Strategies for Enhancing Basic Education System Performance: The Role, Performance, and Contribution of Coordinating Centre Tutors to Education Quality

Conducted by
The Government of Uganda
Ministry of Education and Sports

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Acknowledgements

The Evaluation Team received the Terms of Reference for this study from the Ministry of Education’s Monitoring & Evaluation Working Group. These Terms were formulated through a series of joint consultations between the Ministry of Education and the Education Funding Agencies Group (EFAG), and they reflect stakeholders’ strongly felt need to establish clarity on the status and future of the Teacher Development and Management System (TDMS), and specifically on the role that Coordinating Centre Tutors (CCTs) should have in assuring the improvement of primary education quality. The urgency for this clarification was articulated in the Education Sector Review of 2003, where it was recommended that the evaluation carry out re-examination and re-definition of CCT roles and responsibilities with a view to strengthening their support-supervision function within their areas of operation.

In carrying out this assignment, we noted that the TOR implied three different types of analyses: 1) an evaluation of the cost-effectiveness of CCT’s contribution to improved teaching and learning, 2) the development of a strategy for improving educational quality, and the role that the CCT and other actors – including district school inspectors – would have in that strategy, and 3) operational details for the implementation of that strategy. The Evaluation Team was able to carry out the evaluation of CCT effectiveness, and the costs associated with this, and to formulate a long-term strategy for enhancing primary education quality within plausible sector financing scenarios. We have not attempted to work out the specific operational steps for implementing the proposed strategy: These would follow if there is consensus on the strategy.

We were guided and supported by many persons and agencies. We must first thank the Ministry of Education’s Monitoring & Evaluation Working Group, and particularly Florence Malinga, Commissioner for Education Planning and her Department, for their guidance and support for this work. The Commissioner for Teacher Education, Margaret Ocen, and the members of her Department, especially Margaret Nsereko and Christopher Acar, gave freely of their time and their records, and provided the team with an office within the Ministry of Education. We are most grateful to the Hon. Minister of State for Primary Education, G. Bitamazire, who provided an excellent historical perspective on the policies and s influencing the quality of primary education, and the central questions about the role and contribution of the TDMS/CCT that should guide the evaluation. The Commissioner for Pre- and Primary Education, Sam Onek, gave of his time, and released Martin Mugoya who joined us on field work in the greater Kampala area. Renuka Pillay, Education Policy Institutional Advisor, made valuable suggestions for the field work, provided an administrative assistant to the Team, and made her office available to support our work. Directors and senior staff from NCDC, UNEB, Kyambogo’s Teacher Education Department, and the ESA afforded us extensive interviews and freely provided the team with key documents. We also appreciate the interviews and insights provided by Lawrence Kanyike of the Aga Khan’s EUPEK project, and Steve Harvey of LINK Community Development, both NGOs working with districts and CCTs on improving educational quality.
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<th>Description</th>
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<tbody>
<tr>
<td>AIDS</td>
<td>Acquired Immune Deficiency Syndrome</td>
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<tr>
<td>AKES</td>
<td>Aga Khan Education Service</td>
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<td>CAO</td>
<td>Chief Administrative Officer</td>
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<td>CC</td>
<td>Coordinating Centre</td>
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<td>CCT</td>
<td>Coordinating Centre Tutor</td>
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<tr>
<td>CHANCE</td>
<td>Child-centred alternative non-formal community-based education</td>
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<tr>
<td>COPE</td>
<td>Complementary Opportunities for Primary Education (UNICEF)</td>
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<td>CPD</td>
<td>Continuing Professional Development</td>
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<tr>
<td>DEO</td>
<td>District Education Officer</td>
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<tr>
<td>DEP</td>
<td>Diploma in Education, Primary</td>
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<td>DfID</td>
<td>Department for International Development (UK)</td>
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<td>DIS</td>
<td>District Inspector of Schools</td>
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<tr>
<td>DTE</td>
<td>Diploma in Teacher Education</td>
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<td>EFAG</td>
<td>Education Funding Agency Group</td>
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<td>EMIS</td>
<td>Educational Management Information System</td>
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<td>ECD</td>
<td>Early Childhood Development</td>
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<td>EPD</td>
<td>Early Professional Development</td>
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<td>ESA</td>
<td>Educational Standards Agency</td>
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<td>ESC</td>
<td>Education Service Commission</td>
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<td>ESCC</td>
<td>Education Sector Coordinating Committee</td>
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<td>ESIP</td>
<td>Education Sector Investment</td>
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<td>ESR</td>
<td>Education Sector Review</td>
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<tr>
<td>EUPEK</td>
<td>Enhancement of Universal Primary Education in Kampala, AKES</td>
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<tr>
<td>GoU</td>
<td>Government of Uganda</td>
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<tr>
<td>HIV</td>
<td>Human Immuno-Deficiency Virus</td>
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<td>ITEK</td>
<td>Institute of Teacher Education, Kyambogo</td>
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<tr>
<td>LC</td>
<td>Local Council</td>
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<td>MOES</td>
<td>Ministry of Education and Sports</td>
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<td>NCDC</td>
<td>National Curriculum Development Centre</td>
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<td>PETDP</td>
<td>Primary Education Teacher Development Programme</td>
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<td>PERP</td>
<td>Primary Education Reform</td>
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<td>PIASCY</td>
<td>Presidential Initiative on AIDS Strategy for Communication to Youth</td>
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<td>PTA</td>
<td>Parent/Teacher Association</td>
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<td>PTDMP</td>
<td>Primary Teacher Development and Management Plan</td>
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<td>PTC</td>
<td>Primary Teachers’ College</td>
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<td>SMC</td>
<td>School Management Committee</td>
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<tr>
<td>SNE/ EARS</td>
<td>Special Needs Education</td>
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<td>TDMP</td>
<td>Teacher Development and Management Plan</td>
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<tr>
<td>T &amp; L</td>
<td>Teaching and Learning (methods)</td>
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<tr>
<td>UPHOLD</td>
<td>Uganda for Human and Holistic Development</td>
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<tr>
<td>UNEB</td>
<td>Uganda National Examinations Board</td>
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<td>USAID</td>
<td>United States Agency for International Development</td>
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EXECUTIVE SUMMARY

Context

Uganda’s long-term goal is to provide quality basic education for all its children. The President’s revolutionary UPE policy of January 1997 moved the country rapidly towards the goal of achieving education for all and doubled the number of children arriving at primary schools, greatly increasing the access of girls and the poor to education opportunity.

Yet the quality dimension of Uganda’s goal remains elusive. Pupil/teacher ratios continue to be in excess of 100:1 in the lower grades of many primary schools. The conditions of learning, the availability of adequate texts and learning materials, and the professional capacity of teachers remain inadequate. The consequences of this are that the great majority of Uganda’s children are not gaining the knowledge and skills for which schooling is provided and financed. Results of the 1999 National Assessment of Progress in Education (NAPE) study indicated that only 14% of P6 pupils performed above minimum standards in English literacy. This assessment was echoed in the National Inspection of 2002, which concluded that there was little evidence on the ground to confirm that the quality of education had improved with respect to numeracy, literacy and acquisition of essential life skills.

This noted, Uganda during the 1990s made impressive progress putting in place the policies and structures that could enhance education quality. One of the key reforms was the development of the Teacher Development and Management System (TDMS). A recent evaluation (MOES, 2000) of TDMS notes that teacher education in Uganda today provides both pre-service and in-service training through 539 primary school centres and tutors radiating from 23 Primary Teacher Colleges serving all schools in the country. The report noted that The TDMS provides the only avenue for reaching teachers, schools and communities on-site with a decentralized network of in-service teacher education, professional guidance and school-level support. Nonetheless, with the expansion of TDMS nationwide, it is evident that over the past three years both the TDMS and the PTCs are inadequately staffed and financed, with the result that their contribution to improving quality has clearly declined.

Research worldwide has demonstrated that, in addition to continuous professional teacher training and guidance, the establishment of clear standards of pupil learning, teacher and school performance are necessary elements for improving education quality. Uganda’s Inspectorate has been under-resourced over the past decade, and the new Education Standards Agency has been established in recognition of the need to establish minimum quality standards, performance indicators and instruments.

It is apparent that with the shortage of institutional and financing resources to adequately provide for quality basic education, a tension has developed between the Department of Teacher Development and Education Standards Agency over their approach towards improving education quality, and over budget allocations and resources. Our discussion
with key stakeholders, and the experience within Districts where the education system requires standards and accountability for learning, coupled with the professional training and support for teachers and schools needed to meet those standards. Both are necessary. They need to be balanced and well coordinated to assure the synergy that brings added value to each function. Both need the support of government and financing agencies.

There have been numerous studies and analyses of Uganda’s TDMS, and of the overall Primary Education Reform Programme. Each of these studies makes a particular contribution to our understanding of the policy context, the development, and the effectiveness of the TDMS. There is a high level of consistency in the existing studies, which can be summarized as follows:

1) Overall education quality – as reflected by school organization, management and infrastructure; by teachers and pupils time in school and in lessons – has greatly improved in Uganda’s primary schools over the past ten years. But the system remains under-resourced, particularly at lower primary grades, and cannot assure effective learning for the majority of pupils.

2) The TDMS system and the Coordinating Centre Tutors are playing a key role, in developing education system quality. They provide the essential linkage between national policy intents and implementation within the schools and classrooms through regular monthly visits to schools to work with head teachers and teachers.

3) While CCTs contribute to the quality of teaching and school management by providing in-service, management, and professional development training, and through regular school visits, little attention has been paid to assessing learning. There is no systematic evidence at the school or district level that can link the activities of CCTs, or other system inputs, to pupil learning outcomes.

4) The scope of work and number of tasks for CCTs has progressively expanded, while the real level of material and technical support for their work has declined. Their continuing effectiveness is conditional on a refocus of their role, a remapping of the CCT zones, and providing required staffing, material and technical support to the TDMS system, and particularly to the PTCs.

The Purpose and Methodology for the Evaluation

The fundamental task for the evaluation was to re-examine this evidence in the field, with key local and national stakeholders, and to plot a way forward consistent with national policies and intents, existing institutions and capacities, and reflecting both domestic international research and experience. That is the purpose of this report.

This Evaluation explores three broad questions:

• What is the effectiveness of the CCTs in raising education quality?
• What factors influence their effectiveness?

• What steps should be taken to assure that the TDMS/CCT system, within the current context, is a cost-effective means of raising education quality?

The Evaluation Team organized interviews with key national level stakeholders; examined reports, studies and research; conducted extensive field visits to observe and interview those in classrooms, schools, CCTs, PTCs, District Offices; and organized four regional workshops and one national workshop to explore findings with key stakeholders. These activities were guided by our Terms of Reference and an evaluation designed to:

1) Analyze the role of the CCT within the conceptual framework of school effectiveness. This required that we seek evidence that links inputs, processes and learning outcomes within the classroom and the school, based on the conviction that the school and classroom are the keys to improving educational quality.

2) Examine education quality and enhanced pupil learning as an outcome of an organizational learning process. We sought to identify trends in performance, and to analyze ‘good practices’ that are achieving results.

3) Identify those districts and counties where there is a strong level of effective collaboration between the key stakeholders: District Education Office, Inspectors, CCTs, Head teachers and local leadership, including LC and SMCs. In particular, we sought to find areas where there was a synergy between management actions which build capacity through training and organizational learning, and those which compel accountability to standards;

4) Develop a cost-effective strategy to achieve quality teaching and learning within the context of national policy intents and an Education Strategic Investment Plan.

5) Propose steps to move forward within this strategy, addressing immediate problems and opportunities.

Our key findings and recommendations are:

• The MOES needs to reaffirm legitimacy of the TDMS, and the policies and the for the CCTs, acknowledging their weaknesses and constraints, but recognizing that they provide a key mechanism for improving quality through training and development within the schools

• We have provided a mapping of the relationships between the CCT, the District Education Office and the Inspectorate that grows out of effective current practice and experience. We recommend a programme of induction and orientation for all DEOs, inspectors and CCTs, as well as District Education Secretaries and local education leaders on the principles and guidelines for the work of CCTs and Inspectors.
• The current work load, the size of circuits, and the level of support for CCTs is undermining their effectiveness. Circuits should have a maximum size of 25 schools, with a national average of 20 schools per circuit. Further, circuits should as far as possible be congruent with sub-counties, and generally not include more than two sub-counties. Likewise, a remapping of Core PTCs and Districts should aim to reduce the number of Districts served by a college, and this should not exceed three Districts.

• It is a priority to staff and equip the Core PTCs so that they can perform their role in pre and in-service training, and provide professional support to the outreach activities of the CCTs. This involves both material support, such as adjusting the fuel allowance in line with increased petrol prices, assuring that staffing of the PTCs and Coordinating Centres is up to the establishment, and professional support, to improve the quality training and guidance to focus on enhancing pupil learning.

• We advocate the development of a School-based Development model for improving educational quality. The School Development model establishes learning milestones for each grade and core subject, and engages the school in establishing plans for improving learning outcomes, and assessing results. ESA has articulated this approach, and should be instrumental in further defining the Learning Cycle approach to educational quality. The CCTs’ role in this process is to be a change agent working with the schools, while providing continuous professional training;

• We have proposed a strategy for moving towards quality basic Education for All by 2015 which includes an expanded and improved teaching force, with a focus on managing improvements through a whole school development approach to improve T&L. This includes an expansion of pre- and in-service teacher training to ultimately reach a 40:1 pupil teacher ratio; the introduction of a differentiated teaching force within schools, with Senior and Principal Teachers. Our analysis of the financing requirements for these changes is consistent with macro-economic considerations, showing that the primary pupil annual recurrent unit expenditure should rise from its current level of 38,000/= to approximately 54,000/= by 2015 (which is actually below the unit costs of well-endowed government-aided schools today). If we are to achieve quality basic education for all, this is the level of financing required.
Section 1: Purpose & Methodology for the Evaluation

The Terms of Reference for this evaluation clearly articulate the policy context for the Primary Education Reform Programme and for TDMS, describe the current challenges and issues facing the primary education system and the purpose of this evaluation. This is provided in Annex 1.

1.1. Why Another Study of TDMS?

Uganda’s long-term goal is to provide quality basic education for all its children. The President’s revolutionary UPE policy of January 1997 moved the country rapidly towards the goal of achieving education for all and doubled the number of children arriving at primary schools, greatly increasing the access of girls and the poor to education opportunity.

Yet the quality dimension of Uganda’s goal remains elusive. Pupil/teacher ratios continue to be in excess of 100:1 in the lower grades of many primary schools (see top picture on page 7). The conditions of learning, the availability of adequate texts and learning materials, and the professional capacity of teachers remain inadequate. The consequences of this are that the great majority of Uganda’s children are not gaining the knowledge and skills for which schooling is provided and financed. Results of the 1999 National Assessment of Progress in Education (NAPE) study indicated that only 14% of P6 pupils performed above minimum standards in English literacy. This assessment was echoed in the National Inspection Programme of 2002, which concluded that there was little evidence on the ground to confirm that the quality of education had improved with respect to numeracy, literacy and acquisition of essential life skills.

This noted, Uganda during the 1990s made impressive progress putting in place the policies and structures that could enhance education quality. One of the key reforms was the development of the Teacher Development and Management System. A recent evaluation (MOES, 2000) of TDMS notes that teacher education in Uganda today provides both pre-service and in-service training through 539 primary school centres and tutors radiating from 23 Primary Teacher Colleges serving all schools in the country. The report noted that The TDMS provides the only avenue for reaching teachers, schools and communities on-site with a decentralized network of in-service teacher education, professional guidance and school-level support. Nonetheless, with the expansion of TDMS nationwide, it is evident that over the past three years both the TDMS and the PTCs have been inadequately staffed and financed, with the result that their contribution to improving quality has clearly declined.

Research worldwide has demonstrated that, in addition to continuous professional teacher training and guidance, the establishment of clear standards of pupil learning, teacher and school performance are necessary elements for improving education quality. Uganda’s Inspectorate has been under-resourced over the past decade, and the new Education
Standards Agency has been established in recognition of the need to establish minimum quality standards, performance indicators and instruments.

It is apparent that with the shortage of institutional and financing resources to adequately provide for quality basic education, a tension has developed between the Department of Teacher Development and the Education Standards Agency over their approach towards improving education quality, and over budget allocations and resources. Our discussion with key stakeholders, and the experience within Districts where the programme is particularly strong, indicates a consensus that:

\begin{quote}
The education system requires standards and accountability for learning, coupled with the professional training and support for teachers and schools needed to meet those standards. Both are necessary. They need to be balanced and well coordinated to assure the synergy that brings added value to each function. Both need the support of government and financing agencies.
\end{quote}

It is within this context that this evaluation has been commissioned. We are acutely aware that this is one of a series of recent reviews and evaluations of TDMS and PERP. Key recent studies and analyses of the programme include:


Each of these studies makes a particular contribution to our understanding of the policy context, the development, and the effectiveness of the TDMS programme. They are remarkably consistent in their findings and recommendations. Nonetheless, there is need to examine the evidence anew and to propose a way forward consistent with national policies and intents, existing institutions and capacities, reflecting both domestic international research and experience. That is the purpose of this report.

1.2. **Methodology: Key Questions and Approach**

This evaluation was tasked with exploring three broad questions:
What is the effectiveness of the CCTs in raising education quality?

What factors influence their effectiveness?

What steps should be taken to assure that the TDMS/CCT system, within the current context, is a cost-effective means of raising education quality?

Our approach to this task takes into account the considerable number of existing studies and reviews that have examined the TDMS system and the conditions within Uganda’s primary education system. There is a high level of consistency in the existing studies, which can be summarized as follows:

1) Overall education quality, as reflected by school organization, management and infrastructure, and by teachers and pupils time in school and in lessons, has greatly improved in Uganda’s primary schools over the past ten years. But the system remains under-resourced, particularly at lower primary grades, and cannot assure effective learning for the majority of pupils.

2) The TDMS system and the Coordinating Centre Tutors are playing a key role, in developing education system quality (see bottom picture on page 7). CCTs provide the essential linkage between national policy intents and implementation within the schools and classrooms through regular monthly visits to schools where they work with head teachers and teachers to improve teaching and learning.

