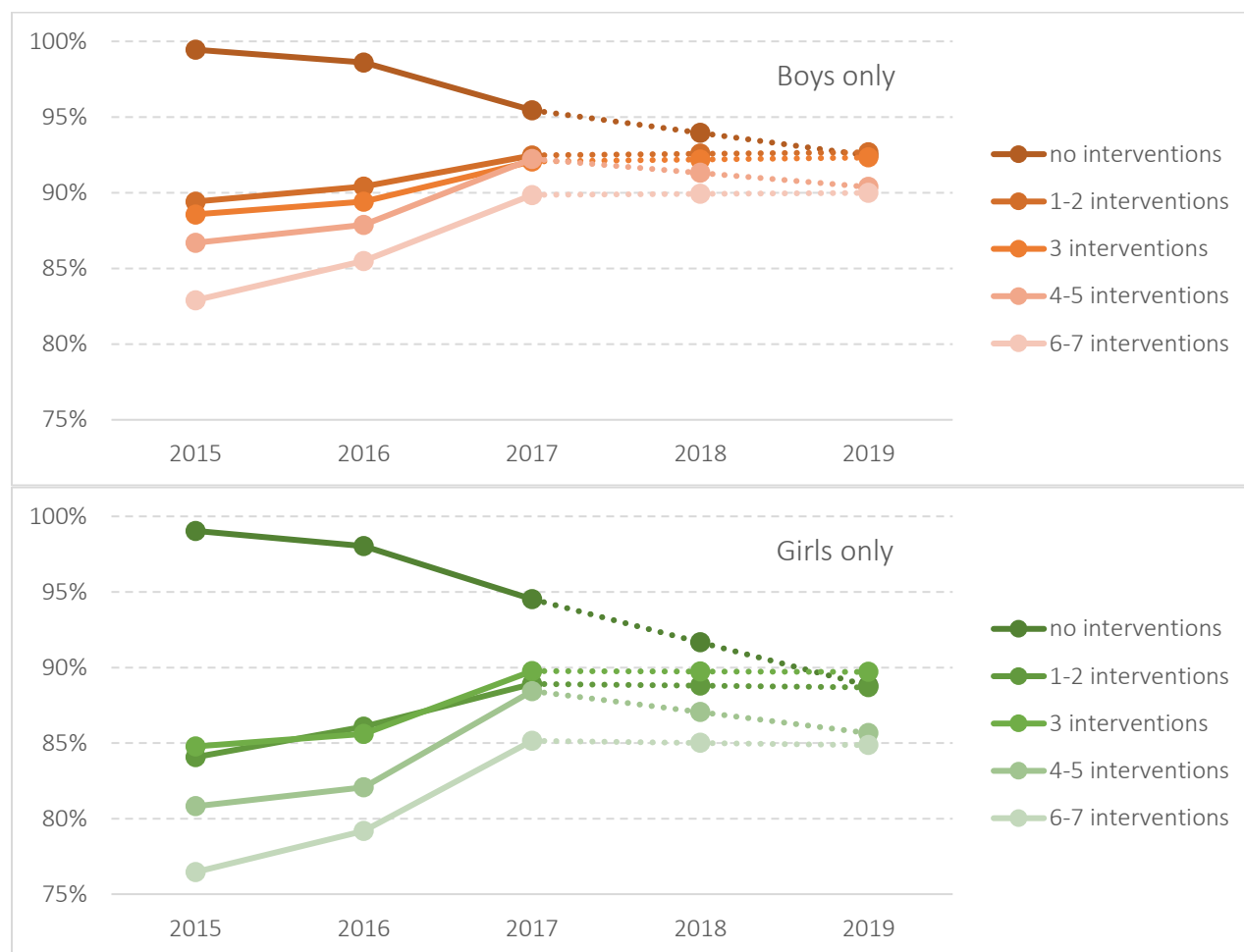
Figure 2: PLE pass rates in UTSEP target and control districts by the number of interventions provided (2015-2017, 2019)



Source: Author's estimates based on Uganda National Examination Board data.

8. It should be noted that the changes in the PLE pass rates were more pronounced for girls. In control districts girls' pass rates decreased by 10.2 percentage points (-7.0 pp for boys) and improved on average by 4.8 pp in districts that received 1-5 interventions (+3.6 pp for boys), while in districts that benefited from all or almost all interventions girls' pass rates improved by 8.4 pp (+7.1 pp for boys). (See Figure 3 below.)

Figure 3: PLE pass scores in UTSEP target and control districts for boys and girls by the number of interventions provided (2015-2017, 2019)



Source: Author's estimation based on Uganda National Examination Board data.

9. *The Project succeeded in improving both internal efficiency of Uganda's primary education system and student learning outcomes in target districts.* The performed analysis confirms that the project targeting was made in the favor of the most deprived schools, which benefited from a number of interventions. Both improvements in survival rates and PLE pass rates in the UTSEP target districts were driven by girls.

10. **Analysis of Uganda's Human Capital Index (HCI) over the Project's lifetime.** Human capital is the key determinant of economic development and wealth. The new generations of workers are facing increased demand for higher levels of human capital, including advanced cognitive and socio-behavioral skills. As the nature of work evolves in response to rapid technological change, investing properly in human capital is considered not only desirable but necessary in the pursuit of prosperity. To illustrate this concept, the World Bank developed the Human Capital Index, which measures the impact of underinvesting in human capital on the productivity of the next generation of workers. It is defined as the amount of human capital that a child born today can expect to achieve in view of the risks of poor

health and poor education currently prevailing in the country where that child lives.

11. Health and education are important components of human capital and are interrelated. Health indicators include survival, stunting, and nutrition. Stunting has considerable impacts, since a healthy diet during infancy and childhood increases achievement at school.⁷⁴ Also, investing in prenatal care and maternal education improves infant health, leading to improved educational attainment, mental health, and higher earnings later in life.⁷⁵

12. Education is a major component of the HCI, and Africa is the region of the world with the highest economic returns to education. The key drivers of these returns are the quality of education and the average years of schooling that a child may benefit from. Each year of schooling raises average earnings by 11.3 percent for males and 14.5 percent for females.⁷⁶ Education interventions are shown to have a direct impact on skills, academic achievement, and, consequently, earnings. For instance, attending pre-school for one year enhances cognitive skills during early childhood, improves academic skills during elementary school, and increases earnings by 5 percent.⁷⁷ Additionally, education contributes to empowering women, allowing them to access better jobs, have fewer children, and invest more in each child.

13. Empirical analyses show that the HCI components are highly correlated to productivity and economic growth. The HCI and Gross Domestic Product (GDP) per capita correlation is 0.86 (Figure 4). Between 10 and 30 percent of per capita GDP differences are attributable to cross-country differences in human capital, which is also an important input to technological innovation and long-term growth.⁷⁸ As illustrated by Figure 4, Uganda's HCI is what would be predicted by its income level, whereas Kenya and Burundi, for instance, score above what is expected by their income levels.

