



Uganda

TEACHERS

SABER Country Report
2012

Policy Goals

1. Setting clear expectations for teachers

There are clear expectations for what students should learn and what teachers are supposed to do. However, the proportion of school time dedicated to instructional improvement may be limited.

Status

Established



2. Attracting the best into teaching

Entry requirements, teacher pay, and working condition may not be appealing for talented candidates, signaling teaching as a low status profession. Career opportunities have recently been reformed to make them more attractive.

Latent



3. Preparing teachers with useful training and experience

Current teacher initial education systems may not be best suited to ensure good quality teachers. Beginning teachers have opportunities to develop practical teaching skills, but only for a limited period of time before they are expected to teach without guidance.

Emerging



4. Matching teachers' skills with students' needs

There are systems in place to ensure that there are no teacher shortages in hard-to-staff schools, as well as to identify and address staffing deficits in critical shortage subjects such as Math.

Established



5. Leading teachers with strong principals

Principals are expected to monitor teacher performance and provide support to teachers to improve instructional practice, but there are no specific training requirements to ensure that principals have the necessary skills to act as instructional leaders and successful managers.

Latent



6. Monitoring teaching and learning

There are systems in place to assess student learning in order to inform teaching and policy. The existing mechanisms to monitor teacher performance include a variety of criteria and sources of information in order to assess teacher performance in a multi-dimensional way.

Established



7. Supporting teachers to improve instruction

There are opportunities for teacher professional development, but the type of activities that are included may not necessarily lead to the improvement of instructional practice.

Latent



8. Motivating teachers to perform

There are mechanism in place to hold teachers accountable. Career opportunities are linked to teacher performance, but salaries are not.

Emerging



Overview of SABER-Teachers

There is increasing interest across the globe in attracting, retaining, developing, and motivating great teachers. Student achievement has been found to correlate with economic and social progress (Hanushek & Woessmann 2007, 2009; Pritchett & Viarengo 2009; Campante & Glaeser 2009), and teachers are key: recent studies have shown that teacher quality is the main school-based predictor of student achievement and that several consecutive years of outstanding teaching can offset the learning deficits of disadvantaged students (Hanushek & Rivkin 2010; Rivkin, et al. 2005; Nye et al. 2004; Rockoff 2004; Park & Hannum 2001; Sanders & Rivers 1996). However, achieving the right teacher policies to ensure that every classroom has a motivated, supported, and competent teacher remains a challenge, because evidence on the impacts of many teacher policies remains insufficient and scattered, the impact of many reforms depends on specific design features, and teacher policies can have very different impacts depending on the context and other education policies in place.

A new tool, *SABER-Teachers*, aims to help fill this gap by collecting, analyzing, synthesizing, and disseminating comprehensive information on teacher policies in primary and secondary education systems around the world. SABER-Teachers is a core component of SABER (Systems Approach for Better Education Results), an initiative launched by the Human Development Network of the World Bank. SABER collects information about different education systems' policy domains, analyzes it to identify common challenges and promising solutions, and makes it widely available to inform countries' decisions on where and how to invest in order to improve education quality.

SABER-Teachers collects data on ten core teacher policy areas to offer a comprehensive descriptive overview of the teacher policies that are in place in each participating education system (see Box 1). Data are collected in each participating education system by a specialized consultant using a questionnaire that ensures comparability of information across different education systems. Data collection focuses on the rules and regulations governing teacher management

systems. This information is compiled in a comparative database where interested stakeholders can access detailed information organized along relevant categories that describe how different education systems manage their teacher force, as well as copies of supporting documents. The full database is available at the SABER-Teacher website.

Box 1. Teacher policy areas for data collection

1. Requirements to enter and remain in teaching
2. Initial teacher education
3. Recruitment and employment
4. Teachers' workload and autonomy
5. Professional development
6. Compensation (salary and non-salary benefits)
7. Retirement rules and benefits
8. Monitoring and evaluation of teacher quality
9. Teacher representation and voice
10. School leadership

To offer informed policy guidance, SABER-Teachers analyzes the information collected to assess the extent to which the teacher policies of an education system are aligned with those policies that the research evidence to date has shown to have a positive effect on student achievement. SABER-Teachers analyzes the teacher policy data collected to assess each education system's progress in achieving 8 Teacher Policy Goals: 1. Setting clear expectations for teachers; 2. Attracting the best into teaching; 3. Preparing teachers with useful training and experience; 4. Matching teachers' skills with students' needs; 5. Leading teachers with strong principals; 6. Monitoring teaching and learning; 7. Supporting teachers to improve instruction; and 8. Motivating teachers to perform (see Figure 1).

Figure 1: 8 Teacher Policy Goals



The 8 Teacher Policy Goals are functions that all high-performing education systems fulfill to a certain extent in order to ensure that every classroom has a motivated, supported, and competent teacher. These goals were identified through a review of evidence of research studies on teacher policies, and the analysis of policies of top-performing and rapidly-improving education systems. Three criteria were used to identify them: teacher policy goals had to be (i) linked to student performance through empirical evidence, (ii) a priority for resource allocation, and (iii) actionable, that is, actions governments can take to improve education policy. The eight teacher policy goals exclude other objectives that countries might want to pursue to increase the effectiveness of their teachers, but on which there is to date insufficient empirical evidence to make specific policy recommendations.

By classifying countries according to their performance on each of the 8 Teacher Policy Goals, SABER-Teachers can help diagnose the key challenges that countries face in ensuring they have effective teachers. For each policy goal, the SABER-Teachers team identified policy levers (actions that governments can take to reach these goals) and indicators (which measure the extent to which governments are making effective use of these policy levers). Using these policy levers and indicators, SABER-Teachers classifies education systems' performance on each of the eight teacher policy goals

using a four-category scale (latent, emerging, established, and advanced), which describes the extent to which a given education system has in place teacher policies that are known to be related to improved student outcomes. The main objective of this assessment is to identify the strengths and weaknesses of the teacher policies of an education system and pinpoint possible areas for improvement. For a more detailed report on the eight teacher policy goals, policy levers and indicators, as well as the evidence base supporting them, see Vegas *et al.* (2012).