3) While CCTs contribute to the quality of teaching and school management by providing in-service, management, and professional development training, and through regular school visits, little attention has been paid to assessing learning. There is no systematic evidence at the school or district level that can link the activities of CCTs, or other system inputs, to pupil learning outcomes.

4) The scope of work and number of tasks for CCTs has progressively expanded, while the real level of material and technical support for their work has declined. Their continuing effectiveness is conditional on a refocus of their role, a remapping of the CCT zones, and providing the required staffing, material and technical support to the TDMS system, and particularly to the PTCs.

The fundamental challenge for this evaluation is to re-examine this evidence in the field, with key local and national stakeholders, and to plot a way forward cognizant of the institutional and resource constraints defined by the Education Sector Investment Programme and the Medium Term Budget Framework.

The premises that guided our activities on this task were that we should:

1) Analyze the role of the CCT within the conceptual framework of school effectiveness (see Fig. 1.1). This requires that we seek evidence that links inputs,
processes and learning outcomes at the classroom and the school. This approach is based on research that the school is the key unit to focus the process of improving educational quality, supported by the CCT, district, and national institutions (see Heneveld, 1995, Carasco 1997).

2) Examine education quality and enhanced pupil learning as an outcome of an organizational learning process, what the Education Standards Agency calls the ‘Quality Cycle’ (See Figure 1.2). Quality is seen as a process, not simply a static condition. Thus we seek to identify trends in performance, and to analyze ‘good practices’ that are achieving results.

3) Identify those districts and counties where there is a strong level of effective collaboration between the key stakeholders: District Education Office, inspectors, CCTs, head teachers and local leadership, including LC and SMCs. In particular, we sought to find areas where there was a synergy between management actions which build capacity through training and organizational learning, and those which compel accountability to standards;

4) Develop a cost-effective strategy to achieve quality teaching and learning within the context of national policy intents and an Education Strategic Investment Plan.

5) Propose steps to move forward within this strategy, addressing immediate problems and opportunities.

FIGURE 1.1.
From Heneveld (1995, Carasco, 1997)

MODEL OF SCHOOL EFFECTIVENESS
1.3. Programme of Activities
*See Annex 3 for the programme details and list of persons consulted*

The evaluation began with a review of the TOR through interviews with the MOES Monitoring and Evaluation Group, the Department of Teacher Education, the Hon. Minister of State for Primary Education, and with sponsoring Agencies. We identified and reviewed documents on current education sector policies and programmes (particularly the ESIP, ESR and analytic reports such as the National Inspection Programme), analyses and studies of the Primary Education Reform Programme and TDMS (e.g. The MoES 2000 Evaluation of TDMS, the PETDP Completion Report, the Evaluation of Irish AID support to PERP) and documentation on key issues and initiatives (such as the establishment of ESA, the new curriculum and teachers’ guides, the ESC proposed Teachers’ Scheme of Service, the Teacher Education Development Plan, and the Country Plan for the Fast Track Initiative). We conducted a round of interviews with policy leaders and agencies including The Commissioner for Pre and
Primary Education, the Director ESA, staff at NCDC, UNEB, Kyambogo University (Teacher Education) and Makerere’s Faculty of Education. We also interviewed Education staff at USAID, Irish Aid, Netherlands, the World Bank, UNICEF, the Aga Khan EUPEK Project Director and staff, and LINK Community Development Project.

Field Work
Our approach to field work was to identify those districts and areas where there was evidence of collaborative and effective relationships between the Districts, the inspectors, the CCTs and the PTC. We developed a schedule of visits to schools and classrooms, to Coordinating Centres, to District Education Offices, and to PTCs. We conducted site visits and interviews in Kampala, (Central, Rubaga and Makende divisions), Kayunga Mukono, Wakiso, Luwero, Nakasangola, Masindi, Hoima, Bushenyi, Mbarara, Iganga Pallisa and Tororo Districts, and at Shimoni, Kibuli, Kamurasi (non-Core PTC), Bulera, Bushenyi, Bishop Stuart, Nakaseke, Bishop Willis and Mukuju PTCs. We sought to reach centres and schools in a variety of contexts and locations, including more remote areas of Nakasangola, Masindi and Tororo. The use of a digital camera and a video much enhanced this work, providing a record of 220 pictures, and the video captured a variety of classroom conditions and teaching styles.

Regional and National Workshops
As a means of exploring the roles and relationships between key players, we organized four regional one-day workshops (in Hoima, Mbarara, Kampala and Tororo) which involved head teachers, CCTs, inspectors and district education officers, local council members and PTC principals and Outreach staff. In these workshops we organized exercises to elicit from participants experiences and beliefs about how their roles and relationships contributed to, and constrained, improvements in education quality focused on teaching and learning.

We convened a workshop at the national level to share these findings, to explore the implications of these findings on the role and performance of the CCTs, and to receive input on strategic options. This report should be understood as a contribution to an ongoing process of analysis and decisions leading to the improvement in teaching and learning in Uganda’s primary schools.
Crowded classroom in Katulikire PS, Masindi District

P1 pupils using counting sticks for Math in Buitaleya PS, Tororo
Section 2: Findings: Performance of the CCTs

“The most important role and responsibility of the CCT is to become the change agent in his/her cluster of schools with a focus on improved pupil learning.”
from Terms of Reference for CCT Evaluation

The work of CCTs has been evaluated at some length in previous surveys and studies (MOES, 2000; PETDP Report 2002, NIP 2002, Irish Aid 2002) and, as noted above, there is a high level of consistency in these findings. In this section of the report we add to this body of evidence, with the intent to examine the contributions of the CCT within a systems context, and the linkages between what is actually happening in the classroom, and the work, the capacities, and the resources brought by the CCT. We further examine how the various actors and agencies relate to one another in providing this support, and pay attention both to areas of strength and weakness. This analysis describes what we found in the schools and institutions, and serves as a prelude to Section 3 where we present a long-term vision and outline a cost-effective strategy for attaining more positive teaching and learning outcomes.

Any analysis of current conditions in Uganda’s primary schools must take into account the history of the past twenty years, and the considerable improvement in access and quality that is now evident. As amply documented in the 1989 Commission Report and the subsequent White Paper, from the mid-1970s to 1990 Uganda’s education system deteriorated. The impact of the PERP began to be felt with some improvements in education infrastructure, teacher training and management by 1996, but with the doubling of enrolments in lower primary grades after UPE, the quality of schooling dropped markedly. Our visits to schools on this evaluation confirmed that the trajectory of improvement since 1998, however daunting in the face of constrained resources, is quite remarkable. At the great majority of schools we visited (without prior notice), we witnessed teachers and pupils on schedule, engaged in classroom teaching and learning. This contrasts markedly with the lax time management observed in the mid 1990s in the analysis of school effectiveness by Carasco (1996) and Munene (1997). In those studies there was a high level of tardiness, absenteeism, and failure to abide by a timetable. However, we also note that in the National Inspection Programme, a far more thorough survey (of 1349 primary schools) indicated a more negative assessment. Nonetheless, we believe that the evidence is clear that the direction of improvement in school conditions, and in teaching and learning, is positive.

In what follows, we describe our findings, and within each section we point to approaches that we believe would move the process of quality improvement forward.

1 Munene’s in-depth analysis of 36 schools in 9 districts revealed that only 47.5% of the schools regularly followed the daily schedule.
2.1. The Classroom and Pupils’ Learning

Teachers now write lesson plans and schemes, use instructional aids, and have developed basic teaching skills. CCTs have been effective change agents in bringing this about. However, rote methods still dominate in the classroom. Observations of CCTs highlight the gap in their knowledge and skills in the use of practices other than rote, and thus, their capacity to improve teaching and learning is limited.

CCTs’ achievements in relation to improving teaching and learning as highlighted by interviews with all stakeholders and observations include:

- Most teachers write lesson plans
- Most teachers write schemes of work
- Most classrooms have displays of instructional aids

The improvements in these areas highlight the capacity of the TDMS system and the CCTs to bring about and support the implementation of change in schools and classrooms. Lesson observations indicate teachers’ effective use of basic teaching skills e.g. confident and strong classroom presence, classroom movement, effective use of voice, enthusiasm, chalkboard writing skills, marking books, etc.. Observations of CCTs’ school visits indicate that they play a key role in this. Clearly, CCTs can affect change in teachers’ performance. This is a laudable achievement, particularly in light of the gloomy picture provided by most international research, which presents numerous
cases of unsuccessful programmes to effect teacher change (Dyer, 1999, O’Sullivan 2002). The TDMS, and particularly the role of the CCT, is exceptional in reaching and changing school and classroom practice.

However, these areas, although necessary to effective teaching and learning (T&L), are more technical and input oriented than related to the processes supporting improved pupil learning- outcomes. Lesson observations indicate CCT input has generally not led to significant changes in the T&L methods teachers are using that enhance the actual learning achievements of pupils. This was an area of weakness highlighted by participants in the Central Region’s stakeholder workshop held at Shimoni PTC on July 9.

The good news, as highlighted above, is that with the CCTs’ support, most teachers observed are now at the threshold – they have the foundation necessary to take on board new techniques and methods, feasible within the realities of their classrooms, which will lead to considerable improvements in the quality of T&L. Also, the expertise and knowledge of various effective T&L practices is available in Uganda, as reflected by the rich suggestions provided within the new curriculum implementation training modules. Classroom observations highlighted the following T&L processes as likely to bring about significant improvements. We saw the best teachers:

- Linking teaching and learning methods to instructional objectives
- Writing schemes of work and lesson plans, which include methods other than rote
- Asking higher order questions, requiring children to reflect and think
- Using textbooks and instructional materials more extensively
- Using instructional aids, rather than just displaying them on the classroom walls
- Modifying lessons when children did not understand
- Using writing activities, other than copying
- Regularly marking pupils’ exercise books
- Regularly assessing pupils’ learning

The challenge now is to support the CCTs in developing their capacity as effective change agents to bringing about improvements in the actual processes of T&L in the classrooms. In Annex 4 a schema for addressing these improvements is presented. This support will need to involve training and practice in a variety of T&L activities and techniques frequently described but seldom observed: e.g. the discovery approach, child-centred, and exploratory methods. The evaluation team observed that the CCT regular school visit is the key to bringing about improvements in T&L.

2.2. The School and Community

The school is the primary focus of the work of the CCT. The field visits established that the CCTs try to visit schools within their circuits twice a month on a regular basis. During these visits they strive to monitor both classroom work and the general running of the school. The CCTs’ achievements in relation to school organisation includes:
• Virtually all schools have well articulated school missions, objectives and mottos.
• Head teachers develop annual and term work plans for improving school quality. These are displayed on the head teacher’s office walls, called ‘Talking Walls’.
• There are well set routines in each school through the time tables and other school activities. Time table management and curriculum understanding has improved.
• Head teachers are able to identify problems in their schools and seek solutions with in their own parameters.
• There is evidence that textbooks and instructional materials are available and utilized (although we found classes where teachers are not regularly utilizing texts).
• Most schools have neat, well kept and “talking” compounds (see picture below) that provide opportunities for children to learn informally.
• Gender sensitization: schools have boys’ and girls’ toilet facilities
• Some schools have set up several committees that meet regularly. Each of these committees have working files showing the actions made in their respective areas e.g.; discipline.

![Talking Wall](image)

‘Talking Wall’ in H/T office: St Kizito Sakabusola PS, Luweero District

These achievements reflect the capacity of the TDMS system and CCTs to institute necessary practices in the schools that can support the implementation of change and ultimately the quality of education. Interviews with the head teachers reveal that generally CCTs are considered to provide sound professional advice on school plans and support for the implementation of actions agreed upon. However, it is also noted that it is not sufficient to simply write out good objectives, mottos, missions and good work plans. It is necessary to actually implement these if there is to be an impact on the quality of education. In the words of one education officer; “the CCTs are doing a good job, but
there is need now to see that these good objectives and plans are “lifted off” the wall into actual implementation.”

These positive developments in the schools have established a strong foundation for good school management and organisation. The leap needed now is to enable the CCTs, as an advisory support system, to focus on guiding the school administration to develop regular school plans that respond to the following guiding questions on school effectiveness:

- What are the school objectives for improving T&L?
- What specific set of activities will contribute to the school objectives?
- What time will be allotted each activity?
- Who, within the school, should be responsible for each activity?
- Where will the activities take place?
- What resources are required by the activity?
- What are the relationships between these activities, and how do they contribute to the improvement of the quality of T&L?
- What evidence will you use to monitor & evaluate the progress of each activity?

The answers to these questions will lead to improved school planning and operations, and this will provide an explicit way to monitor school progress towards improved T&L.

**Head Teacher Training**

All of the head teachers we interviewed have participated in the management training in-service course. However, due to lack of funds, there were some headteachers who had not completed the course and are waiting for it to start up again. Further, we heard from some headteachers who had completed the course that they have not received certification from Kyambogo. There is evidence that they apply the knowledge and skill learnt through this course. They are increasingly becoming aware of their roles as head teachers. However, we also noted that the five modules TDMS had designed and produced for head teacher management training are now no longer available. These materials, as well as the modules for the in-service teacher training programme, provide a critical base for the nature and quality of the training, and need to be reproduced as a priority.

As a result of the CCTs efforts the head teachers in some clusters (sub-county level) now work together in joint supervision across schools and joint communication to parent during school open days. These joint activities are observed by parents, who value the schools in their locality when the head teachers are seen to work in collaboration with each other. This in itself is an achievement which, if further developed, can create a strong cadre of supervisory support within school zones.

**Continuous Professional Development**

Observations and interviews on the continuous professional development workshops organized for the circuit revealed the weakness of this modality as it is generally organized. Although it is the intent of CPD that the topics and issues for the workshops
grow out of the specific challenges teachers and headteachers identify, this does not appear to generally happen. Some teachers noted:

“The head teacher just tells us to go for workshops at the CC. I think the CCT chooses the topics for the workshop when she moves in the schools and also provides topics from MoES. We are not asked to give our areas of difficulty when we go for CPDs.”

In a number of circuits, CCTs have begun to organize CPD workshops within specific schools, so that the school staff work together on activities and topics they select. This appears to be appreciated and useful, although it does require more time on site than most CCTs can manage.

What is evident is that teachers need to be able to relate knowledge from the CPDs to their own contexts and their understanding of the problems and challenges they face. Head teachers and teachers will then readily see the relevance of the CPDs, and will take ownership of implementing the new ideas obtained. This should be a deliberate effort for CCTs to develop this capacity at school level.

Community Mobilisation

The role of parents and communities in school improvement activities can hardly be overemphasized. Data collected suggests that all stakeholders interviewed perceived increased awareness among parents and community members of their role and contribution to the learning of their children and school programmes. This is highlighted by stakeholders as an important indicator of CCTs effectiveness:

“[The CCT] has helped in community mobilisation- training communities and has been very successful in getting communities to participate in schools.”

“Because the CCTs have always talked to our parents they have had a positive change among parents who have helped reduce absenteeism of pupil especially during harvest season – previously schools would almost close during this season.”

Community mobilisation and training play a critically important role in sustaining an education reform. Whatever else is involved – improving teaching, developing sensible curriculum, creating new forms of governance, providing more authentic assessment, increasing professionalism - it must rest on a foundation of support from the community.

The range and variety of roles that local leaders and communities play in supporting primary schools, and the complex relationships within political, religious and other social groupings, places heavy demands on the CCT, who must establish good relationships localn leaders to be effective. A critical problem is the mapping of CCT clusters across

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2 Stakeholders who highlighted this included Headteachers, DEOs, DISs teachers PTC Staff
3 Sergiovanni, 1994:
sub-counties. CCTs who have multiple sub-counties to serve must establish relationships across a number of political and community jurisdictions.

Local leaders and Local Council (LC) members emphasized that they are very willing to support developmental programmes whether by government or NGOs. However, they stressed that they should be involved from the beginning, they should have adequate information on what is planned, and then they can play their role of mobilising parents and other stakeholders at local levels.

If the CCT were to more fully engage in community mobilisation then insufficient time would be available for providing professional support at the school and classroom level. The question is how the initiatives for community mobilisation and training can be shared between SMCs, local leaders, and head teachers, with the CCT being a resource, but not the prime mover.

2.3. The Workload and Support for the CCT

As a national average each CCT services 26 schools. However, actual numbers indicated there are some CCTs in urban environments with over 60 schools while others serving remote rural areas have fewer than 15. CCTs describe their main functions as supporting licensed teachers on the in-service course; working with and providing management training to head teachers; conducting regular continuous professional development workshops; visiting schools to observe and conference with teachers; and community mobilization to support the primary school programme.

CCTs have different modes of working with schools and teachers. Some sample teachers at lower, middle and upper primary classes and then have a general conference with all teachers while others work with teachers on a one to one basis.
CCTs assess their effectiveness by seeing how teachers, heads, and communities respond to their training and visits. The criteria they use includes:

- Teachers are developing and using schemes of work and lesson plans
- Teachers are developing and using teaching aids and materials in the classroom
- Teachers use a variety of classroom methods, including activity grouping
- Head teachers develop and post school objectives, schedules, duties, income and expenditure, and school plans.
- The community takes an interest in the school. There are regular SMC meetings, parents organize for children’s’ mid-day meals, the community contributes to school facilities and activities (e.g. The compound, repairs to facilities, assistance with the school garden).

All schools we visited have developed “talking offices” which at a glance provide basic information including class enrolments, PLE performance, teachers by qualification and sex, committees, etc. CCTs have also worked with head teachers to develop various instruments used for data collection and reporting within the school.

CCT monthly reports are developed and compiled into a quarterly report, which is forwarded to their Core PTC. In most cases, these reports are shared with the DEO and school inspectors. All CCTs reported being overwhelmed with activities that are “dumped” on their desk by other stakeholders. These activities range from implementing initiatives from MOES such as introducing the Early Childhood Development materials from NCDC, providing the MoES and/or the DEO with updated information on school enrolments, to becoming partners in district or national projects such as PIASCY. Each of these, in itself, may be a valuable activity. The danger is that they can overwhelm and immobilize the effectiveness of the CCT as a school-based change agent. The fundamental issue on the role and effectiveness of the CCT has to do with the fact that their work load has grown while their actual material and technical support has declined. CCTs, as valued agents who can reach all schools, are increasingly given more special assignments, and now cover more schools within their circuits – particularly in urban areas where there is a rapid growth of private schools. This issue is summarized here:

<table>
<thead>
<tr>
<th>CCT WORKLOAD AND SUPPORT</th>
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</thead>
<tbody>
<tr>
<td>WAYS WORKLOAD HAS INCREASED</td>
</tr>
<tr>
<td>CCT average # of schools exceeds 25, with many over 30. Original intent was to have CCT cover 15 to 20 schools</td>
</tr>
</tbody>
</table>
| There are a great number of private schools that have grown up in urban areas, many not registered. CCTs are expected to provide support for these schools.  