⁷⁴ Belot and James (2011); Sandjaja et al. (2013).

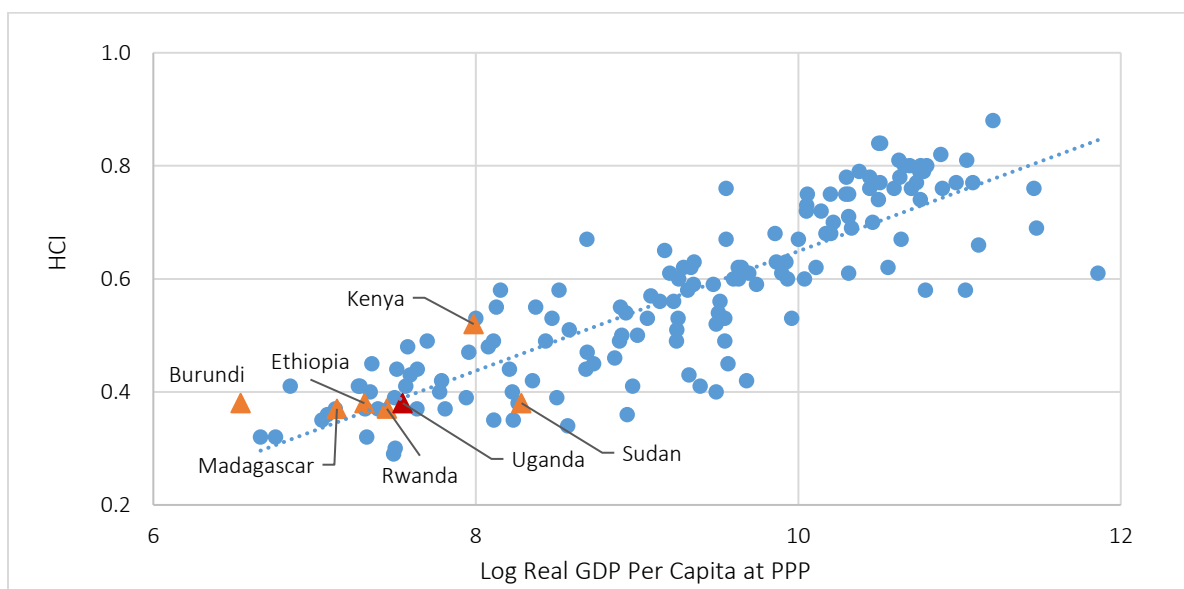
⁷⁵ Andrabi, Das, and Khwaia (2012); Gertler et al. (2014); Walker et al. (2011).

⁷⁶ Montenegro and Patrinos (2014).

⁷⁷ Berlinski, Galiani and Gertler (2009).

⁷⁸ Hsieh and Klenow (2010).

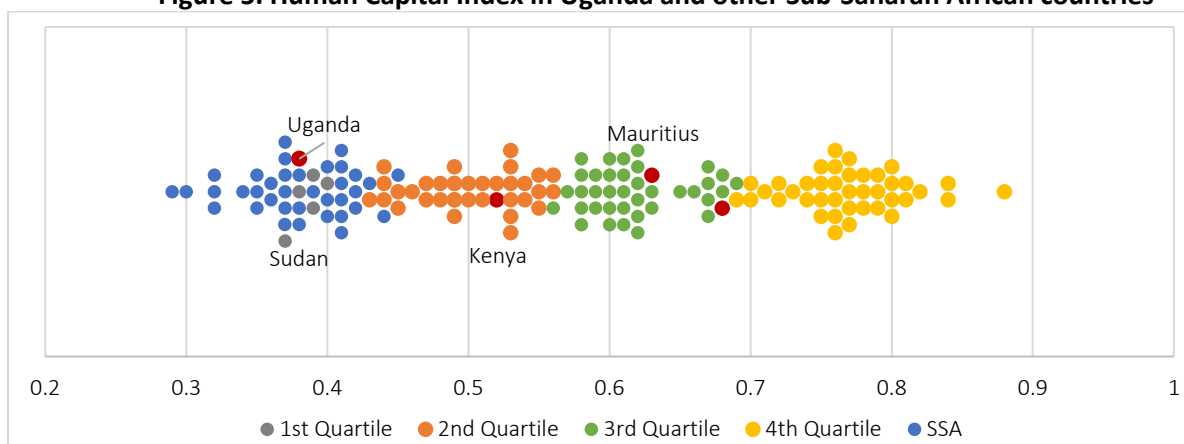
Figure 4. Relationship between HCI and GDP per capita



Source: World Bank Human Capital Index.

14. Analyses of HCI indexes among developing countries show that Uganda is underinvesting in the future productivity of its citizens. A child born in Uganda today will be only 38 percent “as productive when she grows up as she could be if she enjoyed complete education and full health.”⁷⁹ Uganda is ranked among the countries in the lowest quartile of the HCI distribution, with an index slightly lower than the average for the Sub-Saharan Africa region.

Figure 5. Human Capital Index in Uganda and other Sub-Saharan African countries



Source: World Bank Human Capital Index.

⁷⁹ The official definition of HCI.

15. **Uganda scores low in the HCI and investing in education is important to improve outcomes for the population.** From 2012 to 2015, Uganda's HCI increased from 0.36 to 0.38 due to improvements in all components of the index. A child born today in Uganda is expected to complete only 7 years of education combined by age 18, compared to a regional average of 8.1.⁸⁰ Because of the low levels of learning achievement in Uganda, this is only equivalent to 4.5 years of learning (see "learning-adjusted years of school" component in Table 3 below), with 2.5 years considered as lost due to poor quality. Uganda's score on this component is below Sub-Saharan Africa's average. Learning outcomes are measured by the Southern and Eastern Africa Consortium for Monitoring Education Quality Assessment, last administered in 2013. While 70 percent of grade 6 students achieved the minimum competence level in reading, only 40 percent of those tested reached the same competence level in mathematics.

Table 3. HCI by components in Uganda and other Sub-Saharan African countries

	Mauritius	Kenya	SSA	Ethiopia	Sudan	Uganda	Rwanda
HCI Component 1: Survival							
Probability of Survival to Age 5	0.987	0.954	0.934	0.942	0.937	0.951	0.962
Contribution to Productivity	0.99	0.95	0.93	0.94	0.94	0.95	0.96
HCI Component 2: School							
Expected Years of School	12.5	10.7	8.1	7.8	7.3	7.0	6.6
Harmonized Test Scores	473	455	374	359	380	397	358
Learning-Adjusted Years of School	9.5	7.8	4.9	4.5	4.4	4.5	3.8
Contribution to Productivity	0.70	0.61	0.48	0.47	0.46	0.47	0.44
HCI Component 3: Health							
Survival Rate from Age 15-60	0.859	0.787	0.732	0.786	0.782	0.698	0.808
Fraction of Children Under 5 Not Stunted	...	0.738	0.684	0.616	0.618	0.711	0.633
Contribution to Productivity	0.91	0.89	0.87	0.87	0.87	0.86	0.88
Human Capital Index (HCI)	0.63	0.52	0.39	0.38	0.38	0.38	0.37

Source: World Bank Human Capital Index.