The main focus of SABER-Teachers is on policy design, rather than on policy implementation. SABER-Teachers analyzes the teacher policies formally adopted by education systems. However, policies “on the ground”, that is, policies as they are actually implemented, may differ quite substantially from policies as originally designed, and in fact they often do so, due to the political economy of the reform process, lack of capacity of the organizations in charge of implementing them, or the interaction between these policies and specific contextual factors. Since SABER-Teachers collects limited data on policy implementation, the assessment of teacher policies presented in this report needs to be complemented with detailed information that describes the actual configuration of teacher policies on the ground.

This report presents results of the application of SABER-Teachers in Uganda. It describes Uganda's performance in each of the 8 Teacher Policy Goals, alongside comparative information from education systems that have consistently scored high results in international student achievement tests and have participated in SABER-Teachers. Additional detailed descriptive information on Uganda's and other education systems' teacher policies can be found on the SABER-Teachers website.

Uganda's teacher policy system results

Goal 1: Setting clear expectations for teachers

Established ●●●○

Setting clear expectations for student and teacher performance is important to guide teachers' daily work and align necessary resources to make sure that teachers can constantly improve instructional practice. In addition, clear expectations can help ensure there is coherence among different key aspects of the teaching profession, such as teacher initial education, professional development, and teacher appraisal.

SABER-Teachers considers two policy levers school systems can use to reach this goal: (1) clear expectations for what students should know and be able to do, and how teachers can help students reach these goals; (2) useful guidance on teachers' use of time to be able to improve instruction at the school level.

(1) In Uganda, there are clear expectations for what students are expected to learn and for what teachers are supposed to do. The national government through its relevant agencies is responsible for setting goals and aims of education, providing and controlling the national curriculum, and determining the language and medium of instruction (Education Act 2008). The national curriculum is determined by the National Curriculum Development Center (NCDC), and all districts need to comply with it. Functions of the NCDC are: to carry out curriculum reform, to initiate new syllabuses and revise existing ones; to draft teaching schemes, textbooks, teachers' manuals and examination syllabuses in cooperation with teaching institutions and examining bodies; and to design and develop teaching aids and instructional materials, among others. For example, the "In-service guidelines for teacher on the teaching of Reading and Writing" provide for each grade in the lower primary school the topics to be covered each term and the competences that students are expected to master (NCDC 2005).

The tasks teachers are expected to carry out are officially stipulated (see Teachers Code of Conduct of

1996 and the Scheme of Service for Teaching Personnel 2008). Official teacher tasks vary depending on the rank of the teaching career ladder the teacher belongs to. Education assistants (primary schools classroom teachers) are expected to prepare lesson plans and schemes of work in line with the national curriculum, conduct lessons, evaluate student performance, keep class records, and participate in co-curricular activities and community activities. Principal Education Assistants (classroom teachers in the highest rank of the teaching career ladder) are expected to carry out the same tasks as Education Assistants, but must in addition mentor other teachers and coordinate departmental academic programs and work plans.

(2) Guidance on teachers' use of time could focus more on ensuring that work conditions allow them to focus on improving instruction. Primary school teachers' working time in Uganda is officially defined as the number of hours spent at school (as opposed to merely counting contact time with students), which indirectly recognizes that teachers need to devote some time to non-teaching tasks, such as lesson planning, the analysis of student work, and professional development, as well as administrative tasks.

However, there are no clear specifications for the use of teachers' time during the school day beyond the time that should be devoted to teaching students. Students in the upper grades of primary school (grades 4 through 7) are expected to be at school from 8 am to 5 pm, while students in the lower grades (grades 1 through 3) leave school early, after the lunch break (Ministry of Education and Sports, 2010a). Teachers, in turn, are expected to be at school during the duration of the school day, which is the same as that for upper primary students. This arrangement of school time, combined with the fact that there are no clear specifications for the use of time not devoted to teaching, may result in not enough time devoted at the school level to lesson planning, the grading of student work, the analysis of student performance trends, and other activities that research suggests are associated with the improvement of education quality at the school level, particularly in the case of upper primary school teachers.

In contrast, successful education systems such as Ontario, Finland, Japan, South Korea, and Singapore devote considerable time at the school level to activities

that are related to instructional improvement, such as collaboration among teachers on the analysis of instructional practice, mentoring, and professional development (Darling Hammond & Rothman 2011, Darling-Hammond 2010, Levin 2008). In addition, these systems tend to devote a smaller share of teacher’s time to actual contact time with students, and a relatively larger share to teacher collaboration, on-site professional development, and research on the effectiveness of various teaching strategies. Japan, for example, devotes about 40 percent of teachers’ working time to this type of activities, while Ontario currently devotes 30 percent (Darling Hammond & Rothman 2011).

Figure 2. Teachers’ official tasks related to school improvement

	Uganda	Japan	Shanghai	Singapore
Mentor peers	✓	✓		✓
Collaborate on school plan	✓	✓	✓	✓
Design the curriculum		✓		✓
Participate in school evaluation		✓		✓

Source: SABER-Teachers data

Goal 2: Attracting the best into teaching

Latent ●○○○

The structure and characteristics of the teaching career can make it more or less attractive for talented individuals to decide to become teachers. Talented people may be more inclined to become teachers if they see that entry requirements are on par with those of well-regarded professions, if compensation and working conditions are adequate, and if there are attractive career opportunities for them to develop as professionals.

SABER-Teachers considers four policy levers school systems can use to reach this goal: (1) requirements to enter the teaching profession; (2) competitive pay; (3) appealing working conditions; and (4) attractive career opportunities.