4 In one typical example, in Wampeewo CC, Wakiso District, the CCT has 30 government schools and 62 private schools. | The motorbikes provided some years ago are aging, they have lower fuel efficiency and higher levels of maintenance and repair required |
| The modules for head teacher management training, and the modules for in-service teacher training, are not available – this requires that all material now be copied from the CCT materials by trainees. | Under SUPER CCTs received materials for teaching aids, and for producing training materials, notices. They now must purchase materials with their allowance. |
CCT WORKLOAD AND SUPPORT

Initially, CCTs had secretarial support for the CC, to assist with typing and copying materials. They must now do this on their own, although some do not have typing skills.

Activities directed from MOES departments (NCDC, Planning, UNEB, ESA) are carried out by CCTs, as well as national and district initiatives.

CCTs are increasingly required to participate in the planning and activities of the District Education Office and School Inspectors – including monthly meetings, joint supervision, information gathering.

Typewriters and cyclostyle equipment in a great many Centres is not working, and needs repair.

PTCs no longer have Heads of Department for Outreach support to CCTs, with the consequence that CCTs are not as well or frequently visited, supervised and guided.

An analysis of the functions and workload of the CCT reveals that, with more than 25 schools in a circuit, and with present expectations and resources, they are not able to effectively fulfil their responsibilities. This is illustrated in the following, typical, scenario:

PROFILE OF A CCT’s MONTH

The CCT is serving a peri-urban circuit with 25 government-aided schools and 10 private schools. The target is to visit each school at least twice per month.

<table>
<thead>
<tr>
<th>Activity Description</th>
<th>Days Available</th>
</tr>
</thead>
<tbody>
<tr>
<td>The CCT is required to meet with the sub-county LC education committee to explain the progress of the schools in this area and to identify ways the committee can help to mobilize community support. There are 2 sub-counties, ½ day needed for each.</td>
<td>1 day sub-country meetings</td>
</tr>
<tr>
<td>There will be a joint inspection of 4 schools with the county school inspector and two other CCTs over a 2 day period this month.</td>
<td>2 days joint inspection</td>
</tr>
<tr>
<td>Two days for planning, preparing training materials and reporting</td>
<td>2 days planning, reporting</td>
</tr>
<tr>
<td>For ordinary visits – which include meeting with the head teacher, observing some classes, holding a meeting with teachers, and – in some cases – meeting the SMC and/or PTC, the CCT can only see two schools per day.</td>
<td>Balance = 9 days</td>
</tr>
<tr>
<td>In 9 days, only 18 of the 35 schools will receive one ½ day visit from the CCT. 15 schools will not be visited this month</td>
<td></td>
</tr>
</tbody>
</table>

This is far less than half of the target for school visits
This analysis, which we found was typical for the great majority of CCTs, indicates that it simply is not possible for the CCTs to adequately perform the many duties expected of them. Our observation is that what tends to be neglected is the school-based work, which is where they make the greatest contribution to school effectiveness.

CCTs who serve over 30 schools generally are not able to make a professional visit to all of the schools in their circuits each month, and are therefore not able to make much of a contribution to the quality of management, teaching or learning.
2.4. The District and Inspectorate

Role of the CCT within the District

DEOs and District school inspectors have come to see CCTs as essential partners, who provide them with information about what is happening in the schools, and who identify needs and problems with teachers, facilities, and school operations. Inspectors, who have on average over 75 primary schools as well as post-primary institutions to review, do not have the time or resources to regularly visit all schools, and depend on information from the CCTs to plan and focus their work. CCTs are increasingly planning work with inspectors, and in some cases conduct joint school visits with inspectors.

In a number of Districts, we interviewed DEOs and inspectors who noted problems with CCTs, including the neglect of duties and pursuit of business interests, an unhealthy relationship with local leadership and head teachers, and conflicts with SMCs and head teachers over a confusion of roles and clashes of opinion.

Under the leadership of the DEO, often in consultation with the PTC, these cases are generally resolved by establishing a closer working relationship between CCTs and the DEO. In some cases we noted that PTCs had replaced a CCT who was not functioning effectively. It was also noted that in one case the inappropriate behaviour and attitude of CCTs became a political issue, in that the District Council wanted to have the CCT removed, and could not do this directly since the CCT worked under the PTC. This
generated a good deal of heat, and although eventually sorted out, explains why there are some with strong negative views about the role and status of CCTs within Districts.

All Districts that the evaluation team visited now have regular (monthly or twice per term) review and planning meetings under the chairmanship of the DEO, which include CCTs, inspectors, the District Council Education Secretary and representatives of the head teachers’ association. These meetings review critical needs and critical problems, and review and coordinate work plans for CCTs and inspectors. In a number of districts CCTs and county school inspectors develop joint plans, including team visits to selected schools.

**Work Load and Functions of the Inspectors**

District inspectors typically have more than 75 primary schools, plus secondary, vocational and PTCs within their counties/zones. In addition, inspectors have responsibilities for supporting and organizing other functions such as sports, co-curricular activities, liaison with LCs and other district and community leaders. Inspectors have approximately 125,000/= for their transport and travel expenses per month.

Inspectors, reporting to the DEO and District CAO, while having overall responsibility for monitoring education quality, have the critical and specific role of ensuring compliance with basic standards of work in schools such as staff attendance and punctuality, the management of resources, maintenance of records, and moral conduct. They confirm submissions of enrolment for assessing UPE capitation grants. CCTs do not have such authority. All key actors in the Districts concur that CCTs should not have such authority (see sections 3.4, 3.5 for further discussion of this issue).

The inspectors, when they do visit a school, check on schemes of work and lesson plans, and observe some classes. But most teachers don’t see an inspector more than once a year – and often less than this. This level of supervision is clearly insufficient to effect quality improvements in teaching and learning. However, provided information on persistent problems noted by the CCT, problems that the CCT is unable to resolve through guidance and training, the inspector is able to initiate administrative action when that is necessary.

**District Council Support**

District Councils have very small and irregular budgets arising from local revenues. DEOs depend for their budgets, in the poorer Districts, on the Poverty Alleviation Fund allocation for education services. The occasional delays and uncertainties on the District Education budget makes coherent planning difficult, since funds allocated in the budget to carry out planned visits to schools and other activities do not always materialize. Thus it is sometimes the case that the DEO turns to the CCTs as a source of information or a channel of communication to the schools.
Monitoring and Evaluation of T&L

None of the districts the evaluation team visited had any systematic means for assessing pupils’ learning. The inspectors’ occasional observation of classrooms and pupils’ exercise books hardly suffices as means of knowing what pupils are learning, or how the various inputs and classroom methods may be contributing to that learning. At the national level the introduction of the NAPE has provided important information about overall levels of pupil performance, and UNEB has advocated the introduction of a system of continuous assessment. Given that the core objective of the Primary Education Reform Programme is to improve teaching and learning, it is necessary to begin developing the tools and the means to monitor what pupils are learning, and to use that information to direct practice, programme support and policy. The development of such a system is a central technical challenge for ESA, in collaboration with UNEB, and other institutions.

Professional Support for DEO and Inspectors

Decentralization created a gap between the MOES and education officers in the field. DEOs and inspectors express the need for a professional support system, an association perhaps, that can keep them informed about current education developments, research and thinking, and that offers some form of continuing professional training and guidance. This is an important element in any overall sector strategy for improving the quality and performance of schools.

2.5. The Core Primary Teacher Colleges

PTCs have as their first objective to provide professional training for primary school teachers, and to contribute to quality T&L. Their functions include pre- and in-service training, organizing continuous professional development courses, working with communities and SMCs to improve school governance and community support, and conducting regular performance appraisals of CCTs.

Nationally there has been a major improvement in the number and quality of primary teachers, so that today over 75% of all teachers are at Grade III or above. Nonetheless there are still some 18,000 licensed teachers in government-aided schools, and a high overall pupil:teacher ratio of 54:1. Currently Colleges enrol approximately 18,000 in pre-service, and 8,000 teachers in in-service training.

There has been a history of poor performance on the Grade III examination for both pre-and in-service students, with up to 40% failure rate. This is largely due to weak entry level qualifications, and no system of remediation within the training programme. The evidence shows an increasingly high standard for admissions (with a current requirement of 6 COSC passes, including English and Maths), and a recent decline in these high failure rates. At Bushenyi PTC, for example, more than 80% of all candidates passed in 2002, and this rate is expected to rise higher this year. There is no shortage of qualified candidates for admission to PTCs, so the prognosis for high pass rates is positive.
Currently, there is gross understaffing in the PTCs, especially for the pre-service programme. Of a total pre-service establishment of 957 posts, there are only 253 tutors substantively appointed, 277 on payroll but not appointed, and 427 vacancies. Of the 539 CCT posts, there are 272 substantively appointed, with 196 on payroll but not appointed, and 71 vacancies.

This level of understaffing cripples PTCs’ ability to effectively support the TDMS/CCT outreach programme. In many colleges CCTs near the College are called upon to provide pre-service classes! Core PTCs have had to eliminate Outreach Head of Department positions, and are no longer able to regularly visit, supervise and support CCTs in the field.

The PTCs, like other institutions in the Primary Education Reform Programme, have articulated clear and laudatory objectives and intents. However, an examination of the actual methodology utilized in the pre-service classes, and in the Continuous Professional Development workshops, reflects a continuing dependence on lecture presentations, with little attention to application and practice, or to assessing teachers’ capacities to apply skills in classroom settings.

With the growth of the primary age population, the reduction of dropouts, and the lowering of the pupil: teacher ratio, and attrition from the teaching force (due in part to a high incidence of AIDs) there will continue to be a need for a high level of both in-service and pre-service training over the next decade.

If the ambitious and sound proposals for reducing the pupil:teacher ratio (40:1 by 2015) are to be realized, both pre- and in-service training programmes will need to expand over the coming 10 years, rising to an output of over 12,000 by 2010. (See Annex 6A).

The staffing and resources for the PTCs, as the key support institution for the CCT outreach activities, must be addressed and rectified if the TDMS/CCT programme is to be sustained and be cost-effective. At present the inadequate staffing of the PTCs is contributing to increasingly weak performance by CCTs. Addressing these deficiencies is a prerequisite if the PTCs are to refocus their efforts on improving their own pedagogy.

A mapping of the Core PTCs indicates that ten Core PTCs serve three or more different districts. This makes it extraordinarily difficult for the PTC to effectively coordinate with District planning and priorities.

<table>
<thead>
<tr>
<th>DISTRICTS SERVED BY CORE PTCs</th>
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</thead>
<tbody>
<tr>
<td><strong>CORE PTC</strong></td>
</tr>
<tr>
<td>Phase 1</td>
</tr>
<tr>
<td>Gulu</td>
</tr>
<tr>
<td>Phase 2</td>
</tr>
<tr>
<td>Hoima, Kibaale, Masindi</td>
</tr>
<tr>
<td>Apac, Lira</td>
</tr>
</tbody>
</table>
### Districts

<table>
<thead>
<tr>
<th>CORE PTC</th>
<th>DISTRICTS</th>
<th># Districts</th>
<th># of CCs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kabulasoke</td>
<td>Mpigi, Sembablue, Kyenjojo</td>
<td>3</td>
<td>24</td>
</tr>
<tr>
<td>Nakaseke</td>
<td>Luwero, Nakasongola</td>
<td>2</td>
<td>19</td>
</tr>
<tr>
<td>Phase III</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ndegeya</td>
<td>Masaka, Rakai, Kalangala</td>
<td>3</td>
<td>22</td>
</tr>
<tr>
<td>Mukujju</td>
<td>Tororo, Busia</td>
<td>2</td>
<td>21</td>
</tr>
<tr>
<td>Soroti</td>
<td>Soroti, Kataki, Kaberemaido</td>
<td>3</td>
<td>30</td>
</tr>
<tr>
<td>Moroto</td>
<td>Moroto, Kotido, Nakapinipirt</td>
<td>3</td>
<td>13</td>
</tr>
<tr>
<td>Phase IV</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kitgum</td>
<td>Kitgum</td>
<td>1</td>
<td>21</td>
</tr>
<tr>
<td>Arua</td>
<td>Arua, Nebbi</td>
<td>2</td>
<td>22</td>
</tr>
<tr>
<td>Canon Apollo</td>
<td>Kabarole, Kasese, Bundibuyo</td>
<td>3</td>
<td>21</td>
</tr>
<tr>
<td>Phase V</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kabale Bukinda</td>
<td>Kabale, Kisoro, Kanungy, Rukungir,</td>
<td>4</td>
<td>32</td>
</tr>
<tr>
<td>Bishop Stuart</td>
<td>Mbarara, Ntungamo</td>
<td>2</td>
<td>40</td>
</tr>
<tr>
<td>Shimoni</td>
<td>Kampala, Mukono</td>
<td>2</td>
<td>21</td>
</tr>
<tr>
<td>Bishop Willis</td>
<td>Iganga, Jinja, Kamuli, Bigiri, Mayugi</td>
<td>5</td>
<td>34</td>
</tr>
<tr>
<td>St John Bosco Nyondo</td>
<td>Mbale, Sironko, Kapchorwa</td>
<td>3</td>
<td>27</td>
</tr>
<tr>
<td>Phase VI</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kibuli</td>
<td>Kampala, Wakiso</td>
<td>2</td>
<td>13</td>
</tr>
<tr>
<td>St George Ibanda</td>
<td>Kamwenge, Mbarara</td>
<td>2</td>
<td>14</td>
</tr>
<tr>
<td>St Jn. Bosco Lodongo</td>
<td>Arua, Yumbe, Moyo, Adjumani</td>
<td>4</td>
<td>14</td>
</tr>
<tr>
<td>St Noa M. Busuubizi</td>
<td>Mubende, Kiboga</td>
<td>2</td>
<td>24</td>
</tr>
<tr>
<td>St Alosius Ngora</td>
<td>Kumi, Pallisa</td>
<td>2</td>
<td>15</td>
</tr>
</tbody>
</table>

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#### 2.6. The Ministries of Education and National Institutions

Uganda’s public policy recognizes the indispensable role education plays in social and economic development. While UPE brought a huge increase in access to education, MOES now places priority on pupils completing the primary cycle, and on improving the learning process. The Education Sector Investment Plan (ESIP) and the Education Sector Review (ESR) provide a framework for Government, in partnership with Financing Agencies, to work towards specific targets of access, equity and quality. The enhancement of the quality and relevance of instruction, and increased pupil learning, was overwhelmed by UPE, and is now a top priority for the primary education system. This will require, in the view of the MOES, strengthening the role and resources supporting the TDMS/CCT system.

In addition, the continuing reduction in the high pupil teacher ratio and high pupil-classroom ratio, particularly at lower grades, is an essential step towards quality. But for teachers to make an impact on the quality of learning requires the coordinated set of inputs – at the classroom level – including a manageable and relevant curriculum, instructional materials and the adequate infrastructure. These inputs are all acknowledged in current plans and proposals as essential elements for enhancing T&L.

The national institutions of NCDC and UNEB depend on CCTs as the mechanism for delivering initiatives and programmes to the schools and teachers. They see the CCT as the node of communication closest to the school, within a channel running through the Core PTCs. Thus, it is often the case that the distribution of curriculum materials...
targeted to teachers is sent through the Core PTCs on to the CCTs and through the CCTs to the schools.

A key reform that will impact on the role and functions of the TDMS/CCT system is the proposal from the Education Service Commission (ESC) for a new scheme of service for teaching personnel in the education service. The ESC has proposed five levels of teachers: 1) Assistant Teacher, 2) Teacher, 3) Senior Teacher, 4) Principal Teacher and 5) Senior Principal Teacher. This proposal reflects the need for primary education to establish a career ladder, so that well-trained, experienced and talented teachers have a mentoring role, and an incentive to work within the school. This proposal is developed in Sections 3 and 4 of this report.

The ESA’s role in defining standards, developing approaches, methods and tools for assessing quality – including the regular assessment of pupil learning – is also an essential element in the MOES’ overall strategy. Its role, given decentralization policies, is essentially to provide professional guidance and support to the District Inspectorate, and to the CCTs and Schools. We will analyze the potentially synergistic relationship between the ESA, the district inspectors and the CCTs in the following section.

Kyambogo University, which provides the leadership for the development of teacher training, has provided the training to CCTs, and has now revised its tutor training programme to ensure that all Grade V tutors for PTCs have the training and knowledge to take on the role of a CCT. It was noted that there have been delays in the award of Head teacher management training certificates from Kyambogo, as well as the final certificates for trained CCTs. This matter needs to be cleared up. Kyambogo would play a key role in the development and implementation of the scheme for the new Scheme of Service. It would do this, almost certainly, utilizing the TDMS/CCT network through an in-service, distance education approach.