16. **Between 2015 and 2020, Uganda's HCI further increased from 0.38 to 0.41 due to improvements in the education component of the index.** Learning-adjusted years of schooling increased from 4.5 in 2015 to 5.4 in 2020. Based on the empirical literature, an additional year of school raises earnings by about 8 percent.⁸¹ Thus, the increase in the learning-adjusted years of schooling in Uganda is equivalent to a 7.5 percent increase in labor productivity. Going forward, improving the education status of younger generations will have the highest contribution to

⁸⁰ Primary level in Uganda is seven grades; lower secondary is four grades, and upper secondary is an additional two grades.

⁸¹ Montenegro and Patrinos (2014).

productivity. *The UTSEP project's contributions to improved teacher and school effectiveness have helped lay the groundwork for future improvements in the education component of Uganda's HCI.*

Table 4. Comparison of the Uganda HCI over time (2012, 2015, and 2020)

	Uganda, 2012	Uganda, 2015	Uganda, 2020
HCI Component 1: Survival			
Probability of Survival to Age 5	0.93	0.95	0.95
Contribution to Productivity	0.93	0.95	0.95
HCI Component 2: School			
Expected Years of School	6.8	7.0	8.4
Harmonized Test Scores	369	397	406
Learning-Adjusted Years of School	4.0	4.5	5.4
Contribution to Productivity	0.45	0.47	0.50
HCI Component 3: Health			
Adult Survival Rate (Age 15-60)	0.67	0.70	0.70
Fraction of Children Under 5 Not Stunted	0.66	0.71	0.71
Contribution to Productivity	0.85	0.86	0.86
Human Capital Index	0.36	0.38	0.41

Source: World Bank Human Capital Index for 2012 and 2015; 2020 figures are author's estimates based on Uganda EMIS data.

Annex 4 References

- Andrabi, T., Das, J., and Khwaja, A. I. (2012). What Did You Do All Day? Maternal Education and Child Outcomes. *Journal of Human Resources* 47 (4): 873–912.
- Belot, M., and J. James (2011). Healthy School Meals and Educational Outcomes. *Journal of Health Economics* 30 (3): 489–504.
- Berlinski, S., S. Galiani, and P. Gertler (2009). The Effect of Pre-Primary Education on Primary School Performance. *Journal of Public Economics*, 93(1-2), February: 219-34.
- Gatti, Roberta V.; Kraay, Aart C.; Avitabile, Ciro; Collin, Matthew Edward; Dsouza, Ritika; Dehnen, Nicola Anna Pascale. 2018. *The Human Capital Project* (English). Washington, D.C.: World Bank Group.
- Gertler, P., J. J. Heckman, R. Pinto, A. Zanolini, C. Vermeersch, S. Walker, S. M. Chang, and S. Grantham-McGregor (2014). Labor Market Returns to an Early Childhood Stimulation Intervention in Jamaica. *Science*, 344(6187), May: 998-1001.
- Hsieh, Chang-Tai, and Peter J. Klenow (2010). Development Accounting. *American Economic Journal: Macroeconomics* 2 (1): 207–23.
- Montenegro, Claudio and Harry Patrinos (2014). “Comparable Estimates of Returns to Schooling Around the World”. World Bank Policy Research Working Paper No. 7020.
- Walker, S. P., S. M. Chang, M. Vera-Hernandez, and S. Grantham-McGregor. (2011). Early Childhood Stimulation Benefits Adult Competence and Reduces Violent Behavior. *Pediatrics*, 127(5), May: 849-57.

ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS

Ministry of Education and Sports Implementation Completion Report Uganda Teacher and School Effectiveness Project

1. **Introduction.** The Uganda Teacher and School Effectiveness Project was a GPE-funded five-year project, implemented by the MoES with the World Bank as the Grant Agent and UNICEF as the Coordinating Agent. The project was designed to support GoU in improving teacher and school effectiveness in the public primary education system, with emphasis on improving learning achievements and school completion rates. UTSEP activities were implemented in all districts of Uganda, structured around three components:

- i) Improving teacher quality and performance
- ii) Improving school environment in the form of enhanced school management, accountability, and learning conditions
- iii) Financing advisory, technical, and capacity building activities (strengthen education system)

2. **Summary of project achievements.** This section summarises the achievement of the project outcome indicators and the project planned outputs.

Project Development Objective Results Indicators

S/N	Outcome Indicators	Baseline (prior to project start)	Planned End Target	Actual End Target
1	PDO 1. Number of teachers trained in early grade reading in local languages and English with at least two Early Grade Reading Assessments	12,000	24,100	29,002
2	PDO 2. Number-of-pupils-per-textbook in English and math for pupils in grades P1-P7	14	10	2
3	PDO 3. Number of targeted schools with less than 3 permanent classrooms	962	824	817
4	PDO 4. Percentage of pupils reading 20 or more words per minute	1%	20%	27.5%



Project Outputs

S/N	Planned project output	Achievements
Component 1: Effective Teachers		
1.1	12,100 teachers trained in Early Grade Reading	<p>Achieved and exceeded the end target 17,002 teachers in 2,727 primary schools trained in teaching early grade reading Methodology in 29 districts:</p> <ul style="list-style-type: none"> • 2,500 head teachers trained in December 2015. • 3,809 P.1 teachers trained in June 2016. • 3,670 P2 teachers trained in May 2017. • 3,470 P3 teachers trained in May 2018. • 3,553 P4 teachers train in May 2019. <p>Immediate outcomes</p> <ul style="list-style-type: none"> ✓ Increased % of children reading fluently and with speed in literacy. P3 children reading 20 words per minute increased from 13% (2016) to 27.5% (2018). ✓ Increased enrolment and attendance in the lower classes due to participatory methods in EGR teaching, making lessons interactive. ✓ Improved supervision of teachers by head teachers and CCTs in EGR schools, from 57% in 2016 to 95% in 2019 (<i>Independent Verification Report, 2019</i>)
1.2	4,000 caregivers trained in Early Childhood Education under the Community Child Care Program	<p>Achieved and exceeded the end target 4,166 practicing caregivers/nursery school teachers in 2,559 ECD Centers trained under the Community Child Care Program:</p> <ul style="list-style-type: none"> • Cohort 1: 873 caregivers from 536 centers • Cohort 2: 2,240 caregivers from 1,358 centers • Cohort 3: 1,053 caregivers from 665 centers <p>Immediate outcomes</p> <ul style="list-style-type: none"> ✓ Improved pedagogical practices by the trained caregivers i.e. use of the learning framework, teaching through play, and providing variety of locally made play materials. ✓ Learners being taught by trained caregivers interacted more freely with each other and showed great confidence while interacting with strangers. ✓ Community engagement in the pupils' learning at school. (<i>ECD-CCCP Evaluation Report, 2019</i>)
1.3	6,500,000 copies of textbooks, non-textbooks and teacher reference materials procured and supplied to schools	<p>Achieved and exceeded the end target Procured and delivered 13,727,399 textbooks in 12,198 public primary schools.</p> <p>Immediate outcomes</p> <ul style="list-style-type: none"> ✓ Reduction in the pupil textbook ratio from 14:1 to 2:1. (<i>EMIS 2017</i>) ✓ Improved textbook usage during the teaching & learning process -- evident in 96% of the schools across the 29 EGR districts. (<i>Independent Verification Report, 2019</i>)



S/N	Planned project output	Achievements
1.4	Procure storage boxes for P1-P4 primers	Achieved 10,681 storage metallic boxes supplied to 2,727 primary schools benefiting under EGR and 962 primary schools with less than three permanent classrooms for storage of P1-P4 primers.
1.5	Supply of hearing aids for 1,000 pupils at primary schools	Achieved and exceeded the end target 1,554 pupils with hearing impairments fitted with hearing aids across 79 districts. Immediate outcomes ✓ Children who were totally deaf are able to locate noise, detect vibration and echo noise. This has raised self-esteem and confidence of the children who are using hearing aids. ✓ Some children fitted with hearing aids can respond to sound in the environment and sound words and others can respond to their names, in addition to spelling words correctly on dictation. ✓ The use of hearing aids has encouraged children to attend classes daily.
1.6	100 motorcycles for Primary Teacher Colleges (PTCs) and Coordinating Centres (CCs) and procured	Achieved 100 motorcycles for PTCs and CCs procured and distributed.
1.7	1,000 schools inspected and reports filed through the ICT-based inspection system	Achieved 1,047 schools inspected twice, and reports filed through the online Integrated Inspection System. Immediate outcomes ✓ Automatic generation of standard School inspection reports has been made possible with detailed and authentic data on status of a school ✓ The use of the electronic school inspection system (IIS) has reduced the time for school data collection, analysis and reporting to stakeholders.
1.8	75 motorcycles for School Inspectors procured	Achieved 75 motorcycles for school Inspectors procured and distributed.
Component 2: Effective Schools		
2.1	1,181 beneficiary primary schools with trained head teachers, deputy and members of School Management Committees (SMCs) in school leadership, management and accountability.	Achieved and exceeded the end target 1,201 public primary schools in 26 districts with trained personnel. These included: <ul style="list-style-type: none"> • 1,200 head teachers trained • 1,204 deputy head teachers trained • 5,536 members of the SMCs trained Immediate outcomes <ul style="list-style-type: none"> ✓ Improved level of accountability of UPE capitation grants and records keeping. ✓ SMC are active in schools and meet regularly.



S/N	Planned project output	Achievements
2.2	Facilities constructed in 145 beneficiary primary schools	<p>Achieved and exceeded the end target 145 primary schools have been provided with new facilities. The number of facilities constructed include:</p> <ul style="list-style-type: none"> • 929 furnished classrooms • 144 furnished administration blocks • 290 5-stance VIP latrines for boys and girls • 155 2-stance latrines for teachers • 9 teachers' houses • 154 water harvesting tanks <p>Immediate outcomes</p> <ul style="list-style-type: none"> ✓ Increased access to schooling, increased enrollment by over 10,000 (25%) in constructed schools. ✓ Safe and clean environment for teaching and learning.
Component 3: Technical Assistance		
3.1	Early Childhood Development reviewed	<p>Achieved Final draft Early Childhood Care and Education policy reviewed and approved</p>
3.2	ICT-based inspection system developed and in use	<p>Achieved Integrated Inspection System developed and in use in 46 districts</p>
3.3	Conduct situational analysis on primary Teacher Payroll	<p>Achieved Situational analysis of teachers' payroll and capacity needs assessment for payroll managers conducted and final report approved</p>
3.4	Two National Assessment of Progress in Education (NAPE) exercises undertaken	<p>Achieved Two NAPEs undertaken at P3 and P6 in 2015 and 2018</p>
3.5	Three Early Grade Reading Assessment (EGRA) exercises undertaken	<p>Achieved Three EGRAs undertaken at P1-P3 in 2016, 2017, 2018</p>
3.6	Evaluate the ECD Community Child Care Program	<p>Achieved Evaluation of ECD Community Child Care Program undertaken and final report approved</p>
3.7	Environmental and Social Audit of 138 schools under SFG	<p>Achieved Environmental and Social Audit undertaken for 138 primary schools and final report approved</p>
3.8	Social and environment risk management in primary schools benefiting under SFG	<p>Achieved 138 primary schools have functional child protection system</p>
3.9	Verification of project results	<p>Achieved All project results were verified, and eligible payments released to the project for implementation of all project activities</p>

Project Beneficiaries⁸²

- (i) Approx. 8,795,759 pupils from new textbooks and trained teachers
- (ii) 1,445,170 pupils from improved teacher effectiveness in early grade reading teaching
- (iii) 58,000 pupils from new classrooms
- (iv) 83,320 pupils from trained childhood caregivers
- (v) Approx. 23,574 teachers in primary schools trained in teaching early grade reading, early childhood education, and school leadership
- (vi) 5,536 School Management Committee members trained in school management and accountability
- (vii) Parents and communities with children in schools covered under the program have indirectly benefited from the improved learning and enhanced voice in school management

All reports, training manuals and lists of trained teachers can be obtained online: www.education.go.ug/utsep.

3. Challenges.

Scaling up of the Early Grade Reading program

- i) Uncoordinated teacher transfers, i.e. trained teachers transferred to non-EGR schools.
- ii) Emergence of hostile school communities who destroy displayed classroom materials since most of them have no lockable doors.
- iii) Language conflicts in areas with many different tribes.

Rolling out the Early Childhood Development Community Child Care Program

- I) Varying levels in education by the caregivers affected the perception and levels of understanding during the face-to-face training and implementation at ECD Centres.
- II) ECD Centres use English as a medium of instruction, thus ignoring interaction of children in their local languages which affects their learning.
- III) Some caregivers are not given any remuneration from the ECD owners, thus increasing absenteeism of caregivers at their centres.
- IV) Some ECD Centres have mixed age groups in that one caregiver handles children of 3-6 years, 4-5 years, and 3-4 years in one class, thus hindering the developing skills of the children.
- V) Low community participation due to lack of knowledge for the value of early learning and cultural attitude of free education in P1.

Provision of instructional materials

- i) Textbooks have been supplied, but a number of schools have a challenge of storage facilities. In some schools, books are kept in the food stores.
- ii) Some head teachers have decided to keep the new books supplied and utilize the old ones in stock, defeating the objective of each child having a book during teaching and learning.

Enhancing teacher supervision

- i) High inspection school ratio both at DES and district level to the levels of 80:1 instead of the standard 40:1.

⁸² Calculations based on EMIS 2017 data and Project Appraisal Document descriptions.

- ii) The regional inspection offices not fully operationalised.
- iii) Insufficient and inappropriate facilitation of inspectors.
- iv) Lack of proper channelling of findings and recommendations to schools to promptly take action.
- v) Low levels of ICT uptake/usage by key stakeholders at LG level.

Enhancing school leadership, management and accountability

- i) Long distances to the training venues led to drop-out of some schools.
- ii) The unit cost of training was high, leading to reduction of the target schools from 2,000 to 1,201.

Provision of needs-based, performance-linked School Facilities Grants

- I) There was a need to modify the designs of the structures to enhance safety of pupils and buildings against seismic activities (i.e., introduction of additional structural reinforcements) and quality improvements on the roof structure in line with global climate smart construction practices. This led to delays in commencement of procurement for works arising out of the lengthy reviews. The design modifications also increased unit costs of construction, thereby reducing the number of schools from 293 to 220 that could benefit from the budget allocated for civil works.
- II) Reluctance of contractors to return to sites and correct identified defects. Most preferred to return towards the end of the one-year defects liability period as a cost minimization strategy on their side. This has led to some sites having uncorrected defects at the time of project closure. However, the District Local Governments (DLGs) are supervising the contractors and the MoES's Construction Management Unit is following up to ensure all defects are corrected.
- III) There was a general delay in the supply of furniture to schools. Some facilities were completed but could not be occupied due to lack of furniture. However, by project closure, all facilities had been furnished.
- IV) Delays in payment of contractors, especially under decentralised modality attributed to: duplication of payment processes at MoES and DLG levels; system challenges for DLGs on IFMIS-Tier 1 including system downtimes; failure to upload funds on the system due to lack of approved district budget; delayed access to funds on IFMIS due to delay by the Office of the Accountant General to raise cash limits; diversion of funds by DLGs to unapproved/non-project activities.
- V) Low appreciation of environmental and social safeguard issues by relevant stakeholders, which calls for capacity building and sensitization before project implementation.
- VI) Majority of contractors did not sign contracts with their workers and suppliers. This resulted in some labourers and suppliers not being fully paid. However, for all cases reported, the MoES has worked with the district authorities and ensured contractors paid all claims from workers, suppliers and service providers.
- VII) A number of disputes and encumbrances on land were encountered at some sites after initial environmental and social screening, which led to delays in commencement of works. However, the MoES and concerned DLGs resolved the issues and the affected schools were finally constructed within the project time.
- VIII) Environmental and social screening was a requirement to commence civil works. Due to lack of adequate skills among project staff, project briefs could not be prepared in time leading to delay in starting civil works. However, this was overcome with recruitment of environmental and social specialists.
- IX) A natural disaster occurred where a number of landslides hit the village of Sukuta (Kapchorwa district),

where Chebelat Primary School is located, one of the beneficiaries under SFG since October 2019. A joint inspection was conducted by technical personnel from the Ministry of Works and Transport, Uganda National Roads Authority, Kapchorwa District Local Government, MoES and World Bank. A geotechnical investigation by the Office of the Prime Minister followed. At the time of project completion, findings from the joint inspection and geotechnical investigation were being finalized, so no action could be undertaken under the project. However, there is need for the Construction Management Unit and the Basic Education Department to follow-up and implement the recommendations made by the Ministry of Works and Transport and the Office of the Prime Minister, once available, to save the facilities constructed under the project.

Situational Analysis of the Teacher Payroll

- I) Coordination of activities under the inter-ministerial approach led to delay in the implementation of the assignment.

Support to Project Monitoring

- I) Being the first time to implement the results-based financing model in the MoES, a number of stakeholders in charge of the interventions didn't understand the need to implement activities within a specific period and also adhere to the agreed standards. However, all stakeholders were sensitised on their roles and this improved over the years and the MoES was able to earn all the eligible payments.
- II) During the procurement process of the independent verification firm, a total of six firms were shortlisted, but only one had undertaken verification of results in a particular project. This implied that, the area of verification was still new in Uganda as many firms had not conducted any assignment. Though the firm had undertaken similar assignments, these were not of the same magnitude like that under UTSEP. The firm had to continuously engage with the MoES and the World Bank to interpret the Disbursement Linked Indicators and corresponding results and ensuring that the report produced is in accordance to the DLI protocol.

Procurement Management

- (i) Delays in initiating a number of procurements either due to incomplete or late submission requisitions by the users, hence affecting the overall timeline in the procurement plan and consequently delaying service delivery.
- (ii) Constituting evaluation teams and commencement of the evaluation.
- (iii) Delays in procurement processing given that the PDU staff at MoES who are normally assigned to handle the project procurements are less knowledgeable on the IDA guidelines; thus, causing back and forth communication for clarity.
- (iv) Transfer of MoES staff in PDU to other ministries caused knowledge gaps.
- (v) Lengthy procurement processes specifically for consultancies, i.e. under CQS, it took 420 days to sign contract with one firm instead of 109 days.
- (vi) Lack of basic contract management knowledge and absence of a contract management system to report on progress.
- (vii) Inadequate capacities by MoES staff to effectively supervise consultants.
- (viii) The technical nature of some activities leading to non-quality responses.
- (ix) The large size of lots for procurement activities led to delayed completion of deliveries.
- (x) Inadequate capacities of some providers to timely implement awarded contracts.

Financial Management

- (i) Initial delays in submission of accountabilities from participating institutions and District Local

Governments and compliance with PFM Act.

- (ii) Delays in payment processing caused by multiple layers of approval.
- (iii) Readiness on the part of DLGs to handle SFG funds – DLGs had no budgets where SFG funds would be spent, some DLGs could not easily approve supplementary budgets in time to cater for SFG funds.
- (iv) Disbursement arrangements to the Project followed a results-based financing model, which was a fairly new arrangement in Government. This caused receipt of funds to exceed the appropriated budget leading to off budget financing.

4. Lessons Learnt.

- I) Community dialogues are effective in challenging social norms. This has been used in the implementation of Early Childhood Development Community Child Care Program, Early Grade Reading and establishment of child protection systems in schools where construction of facilities was undertaken. It was important to bring together a critical mass of different stakeholders, i.e. teachers, non-teaching staff, parents, local council officials, sub county officials to challenge their understanding on issues relating to taking children to nursery schools before primary level, teaching in local languages in the lower grades, trying positive discipline to avoid violence against children in schools.
- II) The results-based financing model calls for commitment and involvement of all key players in order to achieve the pre-specified results. This should be done as early as at the design stage of the project to ensure adherence to standards and agreed reporting timelines. If done well, this will help Government in realizing the overall outcome of improved learning in the education sector.
- III) For proper assessment of project performance, baseline data should be specific to the project scope rather than national figures. Where possible, baseline surveys should be conducted as this provides a clear comparison on the impact realised on a specific intervention.
- iv) The contracts for supply of furniture to the 91 decentralized schools indicate that splitting into smaller lots and awarding contracts to more providers spreads the risk and makes it easier to deliver on time.

5. Recommendations.

- I) The project had a slow start after the launch in March 2015 owing to strong attention paid to preliminary activities specifically for the school facilities sub-component and procurement. There should be a clear distinction between preliminary and actual project activities prior to effectiveness of the project.
- II) The MoES implemented the project following Government structures. However, some institutional processes caused challenges, specifically in the procurement and financial management. The stages of processing documentation for a procurement process were many, some of which may not be required. Therefore, there is need to agree on key stages for processing procurement and financial documentation under each project prior to commencement and ensure strict adherence.
- III) Under decentralised modality, districts should certify works and MoES should then pay the contractors directly to improve on the turn-around time for payment processing.
- IV) For supplies procured under ICB, shipments should be done without opening LCs and 100% payment upon delivery and acceptance of goods by the purchaser.
- V) Implementation of Early Grade Reading calls for continuous support of teachers and requires filling capacity gaps to enable children's language development and study skills in all subjects in order to cope with the demands of heavy content lessons.

- VI) Possession of proof of ownership of school land should be a prerequisite for grant aiding schools. In addition, a policy should be put in place for all public schools to obtain documentation on land ownership from foundation bodies. Otherwise, in future Government will lose facilities constructed to land grabbers.
- VII) The MoES needs to explore the possibility of increasing the membership of the Contracts Committee from 5 to 7 members. This may increase the probability of achieving the 3 members required for a quorum, as this has greatly affected the timeliness of project activities.
- VIII) There is need to strengthen monitoring of the procurement plan implementation and also orient the users in preparation of requisitions and statement of requirements prior to project commencement.
- IX) Sustainability plans approved by MoES working groups should be integrated within the departmental work plans to have project interventions continue after project closure.
- X) Since most project activities were completed towards project closure, the impact of the interventions could not be assessed, there is need to conduct an impact evaluation after three/four years to ascertain whether the intended increment in completion rates and learning outcomes was achieved.

6. Performance Ratings.

Ministry of Education and Sports

- (i) Rating: Satisfactory
- (ii) Justification:
 - a. Project Development Objective achieved.
 - b. 100 percent of the grant disbursed and 98 percent spent by project closure.
 - c. 100 percent of the planned activities completed.

The World Bank

- (i) Rating: Satisfactory
- (ii) Justification:
 - a. Technical support fully provided to the MoES implementation team in all project interventions that included: procurement, financial management, safeguards, civil works, assessment, inspection, training and consultancies.
 - b. Successfully restructured the project to ensure relevance and alignment of programs for timely completion.



ANNEX 6. DISBURSEMENT LINKED INDICATORS SUMMARY TABLE

Seven DLI/DLR verification exercises were carried out over the course of Project implementation, covering the periods July-December 2016, January-June 2017, July-December 2017, January-June 2018, July-December 2018, January-June 2019, and July-December 2019.

Disbursement Linked Indicator (DLI)	Disbursement Linked Result (DLR)	Financing Allocated per DLI	Financing Allocated per DLR (for disbursement calculation)	Disbursement Criteria for DLRs	Total Recommended Disbursements
DLI 1: Enhanced effectiveness of early grade instruction through provision of training to in-service teachers (PDO Indicator 1)	DLR 1.1: TOR developed for C-TEP training firm; training plans finalized for EGR and ECD caregivers DLR 1.2: Training contract awarded for C-TEP; training materials procured for EGR and ECD caregivers DLR 1.3: EGR teachers, ECD caregivers trained; names published on MoES website	US\$13,701,600	DLR 1.1: US\$1,500,000 DLR 1.2: US\$1,500,000 DLR 1.3: US\$10,700,000 (of which US\$637 per teacher trained)	DLR 1.1: TOR and training plans approved DLR 1.2: Verified delivery and supply of training materials as specified in contracts DLR 1.3: At least 90% of teachers received training and were awarded certificates; names published on MoES website	US\$13,701,600
DLI 2: Provision of instructional materials for literacy and numeracy on the new thematic primary curriculum (PDO Indicator 2; IRI 4)	DLR 2.1: Invitation for bids issued for first round of instructional materials DLR 2.2: Procurement contract signed for printing of instructional materials DLR 2.3: Textbooks and additional items (storage boxes, etc.) delivered; delivery lists published on MoES website	US\$14,780,000	DLR 2.1: US\$500,000 DLR 2.2: US\$500,000 DLR 2.3: US\$1,380,000 (of which US\$2.12 per textbook delivered)	DLR 2.1: Issuance is per procurement guidelines DLR 2.2: Signed contract is published on MoES website DLR 2.3: 90% of sampled schools received instructional materials specified in the contracts; schools with lists of materials delivered published on MoES website	US\$14,780,000
DLI 3: Enhanced effectiveness and frequency of school inspections (IRI 2)	DLR 3.1: ICT system designed DLR 3.2: Schools in targeted districts inspected; reports filed in the system; reports published on MoES website for previous term	US\$1,950,000	DLR 3.1: US\$1,000,000 DLR 3.2: US\$950,000 (of which US\$475 per report filed)	DLR 3.1: ICT system is designed, piloted and commissioned; user training conducted per contract specifications DLR 3.2: At least 80% of target schools have filed a report in the system	US\$1,950,000



Disbursement Linked Indicator (DLI)	Disbursement Linked Result (DLR)	Financing Allocated per DLI	Financing Allocated per DLR (for disbursement calculation)	Disbursement Criteria for DLRs	Total Recommended Disbursements
DLI 4: Strengthening the capacity of head teachers and SMC members (IRI 5, IRI 6)	DLR 4.1: TOR developed and approved for consulting firm DLR 4.2: RFP issued for contracting training providers DLR 4.3: Head teachers and SMC members trained; information on UPE grants publicly displayed at schools	US\$1,385,750	DLR 4.1: US\$250,000 DLR 4.2: US\$250,000 DLR 4.3: US\$885,750 (of which US\$750 per school)	DLR 4.1: TOR is issued per procurement guidelines DLR 4.2: Names of training providers, signed contracts, training content and beneficiary schools list published on MoES website DLI 4.3: At least 90% of teachers received training per agreed quality standards; at least 75% of schools publicly display information on UPE grants	US\$1,385,750
DLI 5: Provision of performance- and need-based School Facility Grants for school construction (PDO Indicator 3, IRI 8)	DLR 5.1: Schools identified and communicated to LGs DLR 5.2: Pre-construction site visits carried out to confirm ground conditions and site layout; regional workshops carried out; all contractors procured, and contracts awarded DLR 5.3: Schools with construction progress certified and reported on MoES website	US\$33,720,000	DLR 5.1: US\$2,040,000 DLR 5.2a: US\$2,040,000 (site appraisals and regional workshops carried out) DLR 5.2b: US\$2,040,000 (all contractors/suppliers procured and contracts awarded) DLR 5.3: US\$27,600,000 (of which US\$80,000 per school when construction reaches 30% completion; an additional US\$48,000 per school when construction reaches 70% and 90% completion; an additional US\$24,000 per school when construction reaches 100% completion)	DLR 5.1: Verification completed for a sample of schools to confirm eligibility; verification report and list of beneficiary schools published on MoES website DLR 5.2: All contracts awarded centrally comply with procurement guidelines and bidding documents; all contracts awarded by LGs are in accordance with procurement guidelines DLR 5.3: At least 80% of sampled schools have reached at least 30%, 70%, 90% and 100% completion and meet quality standards stipulated in contracts	US\$33,720,000



Disbursement Linked Indicator (DLI)	Disbursement Linked Result (DLR)	Financing Allocated per DLI	Financing Allocated per DLR (for disbursement calculation)	Disbursement Criteria for DLRs	Total Recommended Disbursements
DLI 6: Strengthened financial management and timely reporting in districts with School Facility Grants	DLR 6: Number of districts submitting timely and accurate quarterly financial reports for School Facility Grants within 30 days of quarter's end	US\$2,880,000	DLR 6: US\$3,000,000 (of which US\$30,000 per district financial report)	DLR 6: At least 75% of districts submitted timely and accurate quarterly financial reports	US\$2,880,000
DLI 7: Percentage of P1-P7 teachers present in Early Grade Reading-targeted schools (IRI 1)	DLR 7.1: DLI baseline study completed DLR 7.2: Verification Exercise 1 DLR 7.3: Verification Exercise 2 DLR 7.4: Verification Exercise 3	US\$15,000,000	DLR 7.1: US\$1,000,000 DLR 7.2: US\$4,000,000 DLR 7.3: US\$5,000,000 DLR 7.4: US\$5,000,000	DLR 7.1: Baseline set DLR 7.2: US\$4,000,000 if 80% of teachers present DLR 7.3: US\$5,000,000 if 85% of teachers present DLR 7.4: US\$5,000,000 if 90% of teachers present (Smaller disbursements earned for lower percentages of teachers present for DLRs 7.2, 7.3, 7.4)	US\$15,000,000
Total DLI Disbursements under Components 1 and 2: US\$83,417,350					

ANNEX 7: LIST OF DISTRICTS BY INTERVENTION

LIST OF DISTRICTS BY INTERVENTION									
SN	DISTRICT	REGION	GPE/UTSEP INTERVENTION						
			TEXT BOOKS	HEARING DEVICES	EARLY GRADE READING (EGR)	COMMUNITY CHILD CARE PROGRAM (ECCP)	SCHOOL FACILITIES GRANT (SFG)	LEADERSHIP & MANAGEMENT TRAINING	INSPECTION
1	AGAGO	ACHOLI	✓	✓	✓	✓			✓
2	AMURU	ACHOLI	✓		✓	✓			✓
3	GULU	ACHOLI	✓	✓					✓
4	KITGUM	ACHOLI	✓						✓
5	LAMWO	ACHOLI	✓		✓	✓			✓
6	NWOYA	ACHOLI	✓		✓	✓			✓
7	PADER	ACHOLI	✓						✓
-	SUB-TOTAL (ACHOLI)		7	2	4	4	0	0	7
8	BUHWEJU	ANKOLE	✓	✓					
9	BUSHENYI	ANKOLE	✓	✓					
10	IBANDA	ANKOLE	✓	✓			✓		
11	ISINGIRO	ANKOLE	✓	✓			✓		
12	KIRUHURA	ANKOLE	✓	✓			✓		
13	MBARARA	ANKOLE	✓	✓			✓		
14	MITOOMA	ANKOLE	✓	✓		✓	✓		
15	NTUNGAMO	ANKOLE	✓	✓			✓		
16	RUBIRIZI	ANKOLE	✓	✓		✓			
17	SHEEMA	ANKOLE	✓	✓		✓	✓		
-	SUB-TOTAL (ANKOLE)		10	10	0	3	7	0	0
18	BUIKWE	BUGANDA	✓						
19	BUKOMANSIMBI	BUGANDA	✓	✓		✓			
20	BUTAMBALA	BUGANDA	✓			✓	✓		
21	BUVUMA	BUGANDA	✓						
22	GOMBA	BUGANDA	✓	✓					✓
23	KALANGALA	BUGANDA	✓			✓			
24	KALUNGU	BUGANDA	✓			✓	✓		
25	KAMPALA	BUGANDA	✓	✓					
26	KAYUNGA	BUGANDA	✓						
27	KIBOGA	BUGANDA	✓			✓			
28	KYANKWANZI	BUGANDA	✓		✓	✓	✓		✓
29	LUWERO	BUGANDA	✓	✓		✓			
30	LWENGO	BUGANDA	✓			✓	✓		
31	LYANTONDE	BUGANDA	✓	✓		✓	✓		
32	MASAKA	BUGANDA	✓			✓			

