



*The Republic of Uganda*

**MINISTRY OF EDUCATION AND SPORTS**

**THE UGANDA TEACHER POLICY**

**A REGULATORY IMPACT  
ASSESSMENT (RIA) REPORT  
FOR THE UGANDA NATIONAL  
TEACHER POLICY**

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# 1.0 Introduction

The introduction presents the: necessity of a Regulatory Impact Assessment (RIA); the concept of teacher professionalism; what would it take to professionalize teaching; teacher issues, and the objectives of the RIA.

## 1.1 Necessity of a Regulatory Impact Assessment (RIA)

Government of Uganda adopted the “Guide to Good Regulation” document for Policy Development which calls for a mandatory Regulatory Impact Assessment of the National Policies, Laws and Regulations. This means that policy solutions adopted by the government should address a maximum of economic and social issues causing a minimum burden on all the stakeholders.

Developing a national policy is justified only when the implementation of specific courses of actions help to prevent some imperfections of the market, adopt the least costly policy intervention, and when the net benefits of the policy developed are greater than costs of not developing one. Undertaking a RIA is thus a Cabinet condition for passing of Policies, Laws and Regulations.

## 1.2 The Concept of Teacher Professionalism

A teaching profession means “a job that requires specialised training in teaching and instruction.” A profession is intellectual and carries with it great personal responsibility. A profession, therefore, is learned and is based on knowledge and not merely routine. It is also practical rather than simply being academic or theoretical. In the definitions above, techniques can be taught; and this in fact is the basis of professional education. A profession is strongly organised internally and is motivated by altruism. As such professionals see themselves as working for the good of society. Accordingly, a professional person is one who knows ‘why’ and ‘how’. He/she is someone with specialised knowledge and skill in a specific occupation which he/she regards as a life-long vocation because of the nature of his/her special training and the satisfaction he/she derives from doing the job.

There are many characteristics of a profession.

- (1) A profession is based on a body of specialised knowledge and skill to apply to the specific needs, tasks and problems which he meets in the performance of his daily work. Thus, teachers require a high degree of intellectual ability and skill which are prerequisites of a profession. For instance, if one is a teacher of English, neither his/her knowledge of English, nor his methods and skills of teaching it must be questioned.
- (2) A profession always seeks competence in its members. The degree of competence found in the profession is determined by the qualifications, training and experience required and the special provisions for in service development. For example, teachers in Ugandan secondary schools are for the most part university graduates. However, some of these teachers are diploma holders and their classifications are mainly determined by the type

and length of training determined by government. For instance, a secondary school teacher who holds a degree qualification in Uganda must have gone through three years of university education. While those who qualify to teach at ordinary secondary school level must possess at least two-year teacher's diploma training.

Professional organisations to which teachers belong also play an important role in improving their qualifications and requirements. There are several ways in which practicing teachers can improve their competence in their respective teaching areas and in education generally; for example through in-service teacher training programmes, seminars, workshops, conferences and also through school monitoring by the Education Standards Officers-ESO (Inspectors). ESOs conduct school inspections for practical information and on-the-spot observations and discussions with teachers. The school inspections, in Uganda, are seen as a way of increasing teacher competence.

- (3) A profession serves the needs of its members. The teacher, for instance must have a satisfying job, an adequate salary, retirement benefits, the opportunity for advancement, and status among his colleagues and in his community. A profession also influences public policy in its field. Teachers in their various unions should be in a position to influence government policies concerning education, such as curriculum changes, the structure of school system and professional training. The changing nature of our society dictates that the profession will always have goals that will need implementation through national policy. This is what the National Teacher Policy envisions. Thus, a professional contributes to the well-being of society and is convinced that he/she is not only beneficial to himself/herself but also helpful to other people. Professionals derive personal satisfaction from doing the work.
- (4) A profession has group solidarity that comes partly through the members' own association or organisation. For example, in Uganda we have the Uganda National Teachers Union (NOTU). This union gives the profession the strength, respectability, prestige and protection it deserves. The professional body has the duty of educating their members and the public, and keeping people aware of new developments and ideas in the profession, thus professional literature has to be produced periodically in order to carry out that obligation. In producing professional literature, the union must do research which informs the findings that should be disseminated at national and international fora.
- (5) A profession has ethical standards or a code of moral behaviour of every member. For instance a profession carries a responsibility for a member to act in a manner required of a professional person. The behaviour of each member is a concern for all. In the case of schools for example, the conduct of any teacher influences the attitudes of the students and the public toward the profession and education in general. The code of conduct is always designed to inspire quality behaviour that reflects the honour and dignity of the profession. It is not intended to be an inflexible set of rules, but serves to measure the propriety or a member's behaviour in his/her working relationships.