2.7. Cost-effectiveness: Unit Costs for CCT

Whatever the effectiveness of the TDMS and CCT system, it is viewed by many educators as an expensive programme. Indeed, when the costs of constructing and equipping 539 Coordinating Centres, offices, demonstration classrooms and CCT houses is added to the cost of building new and expanding existing Teacher Training colleges, the total capital expenditure is considerable. Overall, the Primary Education Teacher Development Project, of which TDMS forms one part, between 1993 and 2001 spent a total of $187 million dollars in development financing from Government, the World Bank, and USAID.
An estimate of the development costs for a single Coordinating Centre is:

<table>
<thead>
<tr>
<th></th>
<th>U Shs Mill.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resource Centre w/Office</td>
<td>28.0</td>
</tr>
<tr>
<td>CCT House</td>
<td>28.0</td>
</tr>
<tr>
<td>Duplicator, typewriter, file Cab</td>
<td>3.2</td>
</tr>
<tr>
<td>Motorcycle</td>
<td>3.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>62.7</strong></td>
</tr>
</tbody>
</table>

($31,795 at the 6/03 exchange rate of 1950/= U Sh to $1 US)

In addition to the development expenditure involved in the overall PEDTP, the TDMS and CCTs require operating, recurrent expenditures for staff, materials, training, transport and other operations. An estimate of the monthly and annual cost for a Coordinating Centre Tutor is as follows:

**Recurrent Costs for CCTs**

<table>
<thead>
<tr>
<th>Per Month</th>
<th>U Shs ‘000</th>
</tr>
</thead>
<tbody>
<tr>
<td>CCT salary (tutor)</td>
<td>350 (average)</td>
</tr>
<tr>
<td>Travel Allowance</td>
<td>120</td>
</tr>
<tr>
<td>Fuel &amp; maintenance</td>
<td>80</td>
</tr>
<tr>
<td>Office imprest</td>
<td>20</td>
</tr>
<tr>
<td>CPD</td>
<td>27</td>
</tr>
<tr>
<td>CCT Mtg, paraffin</td>
<td>10</td>
</tr>
<tr>
<td><strong>Total per month</strong></td>
<td><strong>607</strong></td>
</tr>
</tbody>
</table>

**Annual recurrent expenditure per CCT =**7.2 mill U Shs

($3,735 at the 6/03 exchange rate of 1950/= U Sh to $1 US)

It is useful to examine this recurrent expenditure in relationship to the total recurrent costs, per pupil, for Uganda today. The annual per/pupil recurrent cost is a useful indicator of educational quality, in that it reflects the combined effect of the pupil teacher ratio and the salary for the teacher; the pupil textbook ratio, and the cost of the textbooks/materials, plus other recurrent wage and non-wage costs.

In the case of Uganda today, the annual recurrent per pupil unit expenditure is approximately 38,000/= of which 28,000/= is for the teacher wage (this is typical of a teacher making 120,000/= per month teaching 51 pupils) and 10,000/= for non-wage expenditures (including materials, the capitation grant and the CCT).

Thus, the addition to the per pupil unit costs represented by the TDMS and CCT system is very slight. Under the assumption that a CCT has 25 schools, and that each school has an average of 545 pupils (that is the average for Uganda), the CCT is serving 13,625 pupils. The annual per pupil cost attributable to the CCT, then, is 7.2 mill U Shs/13,625 or 534.5 U Shs.
## Summary of CCT Contribution to Per Pupil Recurrent Unit Cost

<table>
<thead>
<tr>
<th>Item</th>
<th>U Shs</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total annual recurrent per pupil costs</td>
<td>38,000</td>
<td>100</td>
</tr>
<tr>
<td>Of which: Teachers wages</td>
<td>28,000</td>
<td>73.7</td>
</tr>
<tr>
<td>Materials &amp; other costs</td>
<td>10,000</td>
<td>26.3</td>
</tr>
<tr>
<td>Of which: CCT costs</td>
<td>534</td>
<td>1.4</td>
</tr>
</tbody>
</table>

(Total per pupil recurrent costs = $19.48, of which 27 cents is for the CCT)

With these parameters, which represent the average situation we found in the field, the CCT recurrent costs constitute only 1.4% of total pupil recurrent costs. The conclusion we reach from this analysis is that the TDMS/CCT is a highly cost-effective strategy for moving towards the goal of educational quality ONLY IF the resources to sustain the programme are put in place. If the TDMS/CCT framework is further stretched, or if it is underfinanced, its future effectiveness is unlikely. It would become a significant burden on the system without adding value.
Section 3: Conditions for System Effectiveness

Thus far in the report we have described the strengths and weaknesses within the TDMS/CCT system, and its cost-effectiveness relative to other inputs in moving the primary education system towards quality – particularly as it impacts on T&L.

It should be noted that although Uganda has declared UPE, it is still far from achieving the objective of quality basic Education for All. The dropout rate between P1 and P7 is very high, and as noted earlier, the level of reading skill at P6 is very low. The pattern this presents is as follows:

**QUALITY BASIC EDUCATION?**

Pattern of Primary Education

- *Access* - out of every 1,000 children who enter P1
- *Completion* - there are 373 who get to P6
- *Learning* - 55 at P6 read with understanding

*Data from 2001 EMIS and the National Assessment of Primary Education, 2000

Uganda’s investments in basic education are not yet providing the dynamic human capital it will need to prosper in the 21st century. A far higher proportion of children and youth will need not just to enter school, but to gain the skills of reading with comprehension, writing and problem solving. It is critical that there be a long term vision and strategy of how this is to come about, and the role that the TDMS/CCT can play in that strategy. In this section of the report we explore the conditions that are necessary to achieve that strategy.

### 3.1. Minimum Quality Levels: Classrooms and Schools

In examining the impact of the CCTs on school effectiveness, and in consideration of how this effectiveness might best be enhanced, it is essential to bear in mind the full set of factors that influence effectiveness, the particular contexts and conditions of the primary schools, and those actions and interventions are likely to have the greatest effect. There is no doubt that conditions in the lower grades of a significant proportion of Uganda’s primary schools are not achieving the minimum levels necessary for children to
effectively learn. The majority of rural schools that we visited had P1 and P2 classes exceeding 100 pupils.

One of the conditions that must be met if T&L is to improve will be the reduction of class sizes and pupil teacher ratios in the lower grades of primary schools. The pattern that we found in many schools, where P1 has classes of 120, P2 has a class of 95, P3 is 75, and P6 and P5 are below 30 pupils will have to change. Coupled with high pupil/teacher ratios are the continuing existence of outdoor classes or substandard facilities where teachers cannot display or store materials, and children sit on the floor. These conditions are well known and it is clear that they are improving with time and the considerable effort of the MOES and Districts. There are two steps needed, however, to monitor these conditions:

In the EMIS annual return, schools should indicate not only class sizes, but the responsibility of teachers for classes. That way one can determine easily whether the pupil/teacher ratio exceeds a given level. A benchmark indicator for ESIP should be:

*Percentage of P1 and P2 classes with less than a 60:1 pupil/teacher ratio*

Currently there is a ceiling of 56:1 as the national pupil:teacher ratio. This ratio will decline as the budget is able to support more teachers. But it is necessary to have more precise policy guidelines to schools, such as: *No teacher should have a class exceeding 70 pupils, and no teacher should have a class of less than 25. If a class is less than 25 it should be joined with another, either of that grade or another* (this requires multi-grade teaching skills for low-population density areas).

3.2. Can Children Read? The Need for Assessment of Learning at the School

Throughout this report we have emphasized the need for teachers and schools to become focused on learning outcomes. The fundamental principal here is that teachers need to engage in the *Quality Cycle* process based on knowledge of what students have learned, and what they have not. Instead of present practice and training, which places emphasis on the inputs (lesson plans, books), or the process (use of teacher aids or group work), teachers, schools and CCTs need to begin asking which children can read with comprehension, and what they can do to assure that all pupils are able to do this.

This will require the development of means for assessing learning milestones – those steps in the process of learning to read, to count and solve numerical problems – which can be easily assessed. While this will contribute to the capacity for continuous assessment (as proposed by UNEB under ESIP), teachers need to develop the understanding, and the use of simple assessment tools, that allow them, the schools, the CCTs and the districts to know just what children are learning, and where they need to focus. A number of district inspectors we met during our trip spoke of the centrality of reading, and hope to champion a focus on All Children Reading. Such an initiative should be encouraged, and progress on these programmes should be monitored and evaluated. ESA, with NCDC and UNEB, can be supported to provide the technical direction and guidance for this development.
3.3. More Effective Schools: The Locus for Teacher Development

Evidence gathered throughout the world over the past twenty years, (DfID, 1999, Kraft 1998) confirms that teachers must be supported through continuous professional development to ensure the quality of education. Inputs of new curricula, instructional materials, methods of assessments are not effectively introduced through cascade training, but rather take root when they are introduced within a school-based network. Skills that are presented to teachers in workshops tend not to be later utilized in the classrooms unless teachers have on the job support to effectively apply these skills (Joyce, 1992). The Aga Khan Foundation’s successful work with school improvement in East Africa has highlighted some key areas that are critical for effective T&L in the book *Improving Schools through Teacher Development* (Anderson, 2002).

The strategic lesson of these studies is that qualitative change towards improved teaching and learning is not simply a matter of training teachers and sending them out to teach. The professional leadership of head teachers and senior teachers is the key. The evaluation of the EUPEK programme in Kampala (Farah et.al., 2002) points out that on-the-job professional development for teachers includes the following aspects:

- Classroom observation in all classes, beginning in P1, to assess teachers needs
- Pre-conferencing, going over the lesson plan with the teacher and offering suggestions where needed
- Lesson observations (by peers and supervisors)
- Post conference with the teacher
- Demonstration when requested by the teacher
- School workshops conducted once a week

The evaluation stresses the fact that teachers do not adapt new practices easily and automatically: *teachers require consistent support from peers and supervisors to overcome various stages of concern about change and to move from the minimal technical level of use of an innovation (a new strategy or use of material, etc) to integration of the innovation into their own practices. (quoted from Hall, G.E. and Hord, S.M., 1987)*

For change to be effectively introduced and sustained in the school, you need skilled people who are mentors to the school community and who help schools build cultures that enable learning to take place. Research identifies the following as important components that make a difference in effective schools:

- School-based development
- Whole school development (involving all staff and pupils)
- Effective and collaborative leadership
- Focus on individuals
Our analysis of the role and workload of the CCT indicates that, while the CCT can mentor a school and teachers through monthly visits, within the school senior, experienced teachers and the head teacher need to take responsibility for instructional leadership.

Our recommendation, based on the evidence internationally, and within Uganda, is to move towards building School-based Development capacity to apply the *Quality Cycle* to improve teaching and learning. This strategy would introduce the primary teacher career ladder as proposed by the Education Service Commission. Senior teachers within schools would have the responsibility, under the guidance of the head teacher, for providing leadership on a School Improvement Plan targeted towards assessing and improving student learning achievement on such indicators as reading with comprehension. The ESC’s recommended structure for primary teachers is summarized here.

**PROPOSED STRUCTURE FOR PRIMARY TEACHING FORCE**

<table>
<thead>
<tr>
<th>POST</th>
<th>REQUIREMENTS</th>
<th>EXPERIENCE</th>
<th>RESPONSIBILITIES INCLUDE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assistant Teacher</td>
<td>Grade III, appointed</td>
<td>No previous experience</td>
<td>Teaching, Assessing and evaluating the teaching/learning process, Keeping records, Carrying out research, child study</td>
</tr>
<tr>
<td>Teacher</td>
<td>Grade III, appointed and confirmed</td>
<td>Minimum 2 years teaching</td>
<td>As for Asst. Teacher</td>
</tr>
<tr>
<td>Senior Teacher</td>
<td>Grade III, confirmed At least 2 workshops, short courses, Holds positions of responsibility in school</td>
<td>Minimum 5 years</td>
<td>As for Teacher, and Immediate supervisor for Asst. Teacher Chairing meetings</td>
</tr>
<tr>
<td>Principal Teacher</td>
<td>Grade III, confirmed As senior teacher, but at least 4 workshops, short courses</td>
<td>Minimum 8 years</td>
<td>As for Senior Teacher, and Inducting new teachers Organizing internal workshops Carry out appraisals of teachers Advise on instructional materials: purchase and use</td>
</tr>
<tr>
<td>Senior Principal Teacher</td>
<td>Grade III, confirmed As senior teacher, but at least 6 workshops, short courses Certificate in Education Management Published papers, and Computer literate</td>
<td>Minimum 12 years</td>
<td>As for Principal Teacher, and Coordinate studies, exams Head of Committees and Dept</td>
</tr>
</tbody>
</table>

We would propose that the implementation of the scheme be incremental, initially introducing Senior and Principal Teachers as posts into primary schools, and that the details for this implementation be a central feature of the Teacher Education Development Plan.  

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5 The draft *Teacher Development and Management Plan* (Sugrue and Muwanga, 2003) recommends the introduction of a Diploma, Grade V, as the minimal qualification for entry to primary teaching. While
The CCTs role under this strategy would be to work with the schools to carry out self-assessments, develop a School Improvement Plan, assist senior staff to implement and monitor the Plan, and to evaluate results. This development would require a training programme for Senior and Principal Teachers (as indicated in the ESC proposal), and for CCTs who would guide this process within cluster schools.

It should be noted that there are schools in Uganda that already apply this approach successfully (albeit, without the formal designation of teaching positions) such as Kampala schools assisted by the EUPEK programme. At Dube Rock, a rural school in Tororo District, the head teacher, with the guidance and support of the CCT, has appointed two senior teachers, who now regularly observe and help other teachers in the school to meet agreed upon standards of teaching (schemes of work, lesson plans, use of teacher aids in the lesson, and the assessment of pupil’s work).

![Head teacher, Dube Rock Primary School (on right), Bunyole County, Tororo District with Dorothy Aanyu and Ojoo, Evaluation Team](image)

ultimately that may be desirable, we think that the ESC emphasis on in-service, experience and demonstrated competence is a more cost-effective strategy for strengthening the quality of primary school teaching and learning.

6 The Headteacher of Dube Rock PS explained to the evaluation team that he could not have introduced the system of internal monitoring on his own, since the teachers would not accept that. But with the guidance and support of the CCT, who helped him convince some of the senior teachers, the school plan for improving teaching and learning was established and implemented.
3.4. The Role and Scope of CCT work

A central and persistent theme throughout our work, and explicit within the TOR, is that the role and function of the CCT needs clarification. The Education Sector Review (p.15) recommends a re-examination and re-definition of CCT roles and responsibilities with a view to strengthening their support-supervision function within their areas of operation.

This concern arises from a number of sources. The CCT role is a new one in the Ugandan education system. It developed as a response to the crisis of the early 1990s, where the education system had virtually collapsed and less than half of the primary teachers were trained. The challenge of providing qualified and committed teachers was also raised when UPE doubled the number of children coming to school. The TDMS/CCT system was a creative response to teacher shortages making it possible to work with teachers within schools, through in-service training and continuing professional development. Its approach to improving quality was through training, supervision and guidance on a regular basis to schools. During the development of the CCT system, the Inspectorate, which has traditionally been the guarantor of quality in Uganda’s education system, was in decline. Its personnel and resources were stretched thin and their capacity to regularly visit schools and teachers was limited. They increasingly turned to the CCTs for information, while also coveting the transport and allowances that the CCTs had for visiting schools. With UPE, and then decentralization, the District inspectors were further detached from MOES support, and have continued to be under-resourced with District controlled funds.

A second problem has arisen from the Decentralization programme. District Councils, now employing the District Education Officers and inspectors, have the responsibility for primary education. The District makes plans for improving education access and quality. The District Education Office is responsible for education strategy, plans, budgets and operations. However, the CCT – who all acknowledge is the link between policy and programme initiatives and school improvements - is a Tutor employed by a regional Core PTC. Core PTCs serve multiple districts as we have seen, which often makes it difficult for them to respond to concerns and issues raised by the DEOs concerning the work of the CCTs. The Education Sector Review in 2003 recommended that:

- Roles and responsibilities of CCTs need to be revisited in relation to the schools, districts and headquarters
- The line of reporting of CCTs should be clearly spelt out to avoid serving too many “masters”
- The supervisory role of CCTs needs to be strengthened and reinforced
- The CCTs should be maintained but their number increased and their roles defined more concisely
- CCT’s allowances should be adjusted to correspond with the prevailing price levels and geographical location
• Clarify the mandate of CCTs and inspectors of schools with CCTs complementing not conflicting with the work of inspectors

In addition to advocating a more focussed role for CCTs, a reduction in numbers of schools within circuits, and increased allowances, the Education Sector Review endorsed the need for the MOES to find funds for District inspectors to ensure equity and quality in the provision of education, but not out of the Capitation Grant which is intended for direct benefit to pupils. (the Aide Memoire, ESR, May 2003, p.7)

With these recommendations in mind, and in consideration of our findings on the CCT’s work load, as well as the strategy for improving T&L, in the next section of the report we undertake this clarification.

3.5. Relationship of the CCT to the DEO and Inspectorate

Where can additional funds to support the work of the District Inspectorate come from? We understand that there has been a proposal to move funds designated for the Core PTC In-Service Training, funds that support the work of the CCTs. The logic is that, since it appears that CCTs are doing some of the work of the inspectors, it would be better to take these funds and allocate them where they belong. Specifically, CCT funds would be allocated to ESA as a new line item to support school inspectors’ operational costs.

It seems to us that this proposal would take funds from one programme already struggling for lack of resources to provide funds for another, complementary programme, which has a different function, but the same broad objective. The fact is that, in the majority of districts, the CCTs and the Inspectorate work as partners. To move funds from one at the expense of the other will not strengthen either.

A key function of the Inspectorate, given their limited staff and capacity to visit schools, is to ensure that schools and teachers are complying with regulations, and to monitor and address teachers’ actionable breaches of standards. Inspectors do not have the capacity to work closely with primary schools, or to carry out training activities, to improve teaching and learning. That is something they would like to encourage and support, but it is not a reasonable proposition that they could take over this role from CCTs.

Taking funds from CCT operations to finance Inspectorate operations would exacerbate the tensions of an under-resourced situation, and do irreparable harm to the emerging partnership between these two essential functions and actors. Inspectors with additional funds would be able to travel more often, but it would not reduce the number of schools they must supervise, it would not give them the legitimacy to offer in-service training to serving teachers and head teachers, or the kind of regular and systematic work with schools and teachers needed to bring about meaningful change in behaviour and performance.

In examining the relationship between inspectors and CCTs, it is helpful to refer to theory and research that informs policy for improving the management of social change.
The task is to make the process of change meaningful to people right from the start, to get their participation and to provide an environment in which their creativity can flourish…The shift from domination to partnership corresponds to a shift from coercive power, which uses threats of sanctions to assure adherence to orders, and compensatory power, which offers financial incentives and rewards, to conditioned power, which makes instructions meaningful through persuasion and education.
(Capra 2000, p. 99)

Based on research which shows that knowledge is not an entity independent of people who use it….and simply providing ‘knowledge’ independent of social context will not improve organizational learning and performance. Knowledge arises and is utilized in what are called communities of practice…practitioners who constantly seek to improve performance, based on a shared understanding of and use of information about, intended objectives.