(1) In Uganda, teachers are required to have qualifications that are lower than those of more prestigious professions, which may make teaching unattractive to talented candidates. To become a registered teacher (civil servant status) in Uganda a person needs to have completed an approved course of training as a teacher and have a recognized certificate in teaching (Education Act 2008, Scheme of Service of Teaching Personnel 2008). For primary school teachers, such certificate can be obtained after successful completion of a two-year teacher education course at a Primary Teacher College (PTC). In order to be admitted to a PTC, a candidate must have completed lower secondary education, that is, 11 years of education. Secondary school teachers can obtain their teaching certificate either at a National Teacher College (NTC), through a two-year course that takes place after the end of secondary school (13 years of education), or at a three-year course at university that leads to a Bachelor’s degree in Education. These entry requirements may signal teaching, particularly primary school teaching, as a lower status profession as compared to other professions that require a university degree, potentially making it less attractive for talented secondary school graduates when making their career choice. Anecdotal evidence suggests that this may in fact be the case. Interviewees stated that many of those who go into education programs at university or NTCs (not PTCs) do so because they do not have the required number of points in the joint admissions systems to higher education institutions to be admitted to a more prestigious course of studies (such as accounting or law).

Current entry requirements in Uganda may also limit the size of the potential pool of talented candidates for teaching, particularly in the case of primary education. As mentioned earlier, there is only a concurrent model of teacher initial education for primary school teachers, the PTC course. While it is possible to teach as a licensed teacher without having a PTC certificate, those who are allowed to teach as licensed teachers have nevertheless to go through the PTC course as a three-

year in-service certificate, and they have a limit of six years after which their license cannot be renewed. Thus, a person intending to become a primary school teacher needs to choose so early in her career (right after finishing lower secondary education), or has to go through a three-year course of studies regardless of previous degrees she may have. This regulation may prevent talented individuals who have a degree in a different discipline from choosing primary school teaching as their career, thus potentially limiting the pool of talented candidates. The regulations are less constraining in the case of secondary school teaching. In this case, both concurrent and consecutive programs exist. Consecutive programs such as the PGDE (Postgraduate Degree in Education) allow talented individuals who have a Bachelor's degree in a discipline other than education to gain a teaching certificate after nine months of study at university.

(2) Teacher pay may not be appealing for talented candidates. Initial teacher salaries in Uganda may not be appealing enough to encourage talented people to choose teaching as a profession. Starting salaries are low as compared to those of other professions, and the salary progression along the course of a teacher's career is relatively flat. For example, in 2011, the annual entry salary for primary school teachers was US\$ 3,276,000. In comparison, the entry salary for a medical officer in the public sector was almost three times as high, at US\$ 9,467,857 (Uganda Salary Structure for the Financial Year 2010-2011).

Teacher salaries in Uganda change over the course of a teachers' career depending on their rank in the teacher career ladder, which in turn is determined by years of experience and degrees. However, the growth rate remains relatively flat for teachers, the ratio of the highest salary to the initial salary being less than 1.2 (although the ratio of principals' salaries to teacher salaries is higher).

Linking compensation to performance on the job may signal talented individuals considering entering the teaching profession that there are opportunities for professional growth associated with their effort and skill level. In Uganda, performance on the job has an indirect impact on teacher salary through its effect on promotion opportunities, but there is no direct impact of performance on teacher pay (see Goal 8 below).

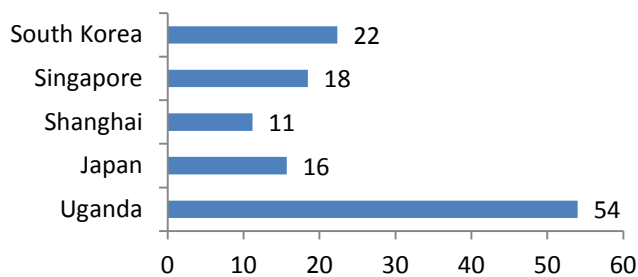
(3) Working conditions may not be appealing enough to attract talented individuals to the teaching profession. Working conditions may play an important role in the decision to become a teacher. Talented candidates who have opportunities in other professions may be discouraged from choosing to become teachers if working conditions are too poor. In Uganda, the "Basic Requirements and Minimum Standards Indicators for Education Institutions" (2010) document sets minimum infrastructure, hygiene, sanitation, and equipment standards for schools, and the Education Standards Agency, through the national, regional, and district inspectorates, is in charge of ensuring schools comply with these standards. Among these standards, it is required that schools have separate pit latrines or toilets for girls and boys, access to safe drinking water, a kitchen, a library, a laboratory, a computer room, and a classroom with adequate sitting space for every group taught. There is no centralized information on the number of schools that do not comply with all the standards. However, the Education Management and Information unit at the Ministry of Education and Sports collects information on some of these features through the annual school census.

Working conditions may not be appealing enough to make teaching an attractive career choice, particularly in primary schools. According to the 2011 Education Statistical Abstract, only 66.9 percent of primary schools have adequate sitting space for their students. Conditions are worse in the lower grades. In first grade, only 52 percent of schools comply with this standard, and in some districts, the percentage of students who have adequate sitting space in the first grade is as low as 15 percent. 96 percent of primary schools have access to safe drinking water, but only 19 percent have access to piped water. On average, there are 35 students per each latrine in primary schools, but in some districts, this ratio is as high as 180 students per latrine.

Student-teacher ratios may be too high to make working conditions appealing, particularly in primary schools. After the implementation of Universal Primary Education in 1997, student-teacher ratios grew considerably, particularly in the lower grades of primary school. The Ugandan government has made efforts to recruit additional teachers to lower this rate, but

student-teacher ratios remain too high to make teaching conditions adequate. In 2011, the pupil-teacher ratio in government primary schools was 54:1. In addition, there are large differences across districts. Some districts have a student-teacher ratio in public primary schools as high as 81 students per teacher. Pupil-teacher ratios are higher in the lower grades of primary school (Ministry of Education and Sports 2011a). The government has set 60:1 as the target pupil-teacher ratio for lower primary schools (Ministry of Education and Sports 2008a). In comparison, student-teacher ratios in high-performing education systems are lower than 30 students per teacher in primary schools. Working conditions are better in secondary schools, but still worse than in high performing education systems. The student-teacher rate in government secondary schools in Uganda is 26:1, while high performing education systems have less than 20 students per teacher at the secondary school level (Ministry of Education and Sports 2011a).

Figure 3. Student-teacher ratio, primary school



Source: SABER-Teachers data

(4) There are attractive career opportunities. Most education systems offer teachers the possibility of being promoted to principal positions at some point in their careers. In addition to these “vertical” promotions, most high-performing education systems offer teachers the possibility of “horizontal” promotions, to academic positions that allow them to grow professionally as teachers and yet remain closely connected to instruction, instead of moving up to managerial positions (OECD 2012, Darling-Hammond 2010).

With the sanction of the 2008 Scheme of Service for Teaching Personnel in the Uganda Education Service, Uganda has moved towards this direction, by adding

professional growth opportunities to what was otherwise a flat career ladder. Since the implementation of the new Scheme of Service, there are three steps in the primary school teacher rank: Education Assistant, Senior Education Assistant, and Principal Education Assistant, as well as two steps in the principals’ rank: Deputy Head Teacher and Head Teacher. Each rank has different responsibilities associated with it, different entry requirements (including degree requirements), and different salary levels. Despite the fact that the new Scheme of Service has introduced promotion opportunities that may make teaching a more attractive career, some academic responsibilities such as being Head of Department or Director of Studies in secondary schools still remain outside the new scheme of service, and do not formally entail and advancement in rank of the teaching career ladder or an increase in salary.

In order to be promoted from one step to another, teachers need to go through an evaluation that takes into account the results of teacher appraisals in the three years previous to the application for promotion. However, teacher appraisals carry less weight than years of teaching experience in the calculation of the order of merit for promotions. In order to determine the order of merit for promotions, the following criteria are given the following weights: academic qualifications (degrees): 15 points; years of experience: 15 points; performance in teacher appraisals in the previous three years: 10 points; other criteria (including having participated in professional development courses, having had academic responsibilities such as being head of department or director of studies, etc.): 10 points (Education Service Commission 2012).

Goal 3: Preparing teachers with useful training and experience

Emerging ●●○○

Equipping teachers with the skills they need to succeed in the classroom is crucial. Teachers need subject matter and pedagogic knowledge, as well as classroom management skills and lots of teaching practice in order to be successful in the classroom. In addition, preparation puts all teachers on an equal footing, giving them a common framework to improve their practice.

SABER-Teachers considers two policy levers school systems can use to reach this goal: (1) minimum standards for pre-service training programs; (2) required classroom experience for all teachers.

(1) Teacher initial education may not be providing prospective teachers with the necessary knowledge and skills to be successful in the classroom. Virtually all high-performing countries require that teachers have an educational level equivalent to ISCED 5A (a Bachelor's degree), and some systems, such as Finland, require in addition a research-based master's degree (OECD 2011). As mentioned earlier, primary school teachers in Uganda go through their teacher initial education at the ISCED 4A level, that is, a two-year course that takes place after lower secondary education. The minimum qualification to teach secondary school, in turn, is a two-year course of studies at the ISCED 5B level (that is, after finishing upper secondary school).

Data from the National Assessment of Progress in Education (NAPE) suggests that teachers may leave teacher initial education with knowledge and skills that are too low to be effective in the classroom. In 2011, a test similar to the grade 6 test for students was applied to a sample of grade 3 and grade 6 teachers. Only 72.6 percent of teachers were rated proficient in Literacy, 66.1 percent in numeracy, and 37.5 percent in Oral Reading, at a grade 6 skill level. In Mathematics, 8.6 percent of teachers were not able to multiply a two digit number by another two digit number, and 53 percent could not round off decimals to the nearest number. In Literacy, 17.1 percent of teachers were not able to write words correctly, and 53.7 percent were unable to write a composition. Only 54 percent were rated proficient in reading sentences, and 37.7 percent

in reading a full story at a grade 6 level. There were no significant differences in performance between teachers trained at PTCs and teachers trained at NTCs (Uganda National Examinations Board 2011a). A similar exercise was conducted for secondary school teachers, using a test similar to the test for grade 2 secondary school students. 69.4 percent of teachers were rated proficient in English Language, 70.3 percent in Math, and 16.6 percent in Biology, at a grade 2 of secondary school level. Again, teachers' scores did not differ significantly by their teaching qualification (Uganda National Examinations Board 2011b).

As these data suggest, teachers may not be leaving teacher initial education with the necessary content knowledge to be able to teach effectively. Uganda has begun to address this issue by tightening the entry requirements to teacher initial education. Up to 1992, applicants to a PTC course were granted admission with three passes in the Uganda Certificate of Education examination (UCE, an examination at the end of lower secondary school. One pass was required in English and the two other subjects were optional). In 2006, entry requirements were updated, and candidates are now required to have at least six passes that include English, Mathematics, and two out of the following: Principles and Practices of Agriculture, Biology, Physics, and Chemistry (Ministry of Education and Sports, 2011b).

While tightening entry requirements may help ensure that prospective teachers enter teacher initial education with enough subject matter knowledge, it is important to note that the current PTC curriculum may find it challenging to compensate for deficiencies in subject matter knowledge prospective teachers may bring from their lower secondary education. The current curriculum for primary teacher initial education devotes 262 hours of instructional time to teaching methods and pedagogy theory, while it devotes only about 120 hours each to Mathematics, Language (English), and Science. Moreover, the instructional time devoted to Mathematics, Language and Science includes mostly time devoted to learning subject-specific teaching methods, which assume previous solid subject-matter knowledge (see Kyambogo University 2012).

(2) Beginning teachers have opportunities to develop practical teaching skills, but only for a limited period of

time before they are expected to teach without guidance. Practical experience is an important factor in teaching quality. The more teachers try out their pedagogical theories, subject matter knowledge, and classroom management skills, the better prepared they will be for their job. Most high-performing systems require their teacher entrants to have a considerable amount of classroom experience before becoming independent teachers, and some of these systems provide mentoring and support during the first and even second year on the job (Darling-Hammond 2010, Ingersoll 2007).

In Uganda, student teachers can develop classroom experience both during their teacher initial education program and during a probation period once they have started their first job. Teacher trainees for primary education are required to participate in two practicums, one in each year of their teacher initial education program. Each practicum lasts six weeks (280 hours), during which prospective teachers teach full time with the guidance of a tutor. Novice teachers also have the opportunity to further develop their skills during a 6-month probation period before they are confirmed on their job and become a registered teacher. Teacher mentors in each school are expected to support beginning teachers during their probation period, following a probation curriculum. This curriculum covers the following areas: orientation to school teaching and learning; policies, standing orders and regulations and other professional requirements; curriculum interpretation and implementation; planning for instruction; instructional materials and resources, teaching and learning, classroom and behavior management; relationship with learners; local language skills; English language skills; assessment; diversity; communicating and working with others; personal development and life skills; professional development (Ministry of Education and Sports, 2011b).

The school practicum during teacher initial education and the support received during the probation period may help novice teachers develop the necessary skills to be effective in the classroom. However, the time devoted to provide novice teachers with instructional support may be limited as compared to high-performing systems. In high-performing systems, programs aimed at facilitating new teachers' transition into teaching are usually longer than seven months. These programs

have the potential to make teachers more effective in the classroom and reduce teacher turnover.

Figure 4. Required classroom experience, primary school teachers

	Uganda	Japan	Shanghai	Singapore	South Korea
3 months or less					✓
12 months or less	✓		✓		
12-24 months				✓	
More than 24 months		✓			

Source: SABER-Teachers data

Goal 4: Matching teachers' skills with students' needs

Established ●●●○

Ensuring that teachers work in schools where their skills are most needed is important for equity and efficiency. First, it is a way of ensuring teachers are distributed as efficiently as possible, making sure that there are no shortages of qualified teachers at any given grade, education level, or subject. Second, it is a means of ensuring all students in a school system have an equal opportunity to learn. Without purposeful allocation systems, it is likely that teachers will gravitate towards schools serving better-off students or located in more desirable areas, deepening inequalities in the system.

SABER-Teachers considers two policy levers school systems can use to reach this goal: (1) incentives for teachers to work in hard-to-staff schools; and (2) incentives for teachers to teach critical shortage areas.

(1) There are official mechanisms to ensure that there are no teacher shortages in hard-to-staff schools. Attracting effective teachers to work in hard-to-staff schools (schools that are in disadvantaged locations or

serve underprivileged populations) is a challenge for many countries, and often requires a specific set of incentives. In Uganda, the Ministry of Education pays a monetary bonus to encourage teachers to teach in hard to reach areas. In FY2011/12, 15,301 teachers at primary, secondary, and tertiary level benefitted from a hardship allowance of 30 percent of the basic monthly salary (Ministry of Education and Sports, 2012).

In addition, the government is expected to provide teacher houses in the school premises to prevent teachers from being absent due to difficulties in reaching the school premises. It is official policy that the government prioritizes building teacher houses in rural and hard-to-reach areas (Ministry of Education and Sports 2008a). However, implementation data suggests that that the government is far from reaching its goal of having a teacher house in every hard-to-reach school. Results of a survey in the 12 least-performing districts in the country show that only 36 percent of the teachers are currently being provided with accommodation in the school staff quarters. Moreover, in districts where staff housing appears to be more readily available, the houses are often make-shift grass thatched huts with mud floors (Ministry of Education and Sports 2009).

(2) Uganda has identified critical shortage subjects, and there are incentives for teachers to teach these subjects. In high-performing systems, various incentives exist to attract talented professionals, particularly from high-demand fields, to teaching critical shortage subjects. In Uganda, teacher shortages have been identified in Science, particularly at the secondary school level. The Ministry of Education and Sports is addressing this shortage by providing secondary school Science teachers with a monetary bonus.

Figure 5. Incentives for teachers to teach in hard-to-staff schools

	Uganda	Japan	Shanghai	Singapore	South Korea
Promotion			✓		✓
Higher basic salary		✓			
Monetary bonus	✓	✓	✓		
Subsidized education			✓		
Housing support	✓	✓			✓

Source: SABER-Teachers data

Note: Singapore has no specific incentives to attract qualified teachers to hard-to-staff schools, but it does have a centrally-managed teacher deployment system that ensures an equitable and efficient distribution of teachers.

Goal 5: Leading teachers with strong principals

Latent ●○○○

The quality of school heads is an important predictor of student learning. Capable principals can act as instructional leaders, providing direction and support to the improvement of instructional practice at the school level. In addition, capable principals can help attract and retain competent teachers.

SABER-Teachers considers two policy levers school systems can use to reach this goal: (1) education system’s investment in developing qualified school leaders; (2) decision-making authority for school principals to support and improve instructional practice.

(1) In Uganda, there are no specific programs to support the development of principals’ leadership skills. Principals’ leadership skills can be developed through supported work experience or through specific training courses. High-performing systems such as Japan, South Korea, Shanghai, and Singapore require the participation of applicants to principal positions in specific coursework and/or a specialized internship or mentoring program aimed at developing essential leadership skills (OECD, 2012; Darling-Hammond 2010).

In Uganda, in order to become a primary school principal an applicant must have a Degree in Primary Education (equivalent to ISCED5A or above), and must have 15 years of teaching experience, three of which must have been as a Principal Education assistant with administrative responsibilities or as Deputy Head Teacher. In addition, the applicant must have attended at least four workshops or seminars and four short courses relevant to the teaching profession (Education Service Commission 2008). However, these courses are required to be general professional development courses, and not specific to the development of leadership skills. There are no specific training mechanisms to ensure that applicants to principal positions can develop the necessary skills to act as instructional leaders, such as specific coursework or participation in a mentoring or internship program.

Principal performance is assessed every year using the Customized Performance Targets for Head Teachers published in 2008. Each year, principals sign a performance agreement based on which they will be assessed at the end of the year. Topics for evaluation include issues such as students’ learning achievement, teaching, general management and leadership, financial management and control, sanitation, effective utilization of instructional materials, human resources management, records management, and mitigation of HIV/AIDS in the school. For example, a performance indicator could be whether at least 45 percent of grade 7 students in the school attain proficient in the literacy portion of the Primary Leaving Examination (PLE). Failure to perform according to expected performance objectives can lead to reprimand, demotion in rank and reduction in pay, or dismissal (Ministry of Education and Sports, 2008b). There is a non-monetary reward system for outstanding schools. Schools are identified based on their attainment of the Customized Performance Targets for Head Teachers. The least performing schools and districts are selected to be provided intensified interventions.

(2) Principals in Uganda are explicitly expected to monitor teacher performance and to provide support and guidance to teachers for the improvement of instructional practice. Once education systems get talented candidates to become principals, they need to structure their time to focus on improving instruction (OECD 2012, Barber & Mourshed 2007). High-

performing education systems such as Finland, Ontario, and Singapore think of their principals as instructional leaders. Principals are expected to be knowledgeable in teaching and curriculum matters, as well as to provide guidance and support to teachers. They evaluate teachers, provide feedback, assess the school’s needs for professional development, and direct instructional resources where they are most needed (Darling-Hammond & Rothman 2011).

In Uganda, principals are expected to teach students (a minimum of six periods per week), be in charge of the administration and management of the school (and of reporting to the School Management Committee), supervise and assess teachers’ performance, make documented instructional observations with consecutive feedback to each teacher at least two times per term, regularly review teachers scheme of work and lesson plans and provide feedback to teachers, and use information from instructional observation, schemes of work, lesson plans, and teacher and pupil assessment to plan for continuous professional development activities (Education Service Commission 2008, Uganda Program for Holistic Human Development 2006). While many of the tasks that are expected from principals in Uganda are aligned with instructional leadership tasks that research suggests are associated with high student performance, the fact that principals are also expected to teach (in addition to their administrative duties) may limit the amount of time principals may devote to supporting teachers.

Figure 6. Mechanisms to support the development of principals’ leadership skills

	Uganda	Japan	Shanghai	Singapore	South Korea
Courses or other training requirements			✓	✓	✓
Mentoring or internship program		✓		✓	

Source: SABER-Teachers data

Goal 6: Monitoring teaching and learning

Established ●●●○

Assessing how well teachers are teaching and whether students are learning is essential to devise strategies for improving teaching and learning. First, identifying low-performing teachers and students is critical for education systems to be able to provide struggling classrooms with adequate support to improve. Second, teacher and student evaluation also helps identify good practices which can be shared across the system to improve school performance.

SABER-Teachers considers three policy levers school systems can use to reach this goal: (1) availability of data on student achievement in order to inform teaching and policy; (2) adequate systems to monitor teacher performance; (3) multiple mechanisms to evaluate teacher performance.

(1) In Uganda, there are systems in place to assess student learning in order to inform teaching and policy. All high-performing education systems ensure that there is enough student data to inform teaching and policy, but they do so in very different ways. Regardless of the mechanism they decide to follow, high-performing systems ensure that three main functions are fulfilled: (1) There is a system to collect relevant and complete data on student achievement regularly; (2) There is a mechanism for public authorities to have access to these data so that they can use it to inform policy, and (3) There is a mechanism to feed these data and relevant analyses back to the school level, so that teachers can use it to inform the improvement of instructional practice.

In Uganda, there are census-based student examinations at the end of each cycle of education, administered by the Uganda National Examinations Board. The Primary School Leaving Examination (PLE) takes place at the end of grade 7 of primary school, the Uganda Certificate of Education (UCE) takes place at the end of lower secondary school (grade 4 of secondary school), and the Uganda Advanced Certificate of Education (UACE) takes place at the end of upper secondary school. The results of these examinations are used to determine admissions into the next level of

education. In addition, results can be used for accountability purposes: student performance results are reported to schools, are published as district “league tables”, and can be used as indicators to evaluate principal performance (for example, as mentioned earlier, the percentage of students passing the PLE can be considered as one indicator to be taken into account in the Customized Performance Targets for Head Teachers).

In addition, Uganda conducts a yearly sample-based test for grade 2 and grade 6 primary school students, as well as for grade 2 secondary school students, the National Assessment of Progress in Education (NAPE). This test is meant to provide a diagnosis of the quality of education in the system to inform the development of education policies.

At the classroom level, teachers are trained into how to collect relevant student information to inform teaching lesson plans and instructional practices. Student assessment is part of the required content of the teacher initial education courses, and is one of the topics that are addressed through teacher professional development seminars and workshops. In addition, the Basic Requirements and Minimum Standards Indicators for Education Institutions document (2010) provides detailed guidance on the ways in which student work should be assessed at the classroom level.

(2) There are systems in place to monitor teacher performance. In Uganda, teachers' performance is expected to be appraised every year (by December 31st) (Uganda Public Service Standing Orders 2010). Teacher appraisals take place at the school level: the principal is in charge of evaluating each of the teachers under her supervision.

There are no external evaluations of individual teacher performance. The district inspectorate and the national inspectorate perform school inspections regularly. Inspectors are expected to focus their visit on the analysis of teaching and learning as well as school management. They visit classrooms and look at student work. However, such observations are meant to provide information on the overall performance of the school, rather than on the performance of each individual teacher, since not all teachers are observed during school inspections.

(3) Multiple mechanisms and criteria are used to evaluate teacher performance.

Research suggests that no single method of evaluating teacher performance is failsafe. Most high-performing systems conduct teacher evaluations using a multiplicity of mechanisms of data collection and varied criteria for assessment. In Uganda, school principals are in charge of appraising teacher performance. During the yearly staff performance appraisal, the principal and the teacher agree on a number of performance targets for the following year, against which the teacher's performance will be evaluated in the following cycle. Examples of performance targets for primary school teachers include: schemes of work prepared and submitted within the first week of January; schemes of work confirm to the given format; teaching aids prepared at least one day before lessons are conducted; lesson plans prepared before each lesson is conducted; lessons conducted within the set time; all students satisfied with the teaching; all learning promptly evaluated (Ministry of Public Service 2007).

Criteria taken into account during teacher appraisals include attendance, schemes of work and lesson plans, subject knowledge, pedagogical knowledge, teaching methods, methods of student assessment, use of instructional materials, and leadership skills, among others (Ministry of Public Service 2007, Ministry of Education and Sports 2010b). No mention is made in any of the documents reviewed to using student performance in external examinations as part of the staff appraisal system.

Figure 7. Criteria to evaluate teacher performance

	Uganda	Japan	Shanghai	Singapore	South Korea
Subject matter knowledge	✓	✓		✓	✓
Teaching methods	✓	✓	✓	✓	✓
Student assessment methods	✓	✓	✓	✓	✓
Students' academic achievement			✓		

Source: SABER-Teachers data

Goal 7: Supporting teachers to improve instruction

Latent ●○○○

Support systems are necessary to help improve instruction at the school level. In order to constantly improve instructional practice, teachers and schools need to be able to analyze specific challenges they face in classroom teaching, have access to information on best practices to address these challenges, and receive specific external support tailored to their needs.

SABER-Teachers considers three policy levers school systems can use to reach this goal: (1) availability of opportunities for teacher professional development; (2) teacher professional development activities that are collaborative and focused on instructional improvement; (3) making sure teacher professional development is assigned based on perceived needs.

(1) Teachers are required to participate in teacher professional development, but there are no specific requirements as to the duration or intensity of the training.

In Uganda, participating in professional development is a requisite to stay in the profession as well as a requisite for promotions. A teacher's name may be removed from the register of teachers (by the Director of Education, on the advice of the Education Service Commission) if she has not been engaged in academic studies relating to teaching or in the administration of education services for a continuous period of 5 years (Teachers' Code of Conduct 1996). In addition, in order to advance from one rank to another in the teacher career ladder, teachers are required to have participated in a number of professional development seminars or workshops according to their rank, although there are no specifications as to the duration or intensity of the training (Scheme of Service for Teaching Personnel 2008).

Teacher professional development is provided free of charge by the government through the Coordinating Center Tutors system (see below). In addition, teachers can request to be granted study leave to undertake additional degree training. In these cases, their salary is paid while they are on leave, but they do need to pay for the costs of the studies (Ministry of Education and Sports 2011b).

(2) Teacher professional development does not include activities that have been found by research to be associated with instructional improvement. Research suggests that effective teacher professional development is collaborative and provides opportunities for the in-school analysis of instructional practice, as opposed to being limited to one-time workshops or conferences. As mentioned earlier, high-performing education systems like Japan and Ontario devote as much as 30 per cent of school time to professional development and instructional improvement activities.

In Uganda, Teacher professional development is provided by the government through the Coordinating Center Tutors system. This system was developed in the early 1990's as part of the Teacher Development Management System (TDMS) program, in collaboration between the Ministry of Education and Sports and Kyambogo University. The purpose was to retrain in-service primary school qualified teachers, train the untrained serving teachers (licensed teachers), and equip principals with management skills. Schools are grouped into "blocks" of schools, and each block has a Coordinating Center in charge of addressing the professional development needs of primary school teachers in its catchment area. Catchment areas vary in size, but on average each center is in charge of about 25 schools. Each Coordinating Center is managed by a CCT (Coordinating Center Tutor). CCTs are appointed by the Education Service Commission, and are normally former PTC tutors. CCTs conduct two types of training: general training on issues such as policy reforms at the national level, and tailored training based on schools' needs. In order to determine training needs, CCTs sample schools in their catchment area and visit them. They look at lesson plans, schemes of work, and samples of pupils' work in order to assess needs for professional development (Ministry of Education and Sports, n/d). In addition, CCTs are supposed to support the instructional leadership role of principals by discussing with them the training needs of teachers, and agreeing on a school improvement plan.

Based on their assessment of schools' needs, CCTs identify potential training officers who can deliver the training at the Coordinating Center facility in the form of a seminar or workshop. While the analysis of schools' needs carried out by the CCTs allows for a better

customization of professional development activities, the fact that this professional development is delivered through one time workshops or seminars outside of the school context may limit their efficacy as compared to other approaches that allow for the analysis in-situ of instructional practice. In addition, evidence suggests that this system of teacher professional development may not be reaching its intended goals. In a survey of schools in the 12 least performing districts in Uganda, 78 percent of teachers interviewed reported that their CCTs had never conducted Continuous Professional Development sessions in their district, and 65 percent stated that CCTs had never checked their schemes of work and lesson plans. CCTs pointed out that they faced a number of challenges while executing their work. Key challenges included: inadequate and late release of funds, inadequate transport, and heavy workload due to many activities and large catchment areas (Ministry of Education and Sports 2009).

School-based support to teachers is meant to be provided by the principal or by senior teachers. However, there are not specific institutional arrangements at the school level to provide the necessary conditions for mentoring activities to positively impact instructional practice. Both principals and senior teachers are in charge of teaching lessons, in addition to their duties as mentors. There is no formal school arrangement that provides time for mentor teachers to support their mentees. Moreover, mentoring is expected to be focused on novice teachers, rather than on struggling teachers regardless of their seniority. As described earlier, novice teachers do go through a mentoring program during their 6-month probation period. Other teachers who are new to a school, but are beyond their probation period, are supposed to go through an induction program provided by the principal. Such program, however, has little if any focus on instructional support. Instead, topics include introducing the teacher to fellow teachers, and school management committee members; briefing the teacher on the schools' mission and objectives, school rules, and regulations; providing the teacher with instructional materials and textbooks (Ministry of Education and Sports 2005).