However, while the current teachers' code of conduct spells out broad principles of basic values, ethics and behavioural standards of conduct by teachers, it only targets teachers in public schools and it is not clear who enforces it in practice.

### 1.3 What would it take to Professionalize Teaching?

The focus on what constitutes effective teaching and how to measure teacher performance is critical. Teacher preparation, evaluation, and the characteristics of effective teaching are at the centre of the current education research and policy making. Yet teaching is not afforded the same status as other professions in terms of recognition, pay, and career progression opportunities. As a result, most teachers leave the profession by their fifth year, and the finest teachers are among those who exit the nation's classrooms forever.

Government believes that five key structures—found in almost every other field—have the potential to transform teaching into a profession that fosters continuous improvement, high expectations, and shared accountability. This RIA outlines these structures and explores how these practices can work in Ugandan schools today.

**(1) Actionable Feedback:** Professional development is important, and should be driven by actionable and timely feedback. While head teachers can easily identify which teachers are most or least skilled, they however struggle to distinguish teacher performance for most teachers whose teaching practice is or near average.

**(2) Opportunities for Career Advancement:** While most professions have career advancement mechanisms in place to provide professional growth for practitioners, education does not. Career ladders allow individuals to take on new responsibilities as they demonstrate expertise. Currently, there is little avenue for teacher progression within the profession. Higher teacher retention rates positively affect student learning.

**(3) Distributed Leadership:** Head teachers perform big responsibilities. The idea that one person or his /her assistants can do all the things required to run a school effectively is unrealistic. Research shows that distributed leadership—where teachers take on leadership roles and influence decisions made about schools and instructional programs—has a stronger influence on student achievement than individual leadership. Head teachers in need of a shared role in decision-making are more likely to stay in the profession.

**(4) Collaborative Practice:** Unlike many other professions, collaboration among teachers is not standard practice. In fact, many teachers teach inside their classrooms with little or no interaction with their colleagues. Teaching is often referred to as the most isolated profession. Although collaboration is valuable for both teachers and students, the resources required to collaborate are lacking, mainly time and structures to support such collaboration.

**(5) Guiding Principles:** Most professions have principles by which the profession is practiced. Currently these are absent and teachers are being held to various sets of standards of holding them accountable to the public. The process of developing guiding principles across the profession must be led by teachers in order to increase respect for teachers and professionalizing the job of educating children.

Government now believes that these structures are critical to creating a profession that attracts, develops, and retains highly effective teachers. Deliberately professionalizing teaching will increase accountability for the success of all students.

## 1.4 Teacher Issues

This RIA assesses the feasibility and potential impacts (socio-economic) of the proposed national teacher policy. The current policy and legal framework has many weaknesses and inadequacies that have undermined the teaching profession. In addition, the proposed national teacher policy seeks to address the many other problems faced by teachers generally that have made it extremely difficult to improve the integrity of the teaching profession. Currently, there are no institutional arrangements to regulate the teaching profession, enforce the teachers professional code enhance the capacity of teachers as well as supporting the Continuous Professional Development (CPD) of teachers generally.

## 1.5 Objectives of the RIA

Given the many problems faced by teachers, particularly the failure to substantially improve effective teacher management, Government proposes a national teacher policy that envisions an efficient, effective and well-managed teaching profession.

In addition, this RIA:

- (1) Fulfills a cabinet requirement for policy development; specifically, that before any policy is presented to cabinet, it should be accompanied by a RIA report.
- (2) Examines the nature and extent of problems that proposed national teacher policy seeks to address in the management of teachers and indicates whether the proposed policy changes provide optimal solutions to the problems;
- (3) Presents the available options that can be adopted including developing the national teacher policy and the implications of such;
- (4) Analyses the potential impacts (including costs and benefits) of developing the national teacher policy;
- (5) Examines the ways in which the proposed national teacher policy will impact the goals of Government and then overall national development;
- (6) Indicates whether adequate stakeholder consultation processes were done inclusