Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)
**BASIC INFORMATION**

**A. Basic Project Data**

<table>
<thead>
<tr>
<th>Country</th>
<th>Project ID</th>
<th>Project Name</th>
<th>Parent Project ID (if any)</th>
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<tbody>
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<td>Uganda</td>
<td>P166570</td>
<td>Uganda Secondary Education Expansion Project</td>
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<th>Estimated Board Date</th>
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<td>11-Jun-2019</td>
<td>Education</td>
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<th>Implementing Agency</th>
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<td>Investment Project Financing</td>
<td>Ministry of Finance, Planning and Economic Development</td>
<td>Ministry of Education and Sports</td>
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**Proposed Development Objective(s)**

The project development objective is to enhance equitable access to lower secondary education by focusing on underserved areas and populations, including refugees and hosting communities, and girls.

**Components**

- Equitable Expansion of Secondary Education
- Refugee and Hosting Community Support
- Preparation for Development of the Secondary Education System
- Project Management and Monitoring and Evaluation

**PROJECT FINANCING DATA (US$, Millions)**

**SUMMARY**

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount (US$ Millions)</th>
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<td>Total Financing</td>
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<td>of which IBRD/IDA</td>
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**DETAILS**

World Bank Group Financing
B. Introduction and Context

A. Country Context

1. Uganda has been one of the top regional performers in terms of economic growth and poverty reduction over the last decades, despite a recent slowdown. The slump was driven by a variety of external factors such as adverse weather conditions and increasing regional unrest, but also due to inconsistent fiscal and monetary policies, and a general slowdown in the efforts by the Government to implement further reforms.\(^1\) Its Gross Domestic Product (GDP) per capita was US$600 as of 2016 and grew by 6.4 percent in 2017.\(^2\)

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

\(^1\) Uganda CPF FY16-21, 2.
\(^2\) Economist Intelligence Unit (EIU), Uganda Country Report, May 2018, pp. 2.
\(^3\) National Population and Housing Census 2016.
\(^4\) Uganda CPF FY16-21, 2.
3. **Recent public spending on education in Uganda, as a share of GDP, is low compared with countries sharing similar education sector situations** (Figure 1). Education expenditure as a share of national budget has decreased from 15 to 11 percent over the last few years despite introducing the Universal Secondary Education (USE) policy in 2007 (Figure 2). It is also despite the large volumes of foreign aid allocated to the education sector, as Uganda has been one of five top recipients of foreign aid at US$1.6 billion disbursed between 2002 and 2014 (World Bank 2017).

**Figure 1: Spending as a Percent of GDP**

![Figure 1: Spending as a Percent of GDP](image)

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

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6 Group 1 is considered *Established*, with a high primary GER in the baseline year and is close to 100 percent circa 2013. The rate of out of school children of primary school-going age is low in the latest year of available data and primary retention rates are close to 100 percent in 2013. Group 2 is considered *Emerging* with a high GER in the baseline year and circa 2013. The rate of out of school children of primary school-going age is low in the latest year of available data and primary retention rates are low. Group 3 is considered *Emerging* where the GER is low in the baseline year and high by circa 2013. The rate of out of school children of primary school-going age is high in the latest year of available data and primary retention rates are low. Group 4 is considered *Delayed* where the GER is low in both the baseline year and circa 2013, and the rate of out of school children of primary school-going age is high in the latest year of available data and primary retention rates are low in 2013. GERs for primary are high if they are at least 90 percent and low if below 90 percent. Out of school children rates are high if they are at least 20 percent, and low if below 20 percent.
4. Since public funding to the education sector has not kept pace with enrolment progress, the burden of financing has been shifting to households, whose share currently represents two thirds of total funding. Public spending per student at primary and secondary education is very low and the median expenditure is lower than regional values. In 2016, Uganda spent only US$106 per primary student and US$318 per secondary student, which is much lower than the Sub-Saharan African average of US$366 and US$817 per student respectively. Whether in public or in non-government schools, parents’ contributions through student fees constitute a significant part of school financing. Student fees, in particular, enable schools to cover costs such as hiring additional teachers to fulfill delivery of their required courses.

5. Despite a solid growth of the non-government education sector to help provide additional access, the secondary education enrollment rate has been stagnant for lower and upper secondary combined at just below 30 percent for the last decade. Non-government schools include a variety of models, such as, for profit, not for profit, concessional and non-concessional. This part of the sector benefitted from significant government subsidies and grew to represent about 59 percent of the schools offering secondary education and slightly above half of the total students enrolled. Nevertheless, the Uganda secondary enrollment rate stands at a level which is significantly below that of regional comparators.

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

(a) An insufficient number and inadequate distribution of secondary schools throughout Uganda to address the existing and growing demand generated by the projected population growth, the rise in primary school completion, and the recent influx of one and a half million refugees.

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(b) Low internal efficiency due to very low survival rate throughout the education cycles. In 2017, primary survival rate stood at 56 percent, which is considerably below the primary survival rate in Kenya at close to 100 percent, Ethiopia at 72 percent, and Rwanda at 68 percent (Figure 3).\textsuperscript{8} As a result of this low overall productivity, it takes almost twice as many years of schooling than normal to produce a graduate in primary and secondary education. For instance, on average it took 12.6 years for a primary school student to graduate the cycle in 2013 (primary cycle in Uganda is 7 years), which is only marginally better than the 14 years it took in 2008. The inefficiencies persist through secondary school, largely as a consequence of low transition rates to lower secondary. As a result, the cost of service provision at the secondary level in 2013 was 2.3 times higher than what it should have been.\textsuperscript{9}

(c) Inefficient use of resources is due mainly to inefficient deployment of teachers across secondary schools. This results in several schools ending up with too many or too few teachers. Analyses suggest that 40 percent of teachers in schools have been placed there based on factors other than the class time required by students.\textsuperscript{10} Outdated curricula further complicated teacher allocation across schools by imposing too many subjects that required specialized teachers.

\textsuperscript{8} End of primary education here refers to 6\textsuperscript{th} grade for the ease of cross-country comparison.
\textsuperscript{9} Wodon, K. 2016, Uganda Note: Brief Summary for a first set of notes, pp. 5.
\textsuperscript{10} UNESCO 2014, Teacher Issues in Uganda: A shared vision for an effective teachers’ policy.
7. **In spite of increased access to schooling, the average level of education of the work force remains low and does not meet labor market requirements.** Uganda has been absorbing 600,000 new entrants to the labor market each year since 2014. In order to sustainably increase welfare, these entrants must find productive employment. Estimates from the National Household Survey (UNHS) (2016) show that only entrants with post-secondary education can escape informal sector work. In order to increase the employability and productivity of the expanding workforce, supply of quality education, especially for low-income, rural households and girls, is critical. According to the UNHS, only one in five people aged 15 and above completed full secondary education. Thus, a large number of youth enter the job market without foundational skills of basic literacy and numeracy, as well as generic skills essential for life and work.

B. Sectoral and Institutional Context

8. **Uganda is the pioneer in Sub-Saharan Africa in terms of setting the goal of achieving universal access to secondary education.** The secondary education sub-sector in Uganda is centrally managed and comprises six grades, Senior 1 (S1) to Senior 6 (S6). S1-S4 is categorized as ordinary (‘O’) level, or lower secondary, while S5-S6 is Advanced (‘A’) level, or upper secondary. In 2007, Uganda introduced the

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11 Uganda job diagnostics/strategy, World Bank, 2018, draft.
Uganda Post-Primary and Education Training (UPPET) program, as a deliberate measure to consolidate and sustain the gains of the Universal Primary Education (UPE) program and expand access to secondary education. In 2012, Government extended the universal program to the upper secondary level and this is known as the Universal Post Ordinary Level Education and Training Program (UPOLET).

9. While Uganda has significantly expanded primary education (GER of 115 percent in 2017), the challenge to expand and sustain secondary school enrolment remains immense. Though enrollments in secondary education have increased since the introduction of Universal Secondary Education (USE) at an average rate of six percent per annum, growing from a total of 954,000 students enrolled in 2007 to over 1.5 million in 2016, the pace of increased enrollment remains low in comparison to Uganda’s neighbors. In 2016 the average annual enrollment increase stood at 25 percent in Kenya and 16 percent in Rwanda. Further, GER at the secondary level in Uganda has stagnated since 2007 measuring only 28 percent in 2017, much below enrollment rates in neighboring countries. Secondary GER in Kenya, Rwanda and Ethiopia was 58 percent (2009), 37 (2016) and 38 percent (2012) respectively. Uganda’s GER for lower secondary has not moved beyond 35 percent since 2010 (Figure 4). Very low enrollment rates in secondary education and the lack of progress require an urgent, emergency-like response.

Source: EMIS 2010-2017

10. There are disparities in access to secondary education by region, location, wealth, and gender. The Northern region lags behind in terms of access to secondary education (Figure 5), with GER for nearly all districts in the region below the national average of 28 percent and many of them below 10 percent. The enrollment rates in urban areas of the Central region are dramatically higher than those in rural and underserved areas in the North. For instance, in 2015, GER in the capital city of Kampala was over 50 percent, while in rural Kaabong (Karamoja district), it was only 5 percent. Variations by welfare quintiles reveal that secondary school enrollment drops with decreasing welfare. It is the lowest for persons in the lowest quintile (7 percent) and highest in the fifth quintile (41 percent). Disparities in completion rates are evident between rural, at 6.5 percent, and urban, at just over 14 percent. Variations in secondary completion rates persist across the country with Kampala (Central) having the highest completion rate of over 17 percent, while Karamoja (North) having the lowest at just over 4 percent.

14 UNESCO Institute of Statistics.
15 National Household Survey 2012/13. [Data on wealth and enrolment disparities not included in the 2016 National Household Survey]
16 Completion rate here is defined as children completing primary seven as a proportion of children entering primary one.
11. **Girls’ secondary education experience is characterized by lower access, higher dropout, and lower transition rates compared to boys.** In 2016 the enrollment rate for boys was four percent higher than for girls with 29 and 25 percent respectively, and the Gender Parity Index (GPI) was 86 percent. About 25 percent of girls drop out of school because of pregnancy and the levels are higher in Eastern Uganda at 37.3 percent and West Nile at 32.3 percent (MoES 2015). Completion rates for Senior 4 boys stood at 40 percent, compared to 36 percent for girls (EMIS 2016). This is due partly to several factors including poverty, the practice of son preference, low value attached to girls’ education, and high levels of violence against children in schools, home, and communities. The disparity widened at the transition point to Senior 5 with 34 percent of boys and only 24 percent of girls transitioning to upper secondary. Learning outcomes tend to be lower for girls in certain subjects. For instance, in 2016 only 33 percent of girls in Senior 2 were proficient in mathematics in comparison with 49 percent of boys.\(^{17}\)

12. **A district-specific perspective reveals important trends in disparity.** Over 75 percent of all districts have enrollment skewed positively towards boys. Districts with the largest disparity between enrollment rates of boys and girls include large urban centers, such as Soroti, Mbale and Kampala (see adjacent box) which all have high GERs of 47, 60 and 53 percent respectively. Indeed, a number of districts with relatively high GERs are characterized by low Gender Parity Index (GPI) (see Figure 6). The weak correlation between the GPI and the GER implies that a higher GER is not enough to achieve a proportionately higher GPI in all districts, thus suggesting that increasing supply itself would not necessarily address gender imbalance in schools. We know that girls are more likely than boys to be victims of violence and abuse, but more information needs to be gathered to determine possible causes of high regional

\(^{17}\) Education and Sports Sector Annual Performance Report, FY16-17, pp. 200 – 201.
disparity in the GPI through analytical work done at the district level.

Figure 6: Correlation between GPI and GER.

Source: Uganda Bureau of Statistics and own data.

13. On the national level, the primary reason for a girl dropping out of secondary school is pregnancy at 40 percent, marriage at 28 percent, and cost of schooling at 7.3 percent.\textsuperscript{18} Though the incidence of child marriage and early pregnancy have declined over the years, Uganda’s levels of child marriage are above expectations given the level of income. The share of women aged 18-22 who married before the age of 18 was 36.5 percent according to the latest Demographic and Health Survey (2011). One in seven women aged 18-22 have their first child before the age of 18.\textsuperscript{19} The probability of completing secondary education for a woman aged 25-34 who married after 18 is 12.9 points higher than for women who married earlier. Additional evidence suggests that continued schooling delays marriage, thus appropriate policies should be implemented by schools to prevent early marriage and pregnancy. Additionally, distance to lower secondary schools for young adolescents, especially girls from poor families tends to raise opportunity costs and physical risks. Hence, increasing access to lower secondary schools, reducing cost of education for poor households and providing incentives for girls to stay in school, is likely to have a positive effect on education access and attainment.

14. The growing refugee population exacerbates access issues. Uganda is Africa’s greatest refugee

\textsuperscript{18} Ibid, pp. 5.
\textsuperscript{19} Wodon, K. 2016, Uganda Note: Child Marriage and Education, p. 2.
hosting country, and it is one of the five greatest refugee hosting countries in the world. According to the UN High Commission for Refugees (UNHCR), Uganda hosts over 1.4 million refugees concentrated in 12 out of its 128 districts across the country. Because refugees share all social services with local host communities, the additional refugee population is putting an excessive strain on already limited resources, including education and health. The majority of refugee hosting districts are in the Northern region and among the least developed in the country with much lower levels of human capital and enrollment in education. In some districts, refugees currently make up well over half of the total population. In Uganda’s 12 identified refugee hosting districts, the lower secondary school-aged population (13-17 years of age) including both refugee and host communities is estimated at 310,121 (with the refugee population estimated at 147,020 and the host community at 163,192). Secondary school provision is limited for refugees and host communities in the refugee hosting districts. In eight of the refugee hosting districts only 11 percent of refugees have accessed secondary education, with only 33 percent of these being girls. In the same eight districts, only 18 percent of the host community secondary school aged children are enrolled, which is considerably below the national average. These additional pressures further exacerbate the crisis-like situation.

15. **The private sector plays a significant role in increasing access to secondary education** (Figure 7). Most secondary schools in Uganda are private schools and provide education to over half of students enrolled in secondary education. There is a total of 1.6 million students in secondary education, out of which 47 percent are in government-managed schools and 53 percent in independently-managed schools.

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20 Uganda CPF Fy16-21, 9.
21 Education Response Plan for Refugees and Host Communities in Uganda 2018.
22 Education Response Plan for Refugees and Host Communities in Uganda 2018.
16. **Some of the private schools were partially financed by government funding under the now defunct Private-Public-Partnership (PPP) policy.** The objective of the PPP arrangement was to spur enrollment at the secondary level by increasing access to private schools by making them more affordable. Under the PPP policy, the government transfers a subsidy of 47,000 UGX per student per term (US$36.5 per year) to selected private schools which comply with some principles that keep them affordable and of reasonable quality. The PPP started with 363 schools in 2007 enrolling approximately 40,000 students and grew to over 800 schools, enrolling nearly half a million students or one-third of all students in secondary schools in Uganda.\(^2\) According to a study done by ARK Education (supported by DFID), there is little difference in academic performance between Government schools and PPP schools, with PPP schools providing slightly better quality education at a lower cost, as Government schools charge similar fees to PPP schools\(^2\) in addition to the funding they receive from the national education budget. Better scores are obtained by students in PPP schools than in government\(^2\), despite that teachers in PPP schools are paid around 25 percent less and have less experience and qualifications.

17. **The relative success of the PPP arrangement was accompanied by several challenges in its design and implementation which eventually undermined its effectiveness.** The main issue pertained to lack of accountability to government and poor learning outcomes in some private schools. In addition, private provision tended to focus on densely populated areas with strong demand, often ignoring the poorest and most underserved parts of Uganda. Consequently, last year the political leadership made the decision to end the PPP arrangement and shift its funding to the construction of new government schools.

secondary schools. The decision to phase out the existing PPP arrangement (subsidies) is political and potentially detrimental to the system according to various analyses. However, as the phasing out is gradual and has just started it is too early to assess its actual impact on enrollment and quality in the former PPP schools.

18. **Low levels of access and equity are exacerbated by the poor quality of education resulting from outdated curriculum and poor quality teachers.** The current curriculum was found to be ‘overloaded’ with too many subjects and limited in meeting labor market competencies. It has been recently revised with the aim of improving the quality and relevance of education and training leading to better learning outcomes. The reformed lower secondary curriculum will halve the number of subjects and refocus pedagogy with a view to become more student-centered and competency-based in order to produce graduates with skills relevant to the changing labor market.26

19. **A low-quality teaching force, often lacking the necessary skills, leads to poor learning outcomes.** Uganda’s education system is not performing well in terms of current teacher policies, especially in terms of attracting talent, supporting strong head teachers, and providing support to teachers to improve instruction. Lack of subject proficiency is a big issue that has an impact on student learning. Though 90 percent of secondary school teachers in Uganda have the required formal qualifications, results of a learning assessment27 administered to secondary teachers indicates that they do not have sufficient content knowledge while other studies have shown they do not have sufficient pedagogical skills to teach. The learning assessment found that only 66 percent of teachers were proficient in English, 70 percent in mathematics and 17 percent in biology. Teacher training and continuous professional development is inadequate.

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

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26 According to Skilling Uganda Strategy, besides foundational skills, the labor force requires other productivity-enhancing skills such as higher order cognitive skills (problem solving and critical analysis); behavioral and socio-emotional skills or soft skills; technical or vocational skills (specific to each occupation); and business skills (entrepreneurship, managerial skills and financial literacy).

Approach to project design

21. This operation will not be able to address all the systemic issues that hamper the productivity of the sector. The priority is to focus on addressing the most pressing issues contributing to the education crisis demonstrated by dramatically low and stagnating secondary enrollment exacerbated by the influx of refugees and gender disparity. The approach to expanding the secondary education provision will be underpinned by a strategy of prioritizing the most underserved areas as demonstrated by low enrollment rates and high demand. However, it is proposed that support to teacher professional development will be provided under the project to improve teaching and learning. Analytical work will be supported in order to address broader systemic issues through future operations.

22. The MoES is starting preparation of the new Education Strategic Plan for 2020-2025. The Plan will be focused on resolving key issues in the education sector and will target improvements in learning outcomes. The SEEP will contribute to implementation of the plan by providing TA to support preparation and introduction of the main policies.

23. The SEEP was prepared in complementarity with the World Bank’s Uganda Inter-governmental Fiscal Transfers Project (UgIFT). The UgIFT project was designed to support decentralization of the entire education system by providing additional resources to local governments. It is well positioned to contribute to secondary education expansion based on the needs identified at the local level, including through building schools, adding new classrooms to overcrowded schools, providing dormitories, and the finishing of incomplete school structures.

C. Relevance to Higher Level Objectives

24. The proposed project to support expansion to lower secondary education is consistent with the Uganda Country Partnership Framework (CPF) of FY16-20. Specifically, it aligns to CPF Strategic Objective 3 – strengthen human capital – together with CPF outcome 3.1 – improved access to and quality of primary and post-primary education. The proposed project is also aligned to the World Bank’s education sector strategy, Learning for All 2011, the World Development Report 2018, Learning to Realize Education’s Promise, and the regional flagship report 2018, Facing Forward, which together call for a renewed emphasis on education reforms and suggest approaches used in the project design.

25. The Project is also in harmony with Uganda’s Vision 2040, and, more specifically, with the Second National Development Plan (NDP II) 2015/16-2019/20, that prioritizes investment in school infrastructure, as well as a specific objective on improving human capital. The Project supports the implementation of the reforms under the GoU’s Education and Sports Sector Strategic Plan 2017/18-2019/20.
C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

The project development objective is to enhance equitable access to lower secondary education by focusing on underserved areas and populations, including refugees and hosting communities, and girls.

26. The unsatisfied demand for new schools and the creation of more places in lower secondary education is high in Uganda. The project scale does not allow a full closure of this gap. However, the project will address the most urgent needs in the sector by building lower secondary schools in targeted districts which have a below average GER, have a high unsatisfied demand for lower secondary education (e.g. number of primary graduates significantly exceeding available places in lower secondary schools), or provide limited opportunities for continuing basic education (e.g. do not have a single public secondary school). Most of these targeted areas also happen to have a GPI significantly below the gender parity level (Figure 6).

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

PDO Level Indicators

1) Increased transition rates (S1 students / P7 graduates) in target districts. Disaggregated by a) girls and b) boys.
2) Increased lower secondary enrolment numbers of refugees and host communities in the Refugee Hosting Districts.

28. Target districts: The project will target about 60 districts (out of 128) with below average GER, high unsatisfied demand for lower secondary education, and no public secondary school. Targeted districts include all 12 refugee hosting districts.

29. Disbursement Linked Indicator. The project will use IPF with DLIs disbursement modality. The proposed DLI: Number of newly constructed and equipped lower secondary schools with teachers deployed by the MoES. The DLI selected is relevant to the PDO and the overall results of the project. The DLI is
attached to Component 1 and is specifically on the construction of school, provision of furniture for classes, equipment, instructional materials, and new teachers. This represents a large volume of financing of 78% of the project budget. The detail of disbursement arrangements and verification protocol is presented in an annex.

30. The Disbursement Linked Indicators for this sub-component include: finalization of selection of construction sites at Year 1; procurement for construction concluded at Year 2; construction commences and is completed in batches (Year 2 & 3); and quality control of completed construction undertaken (Year 3 & 4). The facilities will be utilized as they are completed from Year 3. The disbursements for Component 1 construction activity of the Project are conditional on the achievement of agreed program implementation performance and progress targets that are presented in tables.

**D. Project Description**

**Component 1: Equitable Expansion of Lower Secondary Education (US$120.0 million)**

31. This component’s objective is to provide equitable access to lower secondary school for eligible graduates of primary schools that currently do not have the opportunity to continue their education. This will be achieved by building more schools and by providing learning environments that are safe, non-violent, and supportive of girls’ education. Lower secondary school construction financed under this component is complemented with a support package to ensure that each new school is fully ready to offer quality education to students. All new schools (about 175) will include new cost efficient and quality infrastructure design, learning materials on a 1:1 ratio for students, school management and multi-pronged teacher training (curriculum, girls’ education, special needs, violence awareness, ICT assisted teaching) and cluster-based training and communities of practice for further professional development. The GoU will be responsible for recruiting, training, and paying salaries to a sufficient number of qualified teachers, as well as financing the recurrent operational and maintenance budgets of the new schools.

**Subcomponent 1.1 New Lower Secondary School Expansion (US$117 million)**

This subcomponent will finance the construction of about 175 new lower secondary schools across the country. Approximately, 65 schools will be located in refugee and hosting communities in 12 districts and 110 will be in other targeted sub counties of districts meeting selection criteria. Out of the total number of schools approximately half will be built as single stream schools and half as double stream schools creating a total of over 63,000 additional spaces for enrolment at the lower secondary level. The component will also finance school furniture, science laboratory kits, ICT laboratory computers, student textbooks and teacher guides in seven compulsory subjects and seven elective subjects.
Subcomponent 1.2 Support for Girls’ Education and Safe Schools (US$3.0 million)

32. This subcomponent will support a national information campaign to reduce violence against children (VAC) and the importance of educating girls based on the policy and legal framework of Uganda. The campaign will promote school, community, and parental awareness to prevent cases of violence in schools, prevent early pregnancies, providing support to at risk children and mobilise child mothers to complete their education. The campaign will utilize traditional face to face and media-based means of communications. In the targeted districts, the project will support focused intervention on the local level through sensitization of the local communities receiving new schools, training of the new schools’ teams of teachers in establishing and maintaining safe school environments and managing social risks associated with construction.

Component 2: Hosting Community and Refugee Education Support (USD 15.0 million)

33. Component 2 will focus on new and existing government lower secondary schools in refugee hosting sub counties within the 12 targeted districts. All activities under this component are financed by grant monies received through the IDA 18 sub-window for refugees and host communities. The target population is refugee and host community school-aged children eligible for lower secondary education (ages 13-18) who have already completed primary school. The component will support the development and execution of three core programs and a learning support package. The core program includes: (i) a social and emotional learning program (SEL), (ii) a vocational skills program (VSP), and (iii) school grants. The learning support package includes: a school starter kit, student and teacher certification support, and an accelerated education program (AEP).

34. Much of component activities are modeled after and will build on ongoing and past efforts made by the MoES and Uganda-based NGOs implementing highly relevant SEL, VSP, and AEPs in Uganda. While most of these programs are limited in scope and geographical coverage, some come with robust evidence and proven implementation modalities. In areas where there is limited experience, this component will invest in establishing new delivery mechanisms designed to improve quality and sustainability.

Subcomponent 2.1: The Social and Emotional Learning Program (US$1.9 million)

35. The social and emotional learning (SEL) program will support activities to help students cope with psycho-social challenges related to violence in schools and local communities by fostering their resilience, empathy, and engagement. The social and emotional learning (SEL) program will support a holistic approach involving schools and communities by (a) improving the capacity of school principals and teachers to undertake a positive approach to addressing violence through curricular, extra-curricular and

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28 Evidence from among others: Good School Toolkit, Educate!, FUZU e-platform with experience in Kenya and Uganda’s Bidi Bidi sub county hosting refugees.
school climate interventions as well as counselling support, (b) encouraging community stakeholders to help promote consistent vision and environment beyond the school boundary, and (c) reinforcing efforts to change the norms and culture of anti-violence. To ensure sustainability, staff from the MoES’s Secondary Education Department and the Local Government will go through capacity building so that they will be ready to support schools to implement and sustain the program.

Subcomponent 2.2: Vocational Skills Program (US$5.1 million)

36. This sub component will foster youth development of specific, marketable, short-term vocational skills as well as longer-term entrepreneurship and leadership skills relevant in the refugee and hosting communities. It will also maximize the secondary school’s capacity to raise income which can be used to reduce fees passed on to students. The target beneficiaries include students and out-of-school children. Rapidly developing and applying these skills is critical to lower the burden of extreme poverty. The subcomponent will support a longer-term entrepreneurship and leadership skills program that will be delivered at existing and new lower secondary schools. This program’s design takes into account equity and sustainability measures with the following parameters: (a) at least 50 percent of girls, those with special needs, and those who are at the lowest academic quartile participate, (b) at least 10 percent of the operating costs of the project can be recovered through business-club driven income generating activities, and (c) sustainability of the entrepreneurship and leadership skills program beyond the duration of the project.

Subcomponent 2.3: The School Grants Program (US$2.4 million)

37. The school grants program directly transfers funds to lower secondary schools in refugee and hosting communities as a means to offset the economic shock families are experiencing. The school grants will assist in reducing school fees that are passed on to parents. School fees in Uganda are on average $315 per child in rural areas which represent a considerable share of the average household income of $990 in rural areas (Uganda National Household Survey 2016, 2017). The program is designed to increase the likelihood of households with eligible secondary school aged children to enroll their children in school. The school grants will cover about 10-15 percent of the average school fee per rural child, and they will be gradually phased out during the life of the project as more sustainable means of income generation at schools are sought or increased government budget is granted to cover operating costs.

Subcomponent 2.4: Learning Support Package (US$5.1 million)

38. This subcomponent supports distribution of learning support packages that will provide immediate and substantial support to students, teachers, and schools to offset barriers for enrollment and improve quality educational service delivery. The learning support packages will: (i) provide basic

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29 Uganda’s Educate! program will potentially be scaled up to cover schools in the targeted refugee hosting districts.
supplies to enable learning and incentivize enrollment including those for special needs students (e.g. pens, notebooks, and reusable menstrual pads for girls), (ii) assist students and teachers to obtain official papers to enroll or teach in schools, and (iii) offer an Accelerated Education Program (AEP) to students who have missed the opportunity to enroll in lower secondary school at the appropriate age or who dropped out of school for various reasons (displacement, pregnancy, etc.).

**Component 3: Improving Teachers Support and Policy Development Nationally (US$10.0 million)**

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

*Subcomponent 3.1: Support to Teachers (US$8.0 million)*

40. A **cluster-based training and coaching support system** for teachers and head teachers at the school level will be established. The professional support system will focus on providing ongoing support to the teachers implementing seven core subjects of the new curriculum. The GoU will cover the basic costs of introducing the new curriculum: initial and follow up teacher training, printing and delivering textbooks and teacher guides (existing lower secondary schools), and learning materials, etc. Cluster centers will be established in existing schools (using existing facilities, no construction is expected) that have a track record of good performance and deliver learning outcomes at an appropriate level (e.g. above national average). Each cluster lead will dedicate existing teachers who will work as peer trainers and supporters to a cluster of neighbouring schools. The system will include about 130 clusters with each one comprised of about 30 lower secondary schools on average. Digital platforms and resources will be utilized to allow teachers to form communities of practice to receive remote support and feedback from regional and national trainers and coaching on how to improve teaching and learning. They will also be able to share their own experiences directly with each other.

41. **Selected cluster centers will implement a special program for ICT Champion teachers to promote technology assisted teaching and develop modern digital skills** (as required by the new curriculum) among lower secondary school students. The ICT assisted teaching starts with identifying an ICT champion (supporter and early adopter) in a school. The champion will promote the use of ICT for better teaching and learning in the whole school starting with his/her subject. After the training in ICT enhanced pedagogy, the champion will receive a laptop and projector (to be owned by the school). It will be preloaded with ICT resources for all the subjects. Headmasters from schools with the champion will be eligible for the receiving a laptop preloaded with administrative software. The program will be available to all schools in the country, but it will roll out to a mix of about 2,000 schools, some with ICT capacity and some without any previous exposure to ICT assisted teaching in order to avoid widening the technology gap. This will enhance professional sharing and learning across teachers in all lower secondary schools in their respective clusters.
Subcomponent 3.2: Support for Development of Key Secondary Education Improvement Policies (US$2.0 million)

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

Component 4: Project Management, M&E (US$5.0 million)

43. This component will provide support to the project implementation, monitoring and evaluation. It will finance project staff, office rent, furniture, equipment, transportation, data collection, and capacity building. Third party assessments will be done to verify the achievement of the DLIs and satisfactory completion of large procurements.

E. Implementation

Institutional and Implementation Arrangements

44. The overall oversight of the project is the responsibility of the MOES under the leadership of the Permanent Secretary. The Project will have a Steering Committee with relevant representation and a TORs detailing their responsibilities including the frequency of their meetings. The Project will also have a Technical Committee with key project staff. A Project Coordination Unit will be established to support the day to day implementation of the project. The PCU will be led by a Project Coordinator and a Deputy Coordinator assisted by component technical leads for each of the key project activities, recruited specialists and fiduciary staff (procurement, financial management and M&E). The Project will be under the Secondary Education Department.

45. The PCU will work in close coordination with the user departments of the Ministry that will provide technical guidance, coordinate the delivery of the project, and work in collaboration with other Ministries, and agencies specifically NCDC, UNEB, Office of the Prime Minister, Ministry of ICT on connectivity, Ministry of Energy and Power Supply, and Ministry of Local Government (MoLG). The MoLG will verify the allocation of new schools and conduct procurement for decentralized schools if deemed to have capacity. MoLG will also supervise construction works, monitor safeguards, and
operationalize the Grievance Redress Mechanism (GRM).