The work of the CCT reflects a shift from the use of coercive and compensatory power as a means of improving teacher and school performance, to the use of conditioned power, through training and professional development. The question is the balance that is needed between an Inspectorate which employs compensatory power (teachers face sanctions) and a CCT whose work is only as effective as the quality of guidance and training provided.

There are a number of DEOs (in places such as Masindi, Bushenyi, Tororo and Luwero) who have developed processes that model what is necessary to assure effective coordination. In these Districts, monthly plans and consultations with CCTs, inspectors, head teachers representatives and Local Council leaders lead to plans whereby CCTs work with schools and teachers to improve performance in consultation with, and informing the Inspectorate. The DEO and school inspectors use information from CCTs to shape overall District education plans, and also to focus on problem areas, so that administrative action can be taken when it is evident that CCT training and advice is not working.

In support of this relationship, the role of the ESA is to provide the development of standards, and tools for monitoring those standards, including assessment of pupil learning (in cooperation with NCDC, UNEB) and periodic national assessments. It is advisory to the Inspectorate, and the CCTs and H/T at the district, county, circuit and school levels. It also provides information to the MoES on the performance of the DEO/DIS, and on post-primary institutions, including PTCs.
Recommendations on CCT Roles and Responsibilities

Our recommendation is that the CCT should: *be the change agent in his/her cluster of schools with a focus on improved pupil learning.* This is the core of what was originally intended, and it remains valid. The CCT is basic education’s extension agent, providing professional training and guidance to the schools and teachers within a framework of in-service professional development. What has changed is the context in which the CCT pursues this function, especially the relationships which must be established within the decentralized District administration. The recurring issue of how the CCT pursues this role in relation to the Inspectorate is clear enough in official job descriptions. What is sometimes lacking is the understanding of those they serve within Districts.

Insofar as the work of the Inspectorate involves primary school quality and performance, how does it differ from CCTs? The inspector, who is only able to visit and inspect schools rarely, is the agent of the DEO in assuring that education regulations and standards are respected, and takes administrative action when necessary. We note that in the great majority of cases observed and interviewed, these actors see each other as partners, not as competitors.

### Roles and Functions of Inspectors and CCTS – As We Saw Them

<table>
<thead>
<tr>
<th>INSPECTOR OF SCHOOLS</th>
<th>COORDINATING CENTRE TUTOR</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employed by District Council</td>
<td>Employed by Core PTC (Regional)</td>
</tr>
<tr>
<td>Responsible for all schools within a county, Typically 70 – to 80 schools Visits schools once per term</td>
<td>Works with all schools within a circuit, typically one, two or three sub-counties, typically 20-30 schools (some much larger) Visits schools two times per month</td>
</tr>
<tr>
<td>Reports to DEO</td>
<td>Reports to PTC and, on a voluntary basis, to DEO and inspectors</td>
</tr>
<tr>
<td>Responsible to assure that standards are known and met by the schools: e.g. Resource needs: staffing, facilities, books, materials; Management practices: e.g. Use of capitation grants; Oversight on H/T and teacher performance: attendance, following curriculum, time management Functioning SMC and community; Administration of examinations.</td>
<td>Responsible to provide professional training, guidance and support to schools. Through in-service, continuing professional development and H/T management training; To work with H/T (and SMC) and teachers to initiate and monitor measures to improve T&amp;L.</td>
</tr>
</tbody>
</table>

Inspectors and CCTs occasionally conduct joint visits to schools, as a means of assuring common use of standards and approaches in providing guidance, identifying professional training needs, and to collectively address problems of school management and performance.

Inspectors depend on CCTs to ‘deliver’ initiatives from the MOES: e.g. new curriculum guidance and materials, new methodologies and approaches (eg. Early Childhood Education materials in grades 1 and 2, PIASY)  

CCTs are requested by the DEO and inspectors to participate in the development and implementation of District plans, programmes: these include such things as the information on the use and impact of UPE grants, on the effects of an orientation/training programme for H/T on school management.
We do not believe that there is need for any major restructuring or redefinition of the roles and authority of CCTs or inspectors. What is important is to reaffirm the core functions of each, the different types of work they do, and the necessary partnership they have in strengthening quality. The CCT should not have responsibility or authority to impose his/her views or judgements, as this would, indeed, overstep their function, resulting in a loss of effectiveness and potential conflict with the District authority.

On the other hand, school inspectors could not provide the on-site, close professional support and training that is the CCT function and responsibility. Since that training is linked to professional qualifications granted by the PTCs, and ultimately Kyambogo University, inspectors are not empowered to provide it (although they certainly can support and participate in training sessions offered through the PTCs and CCTs).

What does need to change, as a matter of policy guidance, is to ensure that CCTs understand that their first responsibility is, in fact, to serve the schools, the sub-counties, and the Districts where they are located. While the PTC is their employer and supervisor, the District and the schools are the clients and the focus for the CCTs’ work. This requires that CCTs plan their work and share their reports with the DEO and inspectors. They constitute the professional and training advisors to the District as a service from the PTCs. They have no authority to compel the schools, the inspectors, nor the district to heed their advice. They provide the link to professional training and qualifications for teachers, while serving as local advisors. Figure 3.1 illustrates this role, and the connections that we believe should be established between the CCTs, the PTCs and the Districts.

Often the source of friction between CCTs and District Education staff appears to be simply a failure in communication, particularly when new staff or CCTs are appointed, and do not understand the fundamental distinction between their roles. We do think that this should be addressed by improving communications between the DEO, school inspectors, Local Council Education Committees and CCTs.
3.6. The Role of the Core PTCs and Institute for Teacher Education, Kyambogo

In section 2.5. we noted the central role that the Core PTCs play in support of the CCT system, and we noted that the Colleges today face a crisis of staff shortages which has compromised their capacity to carry out these functions.

We also noted that with the growth of the primary age population, the increase in completion rates, the lowering of the pupil teacher ratio, and increased attrition of teachers due to AIDs, there will be an increasing demand for trained teachers over the next decade. Our estimate is that this demand will rise from 120,000 teachers today for 6.5 million pupils, to approximately 250,000 teachers for 10 million pupils by 2015.

We need to reiterate, in the strongest possible terms, that improving the quality of Uganda’s primary education system depends on the capacity and quality of the Primary Teacher Colleges, and particularly the Core PTCs to provide capable, trained teachers. It is therefore a matter of highest priority that the staffing and material requirements of the
Colleges, in accordance with the standards that have been established for their effective operation, be met. We understand that in this coming fiscal year Colleges will be permitted to appoint 200 tutors to vacant posts. This is an excellent start!

There are five areas of development required for the PTCs and ITEK in support of proposed strategy for improving primary school quality:

1) The immediate shortfalls in staffing and material resources need to be resolved;
2) The Colleges will need to expand their capacity for both pre and in-service teacher training to meet the requirements for the teaching force over the next decade;
3) The Colleges and ITEK, with the CCTs and Education Service Commission, will need to develop in-service, outreach courses to train Senior and Principal Teachers
4) The content and pedagogy of the training courses needs to shift to reflect a School-based Development model, with a focus on teaching and learning (see Annex 4).
5) The training programme for CCTs also needs to be upgraded, preparing them for the Principal Tutor roles necessary for working with the School-based Development Model.
4.1. Analysis of Strategies: Unit Costs for Primary Education

The recommendations in this section of the report arise from the conviction that by 2015 Uganda could attain quality basic Education for All. By this is meant that the great majority of children would not only enter primary school, but they would complete the primary cycle and be able to read with comprehension, use numbers and arithmetic to solve problems, and have the cognitive and intellectual tools to continue learning.

To realize these aims would take focused leadership and commitment, as well as financing and resources. But we believe the goal is feasible, and necessary to achieve Uganda’s human resource policy objectives over the next decade.

Elements of the proposed strategy for attaining quality basic Education for All include:

1) A rising annual per pupil recurrent unit cost, from the current level of approximately 38,000/= per child ($20) to 54,000/= ($27);
2) A reduction in the pupil/teacher ratio from 57:1 to 40:1;
3) Continuing programmes to increase the quality and supply of instructional materials to schools, reaching the standards articulated in ESIP.
4) The construction of classrooms and school facilities to reach a 40:1 pupil: classroom ratio.
5) A shift in focus from standards defined as inputs and processes to learning outcomes;
6) The introduction of a primary teacher career ladder, whereby senior teachers within schools take on responsibilities of instructional leadership within a School-based Development model;
7) An expanding pre and in-service training programme to produce the additional teachers needed to reduce the pupil:teacher ratio, the senior teachers within primary schools, as well as those who will be trainers;
8) School quality improvement plans are developed, targeting completion rates and increased pupil learning, with guidance and support from CCTs;
9) Continuation and strengthening of the TDMS and CCT programme, in which i) CCTs serve a maximum of 25 schools, ii) there is a remapping to minimize the number of sub-counties served by a tutor; and iii) the level of resources required to perform the CCT functions are provided;
10) The District Education Office and district inspectors receive adequate financial and technical support, through Districts and the ESA, including methods of assessing student learning on key indicators;
11) The continuation of sector management and financing, through the Sector Investment Programme, assuring effective management, financial controls and audits, and the monitoring and evaluation of results;

Three critical elements of this strategy are analysed here in a preliminary way, to establish its feasibility (see Annexes 6A, 6B and 6C). The first element is the demand
and supply of teachers, assuming that Uganda will move towards the target of forty pupils per teacher. A model projecting enrolments, the drop in the pupil:teacher ratio, a decline in the proportion of untrained teachers, and increased attrition due, in part, to AIDS, is used to explore alternatives for pre and in-service teacher training.

The second element of the strategy presented here is a model analysing the configuration and costs for staffing School-based Development, utilizing the teacher career ladder to specify different levels of teachers, from Assistant to Senior and Principal Teachers. To do this we examine existing patterns school staffing and cost structures, and then demonstrate a plausible model for how schools could be staffed and supported in 2015 with the implications this will have on per pupil recurrent unit costs, including the unit cost for the CCT.

The third element of the strategy examined here is the training requirements for providing the Senior and Principal Teachers needed to introduce the School-based Development Model, and the training needed to upgrade the CCTs to work with Senior and Principal Teachers.

4.2. Teacher Supply and Demand

Government’s long term objective is to reduce the primary pupil teacher ratio to 40:1. In the Country Proposal for the EFA Fast Track Initiative this is to be achieved by 2015.

This will require a significant number of additional teachers in response to: 1) the growth of primary enrolments due to population growth and a rising completion rate, 2) the decline in the proportion of licensed teachers, and 3) the increasing attrition of teachers due to the tragic impact of AIDS. Annex 8A presents a projection of the requirements for trained teachers, and an analysis of the implications this will have on teacher training programmes. The projection indicates a primary school enrolment growth from 6,575,801 in 2002 to 10,000,000 by 2015. To reach the 40:1 target, the teaching force will have to grow from 120,000 in 2002 to 250,000 by 2015.

The analysis indicates that the demand for pre- and in-service is considerable, and will require an expansion of Grade III training to accommodate an output rising from 10,000 to 30,000 per year (after 2015 this would decline, presuming the pupil:teacher ratio remained at 40). A major unknown in these estimates is the impact of AIDS on the teaching force. One recent estimate put this as high as 30%. If this were to happen – with one third of the trained primary teachers unable to work - the current approach to providing teachers and organizing schools would be overwhelmed, crippling the education system. That would require a radically different approach to organizing education and teacher training that might draw on the experience of such programmes as COPE and ABEK, turning to NGOs and the community (see UNESCO, 2001 for a description of these alternative education programmes). The possibility of such a grim scenario reveals our limited ability to predict the future, and the need to view the analyses of future scenarios as a means of exploring the influence of factors on desired outcomes, rather than a fixed plan. Without any certainty about the impact of AIDS on teacher
attrition, we have projected the loss of teachers rising from the current estimate of below 2% to 5% by 2015. If it were much higher than this, and were also to devastate the ranks of the PTC staff, current approaches to organizing T&L would be inadequate.

What this analysis does indicate, even if teacher attrition only increases marginally, is that in-service training of teachers cannot be phased out. Rather, both the in-service and pre-service teacher training will have to expand on a significant scale over the next ten years.

4.3 School Quality Profiles and Unit Costs

The second analysis, presented in Annex 6B, examines current scenarios for school staffing, contrasting a well-endowed school, with a 35:1 pupil: teacher ratio, and a poorly-endowed school with 70 pupils per teacher. The annual per pupil unit costs for the well endowed school are seen to be 54,432/=, whereas for the poorly-endowed school they are only 28,625/=. This illustrates the wide discrepancy between the schools in Uganda today.

The model then examines scenarios for these two schools in 2015, under the assumption of a 40:1 pupil:teacher ratio, and the introduction of mentor, or senior teachers. It is evident that the reduction of the pupil teacher ratio adds a good deal more to the per pupil recurrent unit cost than does the introduction of senior staff positions. The variation in unit costs of the two schools in 2015 has reduced (since they both now have 15 teachers) with 61,709/= for the better-endowed school and 54,004= for the poorer school. It should be noted that the unit cost for the poorer school in 2015 is actually less than the unit cost of the better school in 2003! This forcefully illustrates the fact that the pupil teacher ratio makes a far greater contribution to rising costs than does the introduction of senior staff positions, or of increasing the status and resources for the CCTs. It argues that the national strategy for improving the quality of T&L should ensure that lowering the pupil teacher does not exhaust the financing needed for assuring other inputs, including quality staff, continuous professional development (using CCTs), and performance assessments.

A second result from this analysis is that the most significant constraint to implementing the strategy for improving education quality is not financing, but rather the training and development of staff.

4.4. Training Implications for Senior Teachers and CCTs

The third analysis explores the training implications for implementing the primary teacher career ladder required for the School-based Development Model, as illustrated in the School Profiles. This work expands on the 1st Teacher Supply and Demand projection, to examine what it would take to reach a target in which 35% of the staff would be Senior Teachers, Principal Teachers and/or head teachers.7

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7 This target is based on the application of the following standards: Every school should have at least one Senior Teacher. One additional ST would be added for every 200 pupils. For every 500 pupils there would
The introduction of instructional leadership posts within the schools is a necessary element of the strategy for the School-based Development Model, making the school the focal point for improving educational quality. The role of the CCT in this strategy is to work with the head teacher and Senior Teachers within the school (or schools, if there is a cluster approach to school improvement), to develop school quality improvement plans, and to organize Continuous Professional Development training to support those plans. The CCT position would need to be upgraded to the level of Senior Tutor to carry out such an advisory and training role with the senior staff of the schools.

To do this analysis, the teacher supply and demand model is expanded to include the new positions, with a national target of 36% for the proportion of Senior Teachers, Principal Teachers and head teachers in the primary teaching force by 2015.

The analysis indicates that the in-service training of experienced Grade III teachers, who would be upgraded to Senior and Principal Teachers, would expand each year, reaching 18,000 by 2015. This training would be organized through in-service and distance education modalities, and therefore would not be as demanding as the current Grade III in-service training. It would be similar in design to the current head teacher management training, with content related to the functions of Senior and Principal Teachers (see Annex 5).

This level of training would require the development of innovative methods, including the use of distance education, and maximizing the 539 Resource Centres now in place. It would provide a major incentive, motivating teachers to demonstrate their competence, and to fully participate in continuous professional development, which would become a key step on a career path within primary education leading to greater responsibility, professional expertise and remuneration.

4.5. Other Policy Issues

Non-Core PTCs

The Government White Paper on Education (1992) noted the deterioration in the Primary Teacher Colleges, and recommended the reduction of the number of PTCs to a manageable number, which could be consolidated and equipped properly. Under PETDP this recommendation was partially implemented, in that Core PTCs were established, and the number of PTCs was reduced, in 1998, from 64 to 45. There are now 23 Core PTCs and 22 non-Core PTCs. There has been a proposal that all PTCs should become Core, and another proposal that the non-Core PTCs should be converted into secondary schools. This is not simply a technical issue. Individual PTCs, even if they are currently under resourced and inefficient, often have strong historical traditions within the communities they serve, and there are strong advocates for their survival.

be one Principal Teacher. This is simply an illustration. The actual standards would require further analysis and, for any given year, they would have to fit within the estimated budget.
We believe that the decision on the future of non-Core PTCs should take into account the future demand for trained teachers, and the need to re-map existing Core PTCs and Districts, seeking to reduce the number of districts served by a PTC to one or two, and not more than three. In principle, the concept that all PTCs would provide both outreach services, in-service, and pre-service training is sound. The difficulty arises in the costs and the efficiency of doing this for all non-Core PTCs. We believe that where it is evident that an existing non-Core PTC cannot provide pre-service, in-service and outreach services efficiently, there should be policy dialogue and analysis leading to its conversion to a secondary school.

**Private Primary Schools and CCTs**

The team noted that in many urban and peri-urban areas there has been an enormous growth of private schools since UPE. These we distinguish from unregistered community schools by the fact that they are essentially private, for-profit establishments. Some of these schools have very high fees, and offer a high quality of education, with highly capable and well-paid teachers, small class sizes, good facilities and abundant instructional materials. Other private schools serve lower socio-economic groups, and while their resources may be lacking, they often keep class sizes small, closely supervise their teachers, and often provide a decent education.

In any case, the CCTs are expected to work with private as well as public schools. We endorse that policy, but note that this has stretched the number of schools for CCTs far beyond their capacity. We found multiple cases where CCTs had more than forty schools within their clusters, and some cases where the number of schools exceeded 60. In these situations the CCT simply cannot deliver the services intended. Both the government-aided and private schools suffer.

There appear to be two policy options. First is to have government take on the responsibility of staffing and paying for the additional CCTs needed to bring the circuits down to 25 schools. A preliminary analysis of the numbers suggests that this would require the appointment of approximately 40 additional CCTs (servicing 1,000 private schools), largely concentrated in Urban centres. A second option would be to have private schools pay for the services of the CCT, and use these funds to finance the expansion of Resource Centres and CCTs. The fee paid by the school could be based on the annual recurrent cost of the CCT per teacher, which is approximately 30,000/=.

In preliminary discussions with private schools in the greater Kampala area, we found that most private schools would be quite willing to pay for this service.

We believe that it is essential that this policy issue be addressed to reduce the load of schools for the CCTs so that they can do their work properly. Otherwise they will serve neither the private nor the public schools.
Section 5. Summary and Recommendations: A Way Forward

Our key findings and recommendations are:

- The MOES needs to reaffirm legitimacy of the TDMS, and the policies and the programme for the CCTs, acknowledging their weaknesses and constraints, but recognizing that they provide a key mechanism for improving quality through training and development within the schools.

- We have provided a mapping of the relationships between the CCT, the District Education Office and the Inspectorate that grows out of effective current practice and experience. We recommend a programme of induction and orientation for all DEOs, inspectors and CCTs, as well as District Education Secretaries and local education leaders on the principles and guidelines for the work of CCTs and inspectors.

- The current work load, the size of circuits, and the level of support for CCTs is undermining their effectiveness. Circuits should have a maximum size of 25 schools, with a national average of 20 schools per circuit. Further, circuits should as far as possible be congruent with sub-counties, and generally not include more than two sub-counties. Likewise, a remapping of Core PTCs and Districts should aim to reduce the number of Districts served by a college, and this should not exceed three Districts.

- It is a priority to staff and equip the Core PTCs so that they can perform their role in pre and in-service training, and provide professional support to the outreach activities of the CCTs. This involves both material support, such as adjusting the fuel allowance in line with increased petrol prices, assuring that staffing of the PTCs and Coordinating Centres is up to the establishment, and professional support, to improve the quality training and guidance to focus on enhancing pupil learning.

- We advocate the development of a School-based Development model for improving educational quality. The School Development model establishes learning milestones for each grade and core subject, and engages the school in establishing plans for improving learning outcomes, and assessing results. ESA has articulated this approach, and should be instrumental in further defining the Learning Cycle approach to educational quality. The CCTs’ role in this process is to be a change agent working with the schools, while providing continuous professional training.

- We have proposed a strategy for moving towards quality basic Education for All by 2015 which includes an expanded and improved teaching force, with a focus on managing improvements through a School-based Development model to improve T&L. This includes an expansion of pre- and in-service teacher training to ultimately reach a 40:1 pupil teacher ratio and the introduction of a
differentiated teaching force within schools, with Senior and Principal Teachers. Our analysis of the financing requirements for these changes is consistent with macro-economic considerations, showing that the primary pupil annual recurrent unit expenditure should rise from its current level of 38,000/= to approximately 54,000/= by 2015 (which is actually below the unit costs of well-endowed government-aided schools today). If we are to achieve quality basic education for all, this is the level of financing required.
References


Annex 1. Terms of Reference

Evaluation of CCT Performance within the Context of Decentralization

1. PREAMBLE:

The Education Policy Review Commission report of 1989 used ideas from the 1963 Uganda Education Commission (Castle) report, the 1978 Education Review Commission and other inputs to lay the foundation for the Education White Paper and the reform of primary education. This included the completion of 17 studies to update sector knowledge, to engage stakeholders in deliberating on sector issues and challenges and to build consensus around key issues.

In 1986 the Government of Uganda put emphasis on accomplishing the five Rs. Reconstruction, Rehabilitation, Recovery, Reform and Reconciliation. Reform included the reform of primary education. This was a recognition of the fact that education is a powerful tool for the transformation of society.

Decision-makers reached consensus that a massive and systemic reform was required to introduce quality, access, equity, efficiency and relevancy into the primary education system. The current education policy starts from the premise that education plays a crucial role in national development with goals that are focusing on moral, intellectual, ideological, cultural, social and economic spheres. Education is accepted as central in liberating people from the vicious cycle of poverty, dependence, disease and ignorance.

Government acknowledges that effective policy initiative must deal directly with the major problems and constraints of the education system. In Uganda, the problems that Government is addressing in its effort to develop education can be grouped into two categories.

1. Quality, efficiency and relevance constraints which includes an overloaded curriculum, outmoded assessment, dependence on untrained teachers, high attrition and low motivation among trained teachers, lack of instructional materials, low Government funding and poor management and accountability.

2. Access and equity constraints, which include low enrolment, high attrition rates, poor physical facilities and special problems of access for marginalised groups, especially girls.

While the Government of Uganda recognizes all the above aims as interdependent, it emphasizes the role of the teacher as central in improving the quality of Education.

No education system can be better than the quality of its teachers
The Primary Education Reform strategy is characterized by the following:

Unlike projects, Primary Education Reform is a comprehensive system (programme) adopted by Government to transform the education system in its entirety in Uganda. Establishment of an innovative delivery and support system viz: TEACHER DEVELOPMENT AND MANAGEMENT SYSTEM (TDMS) is evidence of this. TDMS is already institutionalised in the main Ministry of Education Sports’ relevant departments and institutions.

2. Teacher Development and Management System (TDMS) Operational Model

Teacher development and management system is an integrated delivery system for primary education reform services focusing on improved pupil learning. At its inception it was conceived as a project, to alleviate the problem of untrained teachers, CPD improve management of primary schools with a focus on improved pupil learning. Beginning 1995, the TDMS activities were implemented in six phases eventually covering all the 56 districts of Uganda and all government aided schools.

The phases are as follows:-

Phase I
- Gulu – Gulu Core Primary Teachers’ College
- Bushenyi – Bushenyi Core Primary Teachers’ College

Phase II
- Hoima – Bulera Core Primary Teachers’ College
- Apac – Loro Core Primary Teachers’ College
- Mpigi – Kabulasoke Core Primary Teachers’ College
- Luwero – Nakaseke – Core Primary Teachers’ College

Phase III
- Masaka – Ndegeya Core Primary Teachers’ College
- Tororo – Mukuju Core Primary Teachers’ College
- Soroti – Soroti Core Primary Teachers’ College
- Moroto – Moroto Core Primary Teachers’ College

Phase IV
- Kitgum – Kitgum Core Primary Teachers’ College
- Arua – Arua Core Primary Teachers’ College
- Kabarole – Canon Apollo Core Primary Teachers’ College

Phase V
- Kabale – Kabale Bukinda Core Primary Teachers’ College
- Mbarara – Bishop Stuart Core Primary Teachers’ College
- Kampala – Shimoni Core Primary Teachers’ College
- Iganga – Bishop Willis Core Teachers’ College
Mbale – Nyondo Core Primary Teachers’ College

Phase VI
- Kampala – Kibuli Core Primary Teachers’ College
- Mbarara – Ibanda Core Primary Teachers’ College
- Yumbe – Lodonga Core Primary Teachers’ College
- Mubende – Busuubizi Core Primary Teachers’ College
- Kumi – St. Aloysius Ngora Core Primary Teachers’ College

The TDMS integrated and rationalized approach for supporting primary education is centered around reformed primary teacher colleges. A total of 23 core PTCs have been established in phases 1-6 in the country. The TDMS system is intended to drastically change the focus and functions of Core PTCs to outreach functions while retaining the traditional pre-service Teacher Education function.

PTE In-Service/Upgrading Training
Provides opportunity to under qualified and untrained (licensed) teachers to acquire grade three teachers certificate without leaving their jobs and families for a long time. It is a three-year on-the job training programme. PTE In-service training design uses self-study modules, weekend seminars and short face to face residential sessions of 10 days each at the PTCs during the holidays. During term time, the in-service students continue teaching their classes in their respective schools thus applying the knowledge and skills acquired from self-study modules and peer group meetings/week-end seminars.

Continuous Professional Development
Providing training and professional support to all practicing teachers and head teachers through workshops, seminars and short courses that are mainly held at week-ends during term time and over school holidays at coordinating centres and outreach schools. Continued professional courses for the CCTs are conducted during the residential. Apart from the courses mentioned above, the resource centre at the CC provides professional growth and development exposures to teachers within the CC catchment area. It is through such courses that new approaches in improving quality of education are exposed to teachers. Some of the approaches introduced to all teachers:
- Multi-grade Teaching (The new school approach)
- Equity in the Classroom
- Management of large classrooms to address the UPE challenge.
- Shaping children’s behaviour without using corporal punishments etc.

The Coordinating Centre
The TDMS functions are implemented through a network of 539 coordinating centres (CCs) each of which coordinates a cluster of an average number of 25 outreach categories of including Government of Uganda, Community and Private schools. One school in each cluster is selected using national criteria, to serve as the coordinating center school.
3. Critical Role of the Coordinating Center Tutors

To achieve its functions as the hub of the TDMS delivery system for improved pupil learning, the Core PTC works with and through the Coordinating Center Tutors who spend most of their time in the outreach schools working with teachers. The Coordinating center tutor continuously visits each school in the cluster to assist the parents, community leaders, teachers and headteachers improve behaviours and practices that enhance pupil learning.

The most important role and responsibility of the CCT is to become the charge agent in his/her cluster of schools with a focus on improved pupil learning. The CCT has to ensure that the intended improvement in pupil learning is driven by a coordinated and synergistic use of resources. The work of the CCT can be divided into two major components:

A. Field based roles of a CCT:
   a) Instructional improvement at school site
      - observing classroom teaching and supervising specific improvement by the teacher.
      - Monitoring and assisting outreach students (Trs/HTrs) using self-study modules.
      - Helping learners to learn from peers
      - Providing guidance and counseling services related to classroom instructional improvement.
      - Involving headteachers in instructional improvement.

   b) Supporting guiding and monitoring the school leadership
      - Monitoring with a view to ascertaining the extent to which the headteacher is applying management and administrative skills learnt;
      - Checking to see if each headteacher is progressing in his/her studies according to schedule;
      - Guiding and supporting headteachers in the use of the modules and seeing that assignments are being satisfactorily completed in time.
      - Providing encouragement and feedback to headteachers on their progress;
      - Advising participating headteachers on the application of the knowledge acquired;
      - Identifying headteachers in assisting teachers in the proper use of new instructional materials.
      - Helping headteachers to interpret and use in-service programmes;
      - Helping headteachers form and run peer groups and meetings;
- Working with school management committees and PTA leaders to understand why instructional improvements is the focus and their role in implementing it through mobilizing efforts.

c) Improving pupil learning and/or instructional skills of teachers
- Establishing a resource center
- Model School development
- Community mobilization
- Planning, organizing and implementing refresher courses for head teachers and teachers in collaboration with District Education officers, District inspectors of schools, sub-county local leaders and school management committee members.

B. Roles of a CCT at Residentials:

Short residential courses for PTE In-service students and headteachers organized and implemented during school holidays (10 days for PTE In-service students 3 days for headteachers). The crucial role of the CCT during residential is to work with the students from his/her catchment area by:

• Registering students (in his/her catchment area)
• Distributing all instructional support materials to them (modules etc)
• Appraising and conducting remedial sessions on topics covered
• Providing guidance and counseling
• Organizing micro teaching, demonstrations/tutorials
• Ensuring that each student attends all sessions including co-curricular activities and night studies.
• Ensuring that students plan for the new term
• In addition to the above, the CCT is expected to work with the Core PTC administrators and Education officers to ensure effective implementation of the residential sessions and plan for the new term.

4. Evolving Design of TDMS

The context under which TDMS was designed in the early 90s has been changing considerably and this has necessitated the system to evolve in order to accommodate the changes.

Among the key changes that have influenced the implementation of TDMS is decentralization Policy which has not only expanded the scope of work for CCTs but also created a multiplicity of stakeholders at all levels that the system must interact with. For instance the CCTs find their cluster schools covering several districts. This means that the CCT must have time to liaise with each administrative unit in each district. This is not what was initially envisaged.
Secondly TDMS found a vacuum in inspection of Schools created by an almost non-existent Inspectorate Department at all levels.

Thirdly the Programme has been implemented in phases and each learning from the previous one. This implies that the subsequent phases resulted into a wider scope of work for the CCTs than was initially envisaged.

Fourthly the implementation of UPE programme overnight exploded the sizes of cluster school network. This meant that CCTs had to contend with numbers of Schools higher than the maximum 20 that was earlier envisaged. This implied that the CCTs capacity was overstretched beyond reasonable levels.

Lastly TDMS has also been found essential by other sectors as a major conduit for taking social/Economic reforms to the local population near their schools. All this combined has meant that the roles of the CCTs have kept on expanding and yet their capacity has remained stagnant. Also this increasing scope of work has diverted the CCTs from the original objectives.

The districts, the Core PTC, the outreach tutor, the central Ministry and the individual schools and communities provide a variety of inputs, processes and strategies for improved pupil learning within the context of the new delivery and support system.

- Peer Learning
  - Exchange of visits to established colleges
  - Phase I - IV PTC Administrators/CCT serving as facilitators to phases V and VI.

- Operating within a decentralised system
- Mobilization of resources from local councils to support refresher courses and community mobilization.
- CCTs leadership in helping teachers and schools meet the demands and conditions of UPS (Universal Primary Education)
- Liaison with District Inspectors of Schools and local councils in promoting girls’ education.
- TDMS curriculum is adopted for pre-service teacher training.
- TDMS network becomes the main conduit for reform initiatives to schools:
  - improved book utilization in schools
  - continuous assessment
  - community mobilization (from mere construction to school management)
  - training of school management committees
  - implementation of Universal Primary Education (UPS)
  - training outreach tutors (Administrators and CCTs)
  - promotion of girls’ education
  - multigrade approaches (the new school approach which promotes interact learning).
  - Equity in the classroom
- From a temporary measure to the pillar of primary education
- From a project to a programme
Current Context

Challenges
The entire education sector is facing numerous challenges in ensuring that the Reform Initiatives are achieved. These various challenges have an impact on the context of the CCTs work. These challenges are presented below, in order to situate the realities in the field and to contextualize the CCTs activities. Irrespective of the roles and performance of CCTs; there still remains many issues to be addressed together with other stakeholders, to ensure EFA. There are many challenges and major ones include the following:

- Basic minimum conditions for learning still wanting (pupil – teacher ratio; pupil – text book ratio; pupil – classroom ratio).
- DEMIS - reliable data, and utilization of data in planning & management are still not in place in some districts.
- Strong monitoring and Evaluation system.
- Recruitment of teachers to fill the staff ceiling gap in primary schools.
- Developing a unified and sustainable Teacher Education (expanding the capacity of TDMS to run an integrated and unified teacher training which combines both PRE-SET and IN-SET modes of training.
- Retention and revitalization of college extension and networking as major parts of the mechanism for the enhancement of quality education in schools. (Budgetary implications).
- New curriculum implementation.
- Physically and professionally rehabilitate all non-core Primary Teachers Colleges to the level of the core Primary Teachers Colleges.
- Institutionalization of TDMS at local levels; Districts and sub-counties in light of the decentralized system.
- Raising the primary school enrolments from 2.5 million learners in 1996 to 7.4 million learners in the year 2002 has paused challenges, ranging from widened age-range, large classes, wide range of learners’ abilities, talents and needs, multi-grade teaching in scattered population, mobile classes in areas of shifting populations, double shift in densely populated urban areas etc. These new challenges call for new approaches to teaching and learning.
- Completion of the Teacher Development and Management plan to include; Secondary, Pre-primary, Special Needs Education and Technical / Business and Vocational teachers’ sections.

5. Justification for Proposed Evaluation

Over the past six months there has been intense discussions on the value added to the Reform by CCTs. These discussions have been further complicated by the fact that the remains confusion around the roles of CCTs and that of Inspectors at the district level. Are CCTS doing the work of Inspectors of Schools? This question requires firm and
finalized responses to clarify in certain terms the different roles each group plays in supporting UPE Implementing reform initiatives and enhancing education quality – hence the Research is essential.

In addition, since the NIP activity of 2002 conducted by ESA, issues arose on the Effectiveness of CCTs. Moreover, there are also challenges that since ESA is in place, should the CCTs still continue? This also needs to be clarified. The co-existence of TDMS and ESA are critical to the Education Reform Initiatives in Uganda.

Given that TDMS is an integral and permanent program in the primary education sub-sector of MOES; there is need for the improved performance of CCTs to better support teacher effectiveness and the learning process in primary schools.

In light of this and the recommendations from the ESCC Meeting of the 20th February 2003, the following TORs have been developed for a Consultancy Team to evaluate the CCTs Performance.

6. Terms of Reference

General Objective:

The overall objectives of Evaluation is to review the role of CCTs in light of the changing circumstances in TDMS Programme Implementation particularly focusing on the roles of various stakeholders.

Specific Terms of Reference:

A) To identify stakeholders in TDMS implementation and Review their roles to detect areas of weakness, strength and synergies.

B) Identify key factors that have influenced the roles of CCTs in attaining the set objectives.

C) Assess the effectiveness of CCTs in providing professional support to teachers within the TDMS Network.

D) Examine the responsiveness of key stakeholders towards supporting the CCTs’ activities within the context of each stakeholders roles & responsibilities in achieving UPE Goals.
[ MOES; PTCs; Districts; Kyambogo Univ. and HTs]

E) Analyse the effectiveness & efficiency of coordination of TDMS activities Within a decentralized system.

F) Assess the Monitoring & Appraisal system of CCTs.
G) Identify the training needs of CCTs to enhance their capacity and performance.

H) Conduct a comparative analysis and review the existing TORS of CCTs and DISs with the actual current tasks of CCTs, with an end to develop relevant, realistic and updated Terms of Reference in line with the original roles of CCTs as pedagogic leaders and mentors.

I) Examine the effectiveness of support provided by CCTs to school and classroom processes.

J) Examine the impact of CCT support to improve learning and note good practices and lessons learned.

K) Review the costs of various TDMS activities and assess their efficiency.

7. Deliverables

A) Inception Report

B) Job Specifications for CCTs & DIS

C) Report on potential training Needs for CCTs & DIS

D) Recommendations for improving the TDMS to enhance the role of CCTs. Recommendations should then also have a focus on increasing efficiency in TDMS.