(3) Teacher professional development is formally assigned based on perceived needs. Staff performance appraisals are used to identify training needs for

teachers, and CCTs' visits to schools are meant to identify areas where schools need the greatest support. Official recommendations for training topics include: teachers' interpretation of the curriculum, teachers' interpretation of the scheme of service, continuous assessment, putting books in the hands of pupils, use of registers, development and use of instructional materials, preparation of teaching, use of participatory methods, security and sanitation of schools, guidance and counseling (Ministry of Education and Sports, n/d). It is interesting to note that providing additional support in subject matter knowledge does not appear among the official recommendations for teacher professional development topics, even though the NAPE results suggest that this is an area where many teachers need support.

Figure 8. Types of professional development

	Uganda	Japan	Shanghai	Singapore	South Korea
Observation visits		✓	✓	✓	
Teacher networks		✓	✓	✓	
School networks		✓	✓	✓	
Research		✓		✓	
Mentoring/coaching		✓	✓	✓	

Source: SABER-Teachers data

Goal 8: Motivating teachers to perform

Emerging ●●○○

Adequate mechanisms to motivate teachers are a way for school systems to signal their seriousness in achieving education goals, make the teaching career attractive to competent individuals, and reward good performance while ensuring accountability.

SABER-Teachers considers three policy levers school systems can use to reach this goal: (1) linking career opportunities to teachers' performance; (2) having mechanisms to hold teachers accountable; (3) linking teacher compensation to performance.

(1) Career opportunities are linked to performance on the job. There is a mandatory probation period of six months before novice teachers are granted open-ended appointments, and performance during this probation period factors into whether teachers receive an open-ended appointment. Before becoming "permanent and pensionable", teachers are appointed on temporary terms. Appointment on probation used to last two years, but since 2010 it has been reduced to six months to comply with regulations common to other public servants. During these six months, novice teachers are appraised by a supervisor, and they are confirmed on their job only if the appraisal is satisfactory (Ministry of Education and Sports 2011b).

Once teachers receive an open-ended appointment, performance on the job affects their chances of promotion. As mentioned earlier (see Goal 2) in order to be promoted from one step to another in the teaching career ladder, teachers must go through an evaluation that takes into account the results of staff performance appraisals conducted by their principal in the three years previous to the application for promotion, among other criteria (Education Service Commission 2012).

(2) There are mechanisms in place to hold teachers accountable. Requiring teachers to meet some standards to remain in the teaching profession can facilitate the removal of ineffective teachers. In Uganda, teacher performance is evaluated annually, and there are official mechanisms to address cases of misconduct,

child abuse, and absenteeism. According to the 2008 Education Act, a teacher's name may be removed from the register of teachers (by the Director of Education, on the advice of the Education Service Commission) if she is convicted of a criminal offense, is found guilty of misconduct (professional misconduct, and conduct that is harmful to the physical, mental or moral welfare of any pupil), has not been engaged in academic studies relating to teaching or in the administration of education services for a continuous period of five years, or has otherwise contravened any condition of her registration.

A teacher's name cannot be removed from the register unless after due process and having the opportunity to appeal. While the disciplinary process is taking place, the teacher may be suspended in her functions until a decision is made, depending on the gravity of the situation. Possible outcomes of the disciplinary process include dismissal, reduction in rank, reduction in salary, stoppage of increment, withholding of increment, deferment of increment, severe reprimand, and reprimand (Government of Uganda 2003). In the case of severe offenses such as child abuse, the teacher needs to have been found guilty in a criminal court before dismissal is possible.

Research in both developed and developing countries indicates that teacher absenteeism can reach high levels, negatively impacting student performance (Chaudhury et al. 2006; Herrmann & Rockoff 2009; Miller, Murnane & Willett 2008; Rogers & Vegas 2009). In Uganda, absenteeism is one of the causes why teachers may face disciplinary action. Teachers are required to obtain permission from their principal to be absent from duty before the occurrence of such absence (Government of Uganda 2003). If a teacher does not report for service for three weeks or longer without previous authorization, it is assumed that she has abandoned service. She can be suspended from the payroll, and a disciplinary process is started, during which the teacher is given the opportunity to explain her absence. If the explanation is found satisfactory by the Education Service Commission, her name is restored to the payroll, but forgone salary is not returned. If the explanation is found to be unsatisfactory, the teacher will face disciplinary action that may lead to dismissal.

While these provisions are meant to prevent high rates of teacher absenteeism, school level data suggests that absenteeism rates remain high despite these regulations. In a sample of schools in the 12 least performing districts in the country, 27 percent of teachers were found to be absent from school during an unannounced visit, and of those who were present in the school only 62 percent were found to be in the classroom. Teacher absenteeism was mainly attributed to poor health. Other causes included involvement in household chores such as cultivation and taking care of sick household members, lack of accommodation, and late payment of salaries (Ministry of Education and Sports 2009). These high absenteeism rates are consistent with those found by other research (see Chaudhury et al 2006, and Habyarimana 2007).

(3) Teacher compensation is not directly linked to performance. In Uganda, performance on the job has an indirect impact on teacher salary through its effect on promotion opportunities, but there is no direct impact of performance on teacher pay. The results of staff performance appraisals conducted by the principal are taken into account in the evaluation process when a teacher applies to a higher position in the teacher career ladder. Each rank in the teacher career ladder has its own range of possible salaries (salary differences within each rank are based on years of experience). However, there is no direct impact of staff performance appraisals on teacher salaries, nor do high-performing teachers receive monetary bonuses.

Figure 9. Incentives for high performance

	Uganda	Japan	Shanghai	Singapore	South Korea
Individual monetary bonus			✓	✓	✓
School-level bonus			✓		✓

Source: SABER-Teachers data

Acronyms

CCT	Coordinating Center Tutor
NAPE	National Assessment of Progress in Education
NCDC	National Curriculum Development Center
NTC	National Teacher College
PGDE	Postgraduate Degree in Education
PLE	Primary School Leaving Examination
PTC	Primary Teacher College
PTE	Certificate in Primary Teacher Education
TDMS	Teacher Development Management System
UACE	Uganda Advanced Certificate of Education
UCE	Uganda Certificate of Education
UNEB	Uganda National Examinations Board
UPE	Universal Primary Education

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This report focuses specifically on policies in the area of teacher policies.

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