46. Component 1 covers construction of new schools and support to girls’ education. The PCU will have a dedicated team of engineers supervising the project implementation with support from the LG. The Construction Management Unit (CMU) will be responsible for coordination with different projects. The standardized drawings and bill of quantities for the various lower secondary school structures have been developed with support from the CMU. The Gender Unit within the MoES will be responsible for the delivery of the gender activities in the targeted regions as well as the awareness training programs for new lower secondary schools to be built under the project.

47. Component 2 focuses on refugee hosting districts, the refugee focal point within the MoES (e.g. Policy and Planning Department) will assign a dedicated officer to be responsible for supporting the refugees and host communities’ education activities of the project. The MoES will ensure coordination of the various stakeholders under this component including the selected NGOs, Office of the Prime Minister, and UNHCR to deliver the project activities. The Strategy and Policy department of the MoES will host the focal point for refugee agenda. The project will support capacity building and knowledge exchange in this area for the MoES staff.

48. Component 3 will be led by a component coordinator within the PCU, and s/he will be responsible for coordinating/facilitating the technical specialists working together from the NCDC, TIET, UNEB and DES to deliver the teaching and learning activities.

F. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)

The project will be implemented across Uganda. The specific project locations will be determined following selection criteria and in consultation and verification with the local authorities. It is planned that the project will include construction of schools in the identified refugee hosting districts: Adjumani, Arua, Isingiro, Koboko, Kiryandongo, Kyangwali, Kamwenge, Kyegegwa, Lamwo, Moyo and Yumbe. In the refugee hosting districts, only 11 percent of refugees have accessed secondary education, with only 33 percent of these being girls. The project will involve construction of about 170 new schools including administration and classroom blocks, ICT and science laboratories, libraries, latrines for both teachers and students, and in some locations teacher houses and a multifunctional learning center. The selection criteria for location of the new schools will among others, consider availability of land without any encumbrances and avoidance of natural habitats like wetlands and forests. The scope of civil works is captured in the standard drawings and designs for lower secondary schools to be built under the project. Districts and sub counties eligible for a school site are known. Specific site selection and verification will be ready by effectiveness and reflected in the POM.
G. Environmental and Social Safeguards Specialists on the Team

Christine Kasedde, Environmental Specialist  
Boyenge Isasi Dieng, Social Specialist

SAFEGUARD POLICIES THAT MIGHT APPLY

<table>
<thead>
<tr>
<th>Safeguard Policies</th>
<th>Triggered?</th>
<th>Explanation (Optional)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environmental Assessment OP/BP 4.01</td>
<td>Yes</td>
<td>This is triggered because the project will support civil works and their associated and localized environment, health and safety (ESH) risks to such activities. Anticipated ESH impacts/risks include: accidents and fatalities arising from increased traffic movement during construction, falls, cuts, bruises; solid waste; dusts; noise pollution and vibrations; sanitation and hygiene; vegetation clearance; soil erosion among others. Additionally, there will be indirect and accumulative impacts arising from extraction/sourcing of construction materials (such as sand, water, clay bricks, poles, timber) from the natural environment. There are additional anticipated social risks associated with the potential labor influx to target areas during construction activities. These include the risk of exacerbating HIV transmission, Gender Based Violence (GBV), child labor and Violence Against Children (VAC). An ESMF has been prepared to guide implementation of environmental and social aspects of the project (To be cleared by the Bank and disclosed both in country and on the Bank's external Website) and once the locations of the subprojects are known, ESMPs will be developed for each site.</td>
</tr>
<tr>
<td>Performance Standards for Private Sector Activities OP/BP 4.03</td>
<td>No</td>
<td></td>
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<tr>
<td>Natural Habitats OP/BP 4.04</td>
<td>No</td>
<td>The project has no adverse impact on natural habitats</td>
</tr>
<tr>
<td>Forests OP/BP 4.36</td>
<td>No</td>
<td>The project is not expected to affect the management of natural or plantation forests and neither will it support forests nor logging operations.</td>
</tr>
</tbody>
</table>
**Pest Management OP 4.09**  No  The Project will not involve use of pesticides.

**Physical Cultural Resources OP/BP 4.11**  Yes  This is triggered because project investments involve civil works and may affect physical cultural resources. The ESMF includes provisions of chance finds and their management and respective ESMPs will include PCRs investigation, assessments and management.

**Indigenous Peoples OP/BP 4.10**  Yes  The presence of the IPs in potential project Districts have been confirmed by a social assessment and the borrower has prepared an IPPF (VMGF in Uganda) which was consulted upon and will be cleared by the Bank and disclosed (in country and on the Bank’s external website) prior to project appraisal. A final list of sub-projects by location will determine the IPs that will be affected or involved in the project and and subsequent IPP (VMGP in Uganda) drafted and implemented accordingly.

**Involuntary Resettlement OP/BP 4.12**  Yes  Additional land will be required for the planned school construction and therefore, some PAPs might experience involuntary resettlement (physical and economic displacement). An RPF has been prepared accordingly to guide the management of any potential land acquisition, resettlement and loss of livelihood impacts. It will be cleared by the Bank and disclosed in country and on the Bank’s external website prior to project’s appraisal. Based on this RPF, site-specific RAPs will be developed once the actual construction sites are known.

**Safety of Dams OP/BP 4.37**  No  The project will not support or depend on dams

**Projects on International Waterways OP/BP 7.50**  No  No impact on international waters is envisaged

**Projects in Disputed Areas OP/BP 7.60**  No  Inclusion of disputed areas is not envisaged.

**KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT**

**A. Summary of Key Safeguard Issues**

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

The project will support civil works and they are associated and localized environment, health and safety (ESH) risks to such activities. Anticipated ESH impacts/risks include: accidents and fatalities arising from increased traffic movement during construction, falls, cuts, bruises; solid waste; dusts; noise pollution and vibrations; sanitation and hygiene; vegetation clearance; soil erosion among others. Additionally, there will be indirect and accumulative impacts arising
from extraction / sourcing of construction materials (such as sand, water, clay bricks, poles, timber) from the natural environment. There are additional anticipated social risks associated with the potential labor influx to target areas during construction activities. These include the risk of exacerbating HIV transmission, Gender Based Violence (GBV), child labor and Violence Against Children (VAC).

Additional land will be required for school construction and this could lead to involuntary resettlement (physical and economic displacement) and because the project covers areas such as Karamoja and Rwenzori regions which are known to host the Ik (Kaabong District in Karamoja region) and the Batwa (South Western Uganda: Kasese, Kisoro, Bundibugyo and Kanungu). A Social Assessment confirmed the presence of these groups (Known as Vulnerable and Marginalized Groups - VMGs) in these 5 Districts who might be excluded from project benefits.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:
There is no anticipated future activities, all school construction works will be completed within the project life time.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.
The site selection criteria will avoid any ecological sensitive environment like wetlands, forests, riverbanks and areas prone to landslides.

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.
Because the project sites have yet to be identified, the borrower has prepared relevant framework documents (ESMF, RPF and VMGF) to address the impacts listed in section 1). These have been consulted upon and will be cleared/disclosed in country and on the Bank's external website prior to appraisal.

The borrower has experience implementing these frameworks and associated plans under similar Bank funded projects. In addition, a Social Risk Management Component has been included in the education sector to specifically address labor influx related risks - It entails the recruitment of service providers to carry out sensitization and response activities to GBV, Violence Against Children, etc. and the signature of an MOU between the Ministry of Education and Sports and the Ministry of Gender Labor and Social Development to ensure adequate monitoring of these measures.

Additionally, the MoEs will sign MOUs with district local governments to utilize the services of District Environment Officers and District Community Development officers who are instrumental in providing safeguard monitoring support during construction phases of the several schools. The Project will provide dedicated budgets for district local governments for monitoring the implementation of ESIAs/ESMPs and regular reports submitted to MoES.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.
Beneficiary communities, relevant central and local governments, including NGOs and members of vulnerable groups have been consulted during the elaboration of safeguards frameworks - additional consultations of these groups will carried out once specific sites have been identified and relevant plans elaborated. Frameworks and Plans will be disclosed in country (in an culturally appropriate manner) and on the Bank's external website prior to project appraisal.
### B. Disclosure Requirements

<table>
<thead>
<tr>
<th>Environmental Assessment/Audit/Management Plan/Other</th>
<th>Date of receipt by the Bank</th>
<th>Date of submission for disclosure</th>
<th>For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>01-Nov-2019</td>
<td>02-Dec-2019</td>
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**"In country" Disclosure**

<table>
<thead>
<tr>
<th>Resettlement Action Plan/Framework/Policy Process</th>
<th>Date of receipt by the Bank</th>
<th>Date of submission for disclosure</th>
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<td></td>
<td>04-Mar-2019</td>
<td>05-Mar-2019</td>
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**"In country" Disclosure**

<table>
<thead>
<tr>
<th>Indigenous Peoples Development Plan/Framework</th>
<th>Date of receipt by the Bank</th>
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<tr>
<td></td>
<td>04-Mar-2019</td>
<td>05-Mar-2019</td>
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</table>

**"In country" Disclosure**

### C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting)

**OP/BP/GP 4.01 - Environment Assessment**

Does the project require a stand-alone EA (including EMP) report?

No
OP/BP 4.11 - Physical Cultural Resources
Does the EA include adequate measures related to cultural property? Yes
Does the credit/loan incorporate mechanisms to mitigate the potential adverse impacts on cultural property? Yes

OP/BP 4.10 - Indigenous Peoples
Has a separate Indigenous Peoples Plan/Planning Framework (as appropriate) been prepared in consultation with affected Indigenous Peoples? If yes, then did the Regional unit responsible for safeguards or Practice Manager review the plan? If the whole project is designed to benefit IP, has the design been reviewed and approved by the Regional Social Development Unit or Practice Manager?

OP/BP 4.12 - Involuntary Resettlement
Has a resettlement plan/abbreviated plan/policy framework/process framework (as appropriate) been prepared? If yes, then did the Regional unit responsible for safeguards or Practice Manager review the plan?

The World Bank Policy on Disclosure of Information
Have relevant safeguard policies documents been sent to the World Bank for disclosure? No
Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs? No
All Safeguard Policies

Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?
No

Have costs related to safeguard policy measures been included in the project cost?
Yes

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?
Yes

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?
Yes

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