E) Log Frame for roles & Responsibilities of All key stakeholders to Achieve Equitable access for Quality education in Primary Schools

F) Draft Report

G) Final Report

8. Timing/Duration

3 months - May, June, and July

9. Profile of Consultancy Team

The members of the team should have a collective representation of the following prioritised professional areas:

A) Combination of International & Local TA
B) Teacher Education expertise within the Primary Education Level
C) Conversant with the Ugandan Education System within a decentralized system
D) Understanding and familiarization of the TDMS system in Uganda
E) Specialist in Job Analysis
F) Competency in Institutional Organization Development

10. Reporting Requirements:

Report to Commissioner Teacher Education and M&E Working Group

11. Source of Funding

Cost sharing with MoES, Ireland Aid, and USAID.
Annex 2. Review Team

1. Dr. Ash Hartwell, Education Policy Advisor/Consultant (USAID)
2. Seth Ong’uti, Regional Education Program Officer, AKF
3. Dorothy Aanyu, Teacher Effectiveness & Childhood Learning Advisor, UPHOLD Project
4. Dr. Margo O’Sullivan, Education Specialist (Irish Aid)
5. Zerubabel Ogom Ojoo, Education Economics/Consultant (Irish Aid)
### Annex 3. Programme, Interviews, and Schedule for the Field Visits

<table>
<thead>
<tr>
<th>Date</th>
<th>Designation of officer(s)</th>
<th>Location</th>
<th>Mode of data collection</th>
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</thead>
<tbody>
<tr>
<td>June 12</td>
<td>Commissioner Teacher Ed, Principal Ed officer PTE, Commissioner Sec Ed, Education Policy Institutional Advisor</td>
<td>MoES</td>
<td>Interview</td>
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<td></td>
<td>Development Attaché, Education Advisor</td>
<td>Ireland Aid</td>
<td>Interview</td>
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<td></td>
<td>Senior Education Advisor, USAID</td>
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<td>June 16</td>
<td>Commissioner Ed Planning Dept, Asst Commissioner - M&amp;E, Senior Ed Officer M&amp;E</td>
<td>MoES</td>
<td>Interview</td>
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<td>Hon. Minister of State, Primary Ed, Commissioner Teacher ED</td>
<td>MoES</td>
<td>Interview</td>
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<td>UNEB secretary, NAPE</td>
<td>UNEB Offices</td>
<td>Interview</td>
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<td>June 17</td>
<td>Commissioner, Kyambogo U., Teacher Ed Dept</td>
<td>Kyambogo University</td>
<td>Interview</td>
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<td>Director and staff</td>
<td>NCDC</td>
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<td>June 18</td>
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<td>Education Advisor</td>
<td>Netherlands</td>
<td>Interview</td>
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<td></td>
<td>Director ESA</td>
<td>MoES</td>
<td>Interview</td>
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<tr>
<td>June 20</td>
<td>Principal Shimoni PTC, Deputy principal out reach(2), CCT (8), District Education Officer, District Inspector of schools, Head teachers (6)</td>
<td>Shimoni PTC &amp; Kibuli Catchment area</td>
<td>Focus Group Discussion</td>
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<td>June 21</td>
<td>CCT, In-service Teachers (4)</td>
<td>Wampewo CC, Wampewo P/S</td>
<td>Interviews</td>
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<td>June 22</td>
<td>Travel to Masindi</td>
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<td>June 23</td>
<td>Principal, Head teacher, Teacher, Headteacher, Teacher, CCT, Headteacher, Teacher, CCT, Headteacher, Teacher, CCT, Teacher</td>
<td>(Masindi District)</td>
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<td>Kamurasi PTC, Kigumba Muslim P/S, Kigumba Muslim P/S, Kigumba C/U P/S, Kigumba C/U CC, Nyamahasa P/S, Nyamahasa P/S, Dima P/S, Dima CC, Katulikire P/S, Katulikire P/S, Katulikire CC, Kigumba Muslim P/S</td>
<td>Interview, Interview, Interview, Interview, Interview, Interview, Interview, Interview, Interview, Interview, Interview</td>
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<td>June 24</td>
<td>CCT, Headteacher</td>
<td>Kamurasi CC, Kamurasi P/S</td>
<td>Interview</td>
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<td>Principal, Deputy Out reach, Deputy Pre-service</td>
<td>(Hoima District)</td>
<td>Interview</td>
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<td>Bulera PTC</td>
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<td>Date</td>
<td>Participants</td>
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<td>June 25</td>
<td>Principal, Deputy Outreach, Deputy Pre-service, DEO (Masindi, Hoima, Kibale), DIS (Masindi, Hoima, Kibale), CCTs (7), Headteachers (6) (Masindi, Kibale, Hoima)</td>
<td>Bulera PTC area.</td>
<td>Focus Group Discussion</td>
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<tr>
<td>June 26</td>
<td>Principal, DEO, DIS, Education Officer, Asst IS, Headtechers (8), CCTs (2), CCT, Headteacher, Teacher (2)</td>
<td>(Bushenyi District)</td>
<td>Interview</td>
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<tr>
<td>June 27</td>
<td>Principal, Deputy Outreach, Deputy Pre-service, CCT, Headteacher, Teacher, Headteacher, DEO</td>
<td>(Mbarara District)</td>
<td>Interview</td>
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<tr>
<td>June 27</td>
<td>Headtechers, DEO, DIS</td>
<td>Kampala Central</td>
<td>Interview</td>
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<td>June 27</td>
<td>DEO (Mbarara), DIS (Ntungamo, Bushenyi), Headteachers (8), CCTs (8), Local councillors (6), Principal, Deputy Outreach, Deputy Preservice, Tutors Preservice (12)</td>
<td>Bishop Stuart PTC</td>
<td>Focus Group Discussion</td>
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<tr>
<td>June 30</td>
<td>Deputy Outreach, Deputy Pre-service, Heads of programmes (2), CCT, Head teacher, Teacher, Headteacher, Teacher, In-service Students (4)</td>
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<td>Nakaseke PTC</td>
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<td>Katikamu Sebalamu P/S</td>
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<td>St Kizito Sakabusola P/S</td>
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<td>Luwero Lukomera C/U</td>
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<td>Luwero Lukomera C/U</td>
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<td>Kyetume P/S</td>
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<td>July 1</td>
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<td>DIS</td>
<td>Teacher</td>
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<th>July 2</th>
<th>Principal</th>
<th>Deputy Outreach</th>
<th>Deputy Pre-service</th>
<th>Heads of Programmes (3)</th>
<th>CCT</th>
<th>CCT</th>
<th>CCT</th>
<th><strong>(Iganga District)</strong></th>
<th>Bishop Willis PTC</th>
<th>Interview</th>
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<td><strong>Lake Victoria CC &amp; Sch</strong></td>
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<td>Interviews &amp; Obs</td>
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<td><strong>Nkumba CC &amp; Sch</strong></td>
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<td><strong>Agaliawamu P/S</strong></td>
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<td>Interviews &amp; Obs</td>
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<th>Headteacher</th>
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<th>Headteacher</th>
<th>Deputy Headteacher</th>
<th>Deputy Headteacher &amp; Teachers (7)</th>
<th>Deputy Outreach</th>
<th>Deputy Pre-service</th>
<th>Principal</th>
<th>DEO</th>
<th>DIS</th>
<th>CCT</th>
<th><strong>(Pallisa District)</strong></th>
<th>Kamonkoli P/S</th>
<th>Kamonkoli P/S</th>
<th>Interview</th>
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<td><strong>(Tororo District)</strong></td>
<td>Duba Rock P/S</td>
<td>Butaleja P/S</td>
<td>Interview</td>
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<td>Mabaale P/S</td>
<td>Mukuju PTC</td>
<td>Interview</td>
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<td>Mukuju PTC</td>
<td>Mukuju PTC</td>
<td>Interview</td>
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<th>July 4</th>
<th>DEO (Tororo)</th>
<th>DIS (Tororo)</th>
<th>Principal – Bishop Willis</th>
<th>Deputy Outreach - Bishop Willis</th>
<th>CCTs (2) Iganga</th>
<th>CCTs (2) - Tororo</th>
<th>CCTs (2) – Busia</th>
<th>Headteachers (2) Busia</th>
<th>Headteachers (2) Iganga</th>
<th>Headteachers (2) Tororo</th>
<th><strong>Mukuju PTC</strong></th>
<th><strong>Mukuju PTC</strong></th>
<th><strong>Focus Group Discussion</strong></th>
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| July 9 |                      | Kampala – National Workshop. | | | | | | | | | | | |
Annex 4. Improving Classroom Teaching and Learning

This Annex provides an in-depth view of the data and observations made of the CCT’s work and effectiveness in improving teaching and learning, and provides specific and detailed recommendations for how CCTs’ work can be strengthened. It has five sections:

1. An introductory vignette on a day in the life of a CCT;
2. A table capturing observations on CCT activities, and how they can be made more effective;
3. A case description of a CCT observing a teachers’ lesson, the CCT’s interaction with the teacher, and the evaluation team member (consultant) observations about the process;
4. Specific recommendations for strengthening the effectiveness of CCTs as they work with teachers to improve teaching and learning; and
5. A description of in-school training in the School-based Development Model.

1. Vignette: A day in the life of a CCT

<table>
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<tr>
<th>A day in the life of a CCT – Central District</th>
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<td>The CCT has 16 government schools and sixty private schools. However, “by now there may be more private schools, they are mushrooming overnight” and “I have to collect the data on them”. The road conditions are reasonable and within 10km of the CC. The CCT had prepared her lesson observation sheets the previous day and we set off from the CC. She met with the headteacher and discussed the “good condition of the compound and the toilets” and congratulated her on her work. She then observed two teachers and provided each with feedback (she spent approximately 1½ hours with each teacher). She pointed out that when she can spend the whole day in the school, she calls “all the teachers together to highlight some points”. During lunch, she was phoning headteachers to remind them of their meeting in the afternoon. That afternoon, however, she had to attend a monthly meeting with the DEO, DIS, and representatives from the headteachers’ association. On our way to the meeting, she received a phone call from the DIS asking her to bring up-to-date data on the schools with her. She indicated to us that she would now have to abandon plans and collect this data over the next few days as “it needs to be updated from last month”. The meeting took over three hours and they discussed a number of areas: dropout, headteachers returning forms for exam papers, and PIASCEY.</td>
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</table>
2. **Table: Analysis of CCT Effectiveness:**
The table below was developed based on observations made in the classrooms, the schools and the training sessions with CCTs. It sets out to address three questions:

1) Currently, how effective are CCT activities in improving classroom teaching and learning?
2) What can CCTs realistically do to improve teaching and learning? And
3) How can they be supported in this endeavor?

<table>
<thead>
<tr>
<th>CCT activity</th>
<th>Current effectiveness in improving T&amp;L</th>
<th>How can it be made more effective?</th>
<th>How can they be supported in this endeavour?</th>
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<tbody>
<tr>
<td>School visits and lesson observation</td>
<td>• CCT overload limits most school visit activities to the checking of schemes of work, lesson plans, and instructional aids, and gathering data. However, they are spending little time in classrooms observing and using observations to identify training needs (i.e. conducting effective school-based training, see later section). Many teachers interviewed indicated that “she has seen me once”, “she has never seen me”. One CCT lamented “sometimes it would take two years [to observe each teacher], I don’t like this, I want to work with teachers and schools more”. • CCTs address this by sampling teachers during school visits and then providing feedback to all the staff. Sometimes, they will provide a workshop on an area that is causing all teachers</td>
<td>• Limit the CCTs to 25 schools, they can then have the time to conduct effective school visit activities. • CCTs’ school visits should always include some lesson observation and workshop type activity with all staff (not possible for them to observe all teachers). • CCTs need training on the type of feedback they provide to teachers upon observations of lessons – see next section. • Set up peer teaching (like Aga Khan) for streams. HODs and deputy headteachers could take some responsibility for co-ordinating it.8 • Headteachers take a more active role, many of them already doing this, in regular observation and review of work.9</td>
<td>• Re-mapping of schools to ensure that all are within reasonable distances of the CC • Ministry agree that CCTs maximum load should not exceed 25 schools. • Districts ensure that headteachers carrying out their supervision of teachers duties, thus supporting the CCTs work. • Districts ask HODs and deputy headteachers to take on some responsibility for school-based training to support the work of the CCTs.</td>
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problems. This is an effective approach, but CCT overload prevents them from doing this regularly enough to have a strong impact on the improvement of T&L.

- Lesson observation feedback provided to teachers is not focusing enough on improving the actual processes of T&L – see later section.

| CPD for CCTs | Currently, it is not effective – CCTs indicated that they are spending too much time attending workshops and this limits the time they have available for school visits and other activities: “We spend more time at workshops than we give back” (CCT). This does not provide added value.
- Themes of workshops not always related to T&L, e.g. one CCT attended a workshop on family planning.
- CCTs complained that some workshop facilitators “not prepared and wasting our time”.
- The quality of training they receive at workshops is also questionable, it is often lecture based training, and not conducive to developing CCTs’ skills in supporting teachers to improve the quality of T&L.

| CPDs provided by CCTs for teachers | Currently, taking place during school days, lessening the amount of T&L that can take place at schools
- CPDs seem to be mainly focused on topics mandated by the ministry, rather than on needs identified in schools by the CCTs (because of limited time available to CCTs). “I would prefer to spend more time at school doing workshops”
- Observations indicate that CCTs mainly using lecturing and rote methods when facilitating

| | It needs to be pointed out that even when CCTS only have time to check schemes etc., teachers appreciate their visits. It raises their morale “we like to see the CCT in the school, some one is helping us”.

| | Increase CCTs’ fuel allowances to enable them to visit schools more often
- Consider what to do about the issue of private schools receiving services of the CCTs

| | CCTs should only attend CPDs which are most likely to impact upon T&L
- All CPD facilitators must be trained to use methods other than lecturing and rote.

| | Provide training to CCTs on training methods, which are more likely to lead to improved T&L in classrooms.
- CCTs should provide more school-based CPDs, based on needs identified during lesson observations (see later section).
- CPDs could include sharing best practices sessions. A number of teachers observed used a technique(s) or method(s) that was (were) effective. Teachers could be invited to share those at CC and school-based

| | Limit the number of days available for CPDs
- Limit CPDs to holidays and weekends (also recommended in WB PETDP completion report, 2001)
- Funding should be made available to spend more time conducting CPDs, which teachers find particularly useful, e.g. the curriculum
### CPDs

- Workshops could focus on T&L e.g. analyzing a lesson plan and together teachers and CCTs identifying various ways to teach the lesson.
- School-based workshops could focus on encouraging teachers to use the methods suggested in the curriculum, e.g. role-play, field visits, making materials, etc.
- All teachers want more CPDs on this. Also, the MoES (undated) training modules on this offer useful advice to teachers.

### Peer Group Meetings

- Training methods observed at three PGMS are not conducive to developing student teachers' skills in providing quality T&L.  
  
- In-service students need to study the modules in their own time and then the CCTs can use the PGMs to explore the content, discuss it, develop an understanding of it and develop in-service teachers' skills in applying the knowledge. They could use techniques such as role play, micro-teaching, etc.

### Headteachers' meetings

- Are effective as they provide a forum for headteachers. However, currently, observations of headteachers' meetings indicated that they do not spend time discussing how they can support teaching and leaning improvements in the classroom.

- Part of each meeting include a mini-training session facilitated by the CCTs for headteachers on effective techniques, methods and approaches which they can encourage their teachers to use in the classrooms.

- Outstanding HTs should be encouraged to co-facilitate and share experiences on best practices.

### Implementation workshops

- Ministry should increase budget for training for CCTs on effective T&L methods, see above.

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10 One PGM observed involved the CCT reading through the students’ schemes of work, while they copied sections of the modules into their notebooks. Shortage of modules was cited as the reason for this. The other two involved the CCT and a teacher lecturing to the students on the content in the modules, notes were written on the chalkboard and the students copied them. No effort was made to develop in-service teachers’ skills in applying the knowledge in the classroom i.e. methods of teaching reading.

11 The agenda at a meeting observed included: (1) Prayers (2) Communication from the chairperson (3) Reactions from the communication (4) Reactions from the CCT (5) Programme for joint supervision (6) Programme for games and sports (7) Development of our centre. The discussion on the joint supervision programme focused on technical aspects i.e. numbers of teachers observed etc., but no discussion on the type of T&L techniques they were seeking to improve.
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<td><strong>Collecting data</strong></td>
<td>• This is a necessary activity, as CCTs need data on enrolment</td>
<td>• Districts should not have to rely on CCTs to collect data</td>
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<td>etc. to enable them to plan their work. However, currently, they</td>
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<td>are being asked to do a lot of the data gathering for the</td>
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<td>districts and this is “taking a lot time”.</td>
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<td><strong>Collaboration with other stakeholders</strong></td>
<td>• Also a useful activity, but currently, little focus on T&amp;L</td>
<td>• CCTs and IS, when they visit schools together, could focus</td>
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<td>processes.</td>
<td>more on T&amp;L processes, rather than on schemes etc. Schemes/</td>
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<td>lesson plans should be seen as tools in moving towards TL</td>
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<td>outcomes</td>
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<td><strong>Community mobilisation</strong></td>
<td>• Overload a problem, but when the CCTs reach parents, they</td>
<td>• Enlist headteachers’ support in community sensitization on</td>
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<td>encourage them to support their children’s efforts to learn e.g.</td>
<td>the need to support their children.</td>
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<td></td>
<td>doing their homework.</td>
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<td></td>
<td>• Enlist headteachers’, LC members, and district’s support in</td>
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<td>community sensitization on the need to support their children.</td>
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3. CCT Training on Improving T&L

This section will use lesson observations, interview data and observations of CCTs conducting school visits to illustrate a critical gap in improving T&L i.e. CCTs own knowledge and expertise in effective practices (techniques, activities, methods and approaches), which will bring about T&L. As highlighted at the beginning of this annex, CCTs are effective change agents. They have brought teachers to the stage of readiness to take on board effective T&L approaches i.e. teachers have developed basic teaching skills and are writing lesson plans and schemes. However, data indicates that the CCTs need to begin focusing on bringing about improvements in what actually goes on in classrooms to bring about more effective learning. This section will use an observation of a lesson and post-lesson observation conducted by a CCT, which is typical of observations of four CCTs shadowed by one of the consultants to illustrate CCTs’ strengths in lesson observations skills and the gap in their knowledge and skills of T&L; and to suggest some T&L skills and methods that could address this gap and which CCTs could then seek to develop amongst their teachers (these were listed in section 2.1. of the report).

Lesson that CCT Observed
Grade: IV  Number of pupils: 48  Subject: IPS
State of classroom: Clean, desks arranged in groups, bright, spacious, displays of various charts.

The lesson plan (stages summarized)
• **Objectives:** At the end of the lesson the children will be able to (a) Give examples of service providers (b) Draw service providers in their exercise books.
• **Methods:** Exploration, discovery, observation, questioning and answering.
• **Introduction phase:** Revise the previous lesson with some questions.
• **Experiencing phase:** Through discussion lead the children to the various service providers.
• **Sharing of experiences:** Teacher will read through the service providers and then teacher will show children chart showing them [she didn’t do this].
• **Evaluation phase:** Through instructions children will write the service providers in their books and draw some of them.
• **Brief description of the lesson:** Teacher wrote the date and title of the lesson on the board: ‘service providers’. Children repeated it several times. She then revised the previous lesson by asking three recall questions. She then elicited various service providers from the children e.g. doctor, nurse, teacher. She praised children’s contributions, wrote each one on the chalkboard and asked the others to repeat it several times. When eight providers were on the board, she asked the children to read through them several
times in unison. Then she distributed their exercise books and asked the children to copy the notes on the board and also to draw three service providers.

CCTs Post-observation Session with the Teacher on the Lesson

The CCT had a warm and encouraging manner and made the teacher feel comfortable. She had not observed the teacher previously. She began by asking her what she thought of the lesson. The teacher indicated that it went according to the lesson plan and children “picked something”, but that she was very nervous. The CCT then highlighted the positive points of the lesson (she had written these and used carbon paper to provide a copy for teacher):
- ‘good classroom environment’
- ‘children were interested and participated in the lesson’
- ‘I want to appreciate you, I am grateful that you have started the IPS [Integrated Production Studies]’
- ‘schemes are completed’
- ‘lesson plan written and has a logical approach’
- ‘objectives o.k, you used cognitive and psychomotor objectives’
- ‘you probed learners’
- ‘marked books’
- ‘they are mixed ability’
- ‘your appearance is smart and presentable’.

The CCT then discussed areas for improvement:
- ‘What about the affective objectives’?
- ‘model some of the people’
- ‘try to use a pointer’
- ‘some spellings wrong’
- ‘use groups to give out exercise books’
- ‘date all lesson plans for schemes’
- ‘ask HOD and headteacher to sign lesson plans and schemes’
- ‘could have used other methods [did not say which methods]’
Consultant’s View of the Feedback

The CCT’s post-observation skills are very effective – she tried to elicit the teacher’s views on the lesson and had a non-threatening, warm and encouraging manner. All CCTs observed used effective counseling skills which are based on effective international practices in coaching, mentoring and clinical lesson observation approaches (Cogan, 1973; Cauvas and Handel, 1986; Smyth, 1986).

The consultant did not agree with the effectiveness of all of the positive comments. The children did not seem particularly interested in the lesson – they knew the names of the service providers already. Their participation in the lesson was ineffective – it was limited to individual children providing the names of service providers (which only indicated pupils’ ability to memorise the service providers) and class repetition of the names of service providers. The objectives do not indicate the extent to which pupils will understand and use the content of the lesson. Similarly, the lesson plan highlighted the use of a variety of methods e.g. exploratory (see lesson plan) but the observation of the lesson indicated the use of only two methods – questioning children to elicit the names of service providers and repetition to enable children to memorise them. The CCT did not pick up on this and when asked, was unable to offer practical examples of implementing the methods written in the lesson plan. [None of the CCTs did this. It seems to the author that they didn’t really understand the application of these methods in the classroom]. This lesson plan could not bring about effective learning. Finally, the probing of the learners, which the CCT highlighted as effective, was limited to eliciting the names of service providers. If the CCT had made use of other types of questions, e.g. what do you think of the work that doctors do?, to probe the learners, it would have led to more effective learning. The CCT did not pick up on this.

The consultant also felt that the comments on areas for improvement would not develop the teacher’s capacity to bring about effective T&L. Most of the advice was useful e.g. model some of the people and use groups to distribute the exercise books. However, she could have discussed the modeling technique more e.g. ask the learners to model as a class, and as a guessing game. Also, she should have discussed the other methods that she could have used. In the next section, I will explore examples of techniques that could have been effectively used in the lesson and in other lessons observed to bring about effective learning. The consultants suggest that CCTs need quality training in the development of their expertise in various effective methods other than rote and their practical application of these methods, that teachers can use to bring about learning, and which will still enable children to ‘learn’ the content in order to pass the exams. The training however, must be of high quality and it is suggested, include the following areas presented below. It is considered that they are implementable in the teachers’ ‘classrooms realities’ and could lead to considerable improvement in the quality of T&L in classrooms.
### 4. Recommendations for Strengthening the Training and Work of CCTs

#### NOTES ON METHODS FOR IMPROVING CCT TRAINING FOR TEACHING AND LEARNING

| When writing objectives, consider the T&L that they can bring about. | CCTs’ focus on objectives is mainly centred on whether teachers have stated objectives in their plans or not. It does not move to an analysis of the usefulness of the objectives in bringing about quality T&L. All objectives seen by the consultants were not conducive to developing skills other than rote memory amongst the learners e.g. by the end of the lesson, learners should be able to:
| | ➢ Name types of animals on a farm
| | ➢ State type of farm houses
| | ➢ Draw the structure of the lungs
| | ➢ Name the parts of the respiratory system
| | ➢ Describe 5 breathing mechanisms
| | ➢ Talk of inhalation and exhalation
| | ➢ List diseases that humans can have
| A focus on writing useful objectives could be an effective starting point for improving T&L. CCTs must encourage teachers to consider the type of learning that the objectives will lead to, if it is achieved, e.g. Does the objective indicate to what extent the children understand the content, can use and apply the content, and can relate it to other areas? To what extent does the objective indicate what the learner will be able to do, what skills and competencies it will develop amongst the learners? The CCTs could use the curriculum to guide this process – it needs to be pointed out that most of its objectives are similar to those cited above, however, it also includes objectives which seek to develop competencies other than memorization, for example: to enable the learner to: “develop the skills for improving his/her own health”, “to use vocabulary to express likes and dislikes”, “to use polite language when making requests”.

| Writing lesson plans and schemes that include methods other than rote | As for lesson objectives, CCTs’ focus has been on checking whether or not teachers have written them, rather than examining the extent to which they lead to quality T&L. All lesson plans tended to follow the same pattern as in the example above (introduction phase = revision questions, experiencing phase = rote input, sharing of experience phase = repetition of input and evaluation phase = copying notes). They are input rather than process-oriented. No effort is made to indicate outputs i.e. assessment of learning. Some lesson plans included slight deviations, which highlighted the potential e.g. children will examine seeds in groups [however, the teacher did not execute this as planned, she gave the seeds to one child in the group only and they looked at them and gave them back to the teacher, without sharing them with the other children in the group]. Other lesson plans indicated the use of written activities other than copying from the blackboard. |
### NOTES ON METHODS FOR IMPROVING CCT TRAINING FOR TEACHING AND LEARNING

CCTs need to zoom in on the language of the phases in lesson plans and what is intended by them, e.g., experiencing phase. It is assumed, would involve the use of various activities to present material to children in a way other than chanting. Similarly, the ‘sharing of experience’ stage suggests that children actually do something to use what they have learned in the previous phase and to demonstrate their understanding of it. Currently, it mainly involves rote repetition of content areas written on the chalkboard. Also, teachers need to ask themselves if they are actually using the methods they list in the lesson plan, i.e., “which activities am I using within the exploratory/discover/individual method.”

Training on various methods of teaching should be encouraged so that teachers fully understand and appreciate reasons for using the methods. For example, Capper, J. et. al, in their evaluation of the AKF Kisumu SIP, identified the problem that while teachers can define methods such as child-centred learning, working in groups, etc., in practice they did not use them mainly because they have not fully appreciated the intrinsic value in their use. Joanne in her paper (February 1997) gives further reasons and explanations why this is the case.

#### Asking different types of questions

All questions asked are recall questions – they seek to elicit facts, e.g., name the service providers? These questions only develop one skill – memorization. Teachers need to be encouraged to ask higher-order questions, questions that seek to encourage children to think and provide them with an opportunity to express their opinions, e.g., why should we wash our bodies? What do you think he should do?

#### Encourage teachers to use practices other than rote

CCTs need to be shown where and how to access practices (activities, techniques, methods, and approaches), other than rote. Firstly, there are ample examples of effective practices in the curriculum and other training books, such as the four MoES (undated) curriculum implementation modules. For example, the curriculum guidelines for the ‘service providers’ lesson described earlier suggests that the teacher uses a chart to illustrate and discuss various occupations and also “organizes and guides the learners in role play.” The teacher also could have asked the children to work in groups to dramatise work scenarios of different service providers, played a guessing game by role-playing service providers and the other children guess who they are imitating, invited a guest speaker, played word games to support children’s capacity to read and understand the words, personalised it – asked children if any of their parents work as a service provider, if they know one, what they think of the work they do, if they would like to be one of these when they grow up, why, etc.. Other methods suggested in the curriculum are, for example, use of various local materials, games, eliciting learners’ own experiences, debates, use of songs, rhymes and storytelling, field visits, planting seeds in Science, use of various group activities, e.g., children use words to devise a song, use of dance, etc.

Secondly, the CCTs could take note of successful practices they observe teachers using and share these with other teachers. In a number of lessons observed during the field work, effective practices were observed, e.g., in one grade 7 lesson children
### Use textbooks

Ugandan textbooks are well written and presented and can provide useful support to the learning process. Currently, all schools have textbooks, even if the children have to share them. However, textbooks were only used in two of the observed lessons and then were only used for copying notes into exercise books. CCTs must develop teachers’ skills in using them more effectively. One of the MoES’ (undated) four curriculum implementation modules focuses on the use of textbooks and offers some practical and useful advice, e.g. use the pictures to ask questions, ask children to find words, ask children to complete activities in the textbooks which provide them with opportunities to apply what they have learned.

### Use instructional aids

Currently, CCTs focus is on encouraging teachers to make and display instructional aids in the classrooms. Now, they need to turn their attention to their effective use. As with the use of textbooks, one of the curriculum implementation modules, offers useful suggestions on the use of aids.

### Be flexible and respond to informal assessment of learning

Most teachers, when asked, could point out whether or not learners understood the lesson “they didn’t get it [place value in maths], but the next teacher was coming in, so I had to leave it”. Teacher should use their informal assessments of learning to adapt lessons. The issue of subject teaching and its limiting of flexibility has been discussed in the report and is one that needs to be looked at.
### Writing activities and marking books

CCTs’ focus has been on ensuring that teachers are marking books. They do not explore the extent to which they use the marking to assess learning and to spend more time teaching areas that children have not understood, as evidenced by exercises. Also, the CCTs did not comment on the actual activities in exercise books, most of which are copying from the chalkboard. Examples of activities other than copying, for example, in the case of the ‘service providers’ lesson, include: writing five sentences describing the service provider you would most like to be; list the service providers in order of importance and compare and discuss your ranking with your partner.

### Assessing learning

CCTs did not comment on teachers’ failure to assess learning. Advice on how to do this is available in most subject areas in the curriculum e.g. “Give learners exercises to group things according to whether they are living or non-living things”; “Observe learners during their demonstration to check whether they have developed skills and habits of cleaning their body”; “Find the total bills of simple money transactions”; “Name what they feel are the most crucial needs of the school (to prioritize needs)”.

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5. **Use of School-based Training to Facilitate the Implementation of the T&L Suggestions**

As outlined in the table earlier, all of the CCTs’ many activities have implications for T&L. One of these activities, school visits, as discussed in section 3.3. of the report, it is proposed, has the most potential for improving the quality of T&L. It will also most effectively enable the eventual implementation of the T&L suggestions highlighted in the previous section. CCTs are keen to spend more time on this aspect of their work: “we are trainers, first of all, and must be at schools more”. All stakeholders interviewed highlighted the need for CCTs “to spend more time at schools observing lessons” (DIS). The World Bank completion report of the PETDP (2001) suggests that CCTs spend 70% of their time in schools.

The school-visits, however, need to use school-based training approaches more effectively. Currently, CCTs, as pointed out earlier, often only have time to greet staff and check schemes and lesson plans. This is a worthwhile activity, but as has been shown in this annex, it does not lead to improved T&L at the chalkface. The international literature highlights the effectiveness of school-based
work i.e. when training takes place in a location other than the school but which is based on needs identified at the school and involves adequate supervision and follow-up of the training in the school (Greenland, 1983; Hopkins, 1986; Verspoor, 1989; Rust and Dalin, 1990; Fullan, 1991; Black et al, 1993; Heneveld and Craig, 1996; O’Sullivan, 2001, Farah et.al. 2002). Various useful models have been devised and used effectively. For example, Henderson’s (1979: 21) school-focused model which has three elements: “… identification and definition of needs, development and execution of appropriate INSET activities to meet these needs, and evaluation”; the notable Joyce and Showers’ (1980, 1988) theory-demo-practice-feedback model of training model; Avalos’ (1985) procedural model; and Steadman et al’s (1995) empirical-rational model of school-focused INSET. One of the consultants devised a similar model, which she found led to the successful implementation of training in 145 Namibian classrooms (O’Sullivan, 2001). It is entitled the INSET strategies model and involved the following stages: Needs assessment, organization, determination of content, training, follow-up and evaluation. A feature common to all the models is their cyclical nature, which facilitates implementation. It tends to involve teachers, HODs, deputy headteachers and headteachers in a collaborative effort to bring about changes in their practices.

It generally involves:

• lesson observation to identify training needs
• provision of school-based training to address the needs
• follow-up lesson observations to support teachers’ efforts to implement and to identify further needs

The lesson observations are conducted by the school staff alone or supported by observations from an external trainer, in the case of Uganda, the CCT.

Research has found the approach to be particularly effective when it is sustained over a long period. There are few, if any, countries, which have actually institutionalized a school-based system. The CCT system in Uganda is a wonderful exception. The system needs to now become more effective in bringing about improvements in T&L. If CCTs were supported in spending a considerable amount of their time on school-based training, the potential impact is considerable.

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12 Technically speaking, school-based training refers to training identified and provided by a school staff for themselves. The CCT model, draws from Henderson’s (1974, cited in Henderson, 1979) school-focused model, as it involves school-based training that is supported by an external tutor. However, this report uses the term school-based training as the CCTs use both – i.e. they provide some training workshops at the CC and some at the schools.
Currently, CCTs use the model above i.e. they visit schools, observe a sample of teachers and conduct a workshop in the afternoons to address ‘some problems’. However, its use is sporadic, this type of activity needs to take place regularly, at least once a term. To ensure the success of school-based training in improving T&L, it is suggested that CCTs use school-visits to conduct the following activities:

- Conduct lesson observation visits in the morning and provide feedback to teachers. Use these to identify training needs and to plan future workshops at the school.
- In the afternoons, support the system of peer coaching in the school – use deputy headteachers, headteachers and HODs to coordinate it.\textsuperscript{13}
- In the afternoons provide all staff with training on various practices, such as those highlighted in the previous section, or others which emerged from lesson observations during previous visits, which will improve T&L. This training should only seek to develop teachers’ capacity to use one, or a few only, effective practices e.g. one afternoon could be devoted to asking questions. Peer teaching could then focus on supporting the implementation of the new practice(s).
- Reliance on rote and lecturing approaches must be abandoned and replaced with participatory methods, such as:
  o sharing best practices – each teacher could be invited to share an activity that she found successful and the CCT could share practices that she has observed in the school and other schools which are effective
  o Writing a lesson plan together and coming up with a variety of activities and methods that could be used to teach it
  o Sharing and analyzing activities which did not work for a particular teacher or teachers
  o Microteaching new practices developed during the workshop
  o Discussing methods in the curriculum and how they can be practically applied in the classroom.

\textsuperscript{13} Consultant observations of peer teacher observations at schools supported by Aga Khan’s EUPEK highlight the success of peer coaching in Uganda i.e. the HOD of each stream co-ordinates teachers in the stream observing each other regularly and working together to write lesson plans and schemes and review their work. The school-based approach used by the Aga Khan has been found effective.
# Annex 5. Salary Scales for Teachers and Tutors

<table>
<thead>
<tr>
<th>Scale</th>
<th>Cadres Covered</th>
<th>Range/Year (Shs)</th>
<th>Range /Month (Shs)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Untrained Teacher</td>
<td></td>
<td>80,000</td>
</tr>
<tr>
<td>U7</td>
<td>Primary Teacher</td>
<td>1,208,159-1,261,196</td>
<td>105,370-109,790</td>
</tr>
<tr>
<td>U6</td>
<td>Head Teacher Grade 4, Deputy Head Teacher Grade 3</td>
<td>1,443,119-1,562,275</td>
<td>124,950-134,880</td>
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<tr>
<td></td>
<td>Tutor Grade V</td>
<td>1,763,878-1,960,741</td>
<td>151,680-348,470</td>
</tr>
<tr>
<td>U5C</td>
<td>Head Teacher Grade 3, Deputy Head Teacher Grade 2, Tutor Graduate, Senior Tutor</td>
<td>3,997,200-4,075,080</td>
<td>420,140-426,630</td>
</tr>
<tr>
<td></td>
<td>Same</td>
<td>3,997,200-5,706,228</td>
<td>151,680-607,940</td>
</tr>
<tr>
<td></td>
<td>Same</td>
<td>3,997,200-4,497,960</td>
<td>420,140-483,860</td>
</tr>
<tr>
<td>U4</td>
<td>Deputy Head Teacher Grade 1, Head Teacher Grade 2</td>
<td>4,419,360-4,997,960</td>
<td>477,310-483,860</td>
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<tr>
<td></td>
<td>Same</td>
<td>4,419,360-4,997,960</td>
<td>477,310-483,860</td>
</tr>
<tr>
<td>U3</td>
<td>Head Teacher Grade 1, Principal Tutor</td>
<td>5,452,176—5,706,228</td>
<td>586,770-607940</td>
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<tr>
<td></td>
<td>Same</td>
<td>5,452,176—5,706,228</td>
<td>586,770-607940</td>
</tr>
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<td>U2</td>
<td>Senior Principal Tutor</td>
<td>7,801,1176-8,041,488</td>
<td>805,355-825,380</td>
</tr>
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<td>U1</td>
<td>Deputy Principal PTC, Principal PTC</td>
<td>9,258,340-9,838,080</td>
<td>958,150-1,006,430</td>
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<tr>
<td></td>
<td></td>
<td>9,838,080</td>
<td>1,006,430</td>
</tr>
</tbody>
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