LIST OF DISTRICTS BY INTERVENTION									
SN	DISTRICT	REGION	GPE/UTSEP INTERVENTION						
			TEXT BOOKS	HEARING DEVICES	EARLY GRADE READING (EGR)	COMMUNITY CHILD CARE PROGRAM (ECD CCCP)	SCHOOL FACILITIES GRANT (SFG)	LEADERSHIP & MANAGEMENT TRAINING	INSPECTION
33	MITYANA	BUGANDA	✓			✓	✓	✓	
34	MPIGI	BUGANDA	✓			✓			
35	MUBENDE	BUGANDA	✓		✓	✓	✓	✓	✓
36	MUKONO	BUGANDA	✓	✓			✓		
37	NAKASEKE	BUGANDA	✓	✓		✓	✓		
38	NAKASONGOLA	BUGANDA	✓	✓					
39	RAKAI	BUGANDA	✓			✓	✓		
40	SEMBABULE	BUGANDA	✓			✓			
41	WAKISO	BUGANDA	✓	✓			✓		
-	SUB-TOTAL (BUGANDA)		24	9	2	16	11	2	3
42	BUDAKA	BUKEDI	✓	✓				✓	
43	BUSIA	BUKEDI	✓						
44	BUTALEJA	BUKEDI	✓	✓			✓	✓	
45	KIBUKU	BUKEDI	✓						✓
46	PALLISA	BUKEDI	✓						
47	TORORO	BUKEDI	✓				✓	✓	
-	SUB-TOTAL (BUKEDI)		6	2	0	0	2	3	1
48	BULISA	BUNYORO	✓						
49	HOIMA	BUNYORO	✓			✓✓			
50	KAGADI	BUNYORO	✓	✓	✓		✓	✓	
51	KAKUMIRO	BUNYORO	✓	✓	✓			✓	
52	KIBAALE	BUNYORO	✓	✓	✓	✓	✓	✓	✓
53	KIRYANDONGO	BUNYORO	✓						
54	MASINDI	BUNYORO	✓	✓					✓
-	SUB-TOTAL (BUNYORO)		7	4	3	3	2	3	2
55	BUGIRI	BUSOGA	✓	✓	✓	✓			✓
56	BUYENDE	BUSOGA	✓		✓	✓			✓
57	IGANGA	BUSOGA	✓	✓					✓
58	JINJA	BUSOGA	✓	✓					
59	KALIRO	BUSOGA	✓		✓	✓			✓
60	KAMULI	BUSOGA	✓	✓					✓
61	LUUKA	BUSOGA	✓	✓	✓	✓			✓
62	MAYUGE	BUSOGA	✓	✓	✓	✓			✓
63	NAMAYINGO	BUSOGA	✓		✓	✓			✓
64	NAMUTUMBA	BUSOGA	✓		✓	✓	✓		✓
-	SUB-TOTAL (BUSOGA)		10	6	7	7	1	0	9
65	BUDUDA	ELGON	✓	✓	✓	✓		✓	✓

LIST OF DISTRICTS BY INTERVENTION									
SN	DISTRICT	REGION	GPE/UTSEP INTERVENTION						
			TEXT BOOKS	HEARING DEVICES	EARLY GRADE READING (EGR)	COMMUNITY CHILD CARE PROGRAM (ECD CCCP)	SCHOOL FACILITIES GRANT (SFG)	LEADERSHIP & MANAGEMENT TRAINING	INSPECTION
66	BUKWU	ELGON	✓	✓			✓	✓	
67	BULAMBULI	ELGON	✓	✓	✓	✓		✓	✓
68	KAPCHORWA	ELGON	✓	✓			✓		
69	KWEEN	ELGON	✓	✓				✓	
70	MANAFWA	ELGON	✓	✓			✓		
71	NAMISINDWA	ELGON	✓	✓					
72	MBALE	ELGON	✓						
73	SIRONKO	ELGON	✓	✓				✓	
-	SUB-TOTAL (ELGON)		9	8	2	2	3	5	2
74	ABIM	KARAMOJA	✓						✓
75	AMUDAT	KARAMOJA	✓						
76	KAABONG	KARAMOJA	✓	✓		✓			
77	KOTIDO	KARAMOJA	✓		✓	✓			✓
78	MOROTO	KARAMOJA	✓						
79	NAKAPIRIPIT	KARAMOJA	✓	✓				✓	✓
80	NAPAK	KARAMOJA	✓	✓					
-	SUB-TOTAL (KARAMOJA)		7	3	1	2	0	1	3
81	KABALE	KIGEZI	✓	✓			✓		✓
82	KANUNGU	KIGEZI	✓	✓		✓			
83	KISORO	KIGEZI	✓	✓					
84	RUBANDA	KIGEZI	✓	✓		✓	✓		
85	RUKIGA	KIGEZI	✓	✓					
86	RUKUNGIRI	KIGEZI	✓	✓		✓	✓		
-	SUB-TOTAL (KIGEZI)		6	6	0	3	3	0	1
87	ALEBTONG	LANGO	✓		✓	✓	✓	✓	✓
88	AMOLATAR	LANGO	✓	✓	✓	✓		✓	✓
89	APAC	LANGO	✓					✓	
90	DOKOLO	LANGO	✓	✓	✓	✓		✓	✓
91	KOLE	LANGO	✓	✓				✓	✓
92	LIRA	LANGO	✓	✓					
93	KWANIA	LANGO	✓	✓					
94	OTUKE	LANGO	✓					✓	
95	OYAM	LANGO	✓	✓	✓	✓	✓	✓	✓
-	SUB-TOTAL (LANGO)		9	6	4	4	2	7	5
96	AMURIA	TESO	✓	✓	✓	✓		✓	✓
97	BUKEDEA	TESO	✓		✓			✓	✓
98	KAPELEBYONG	TESO	✓	✓					

LIST OF DISTRICTS BY INTERVENTION									
SN	DISTRICT	REGION	GPE/UTSEP INTERVENTION						
			TEXT BOOKS	HEARING DEVICES	EARLY GRADE READING (EGR)	COMMUNITY CHILD CARE PROGRAM (ECD CCCP)	SCHOOL FACILITIES GRANT (SFG)	LEADERSHIP & MANAGEMENT TRAINING	INSPECTION
99	KABERAMAIDO	TESO	✓	✓					
100	KATAKWI	TESO	✓	✓					✓
101	KUMI	TESO	✓	✓					✓
102	NGORA	TESO	✓	✓				✓	
103	SERERE	TESO	✓	✓				✓	✓
104	SOROTI	TESO	✓	✓	✓	✓✓		✓	✓
-	SUB-TOTAL (TESO)		9	8	3	2	0	5	6
105	BUNDIBUGYO	TORO	✓	✓	✓	✓			✓
106	KABAROLE	TORO	✓	✓		✓			
107	KAMWENGE	TORO	✓	✓	✓		✓		✓
108	KASESE	TORO	✓	✓		✓			
109	KYEGEGWA	TORO	✓	✓		✓			
110	KYENJOJO	TORO	✓	✓					
111	NTOROKO	TORO	✓	✓					
-	SUB-TOTAL (TORO)		7	7	2	4	1	0	2
112	ADJUMANI	WEST NILE	✓	✓					
113	ARUA	WEST NILE	✓	✓			✓		
114	KOBOKO	WEST NILE	✓	✓					
115	MARACHA	WEST NILE	✓	✓	✓				✓
116	MOYO	WEST NILE	✓	✓					
117	PACKWACH	WEST NILE	✓	✓					
118	NEBBI	WEST NILE	✓	✓			✓		
119	YUMBE	WEST NILE	✓	✓					
120	ZOMBO	WEST NILE	✓						✓
-	SUB-TOTAL (WEST NILE)		9	8	1	0	2	0	2
	TOTAL (NATIONAL)		120	79	29	50	34	26	43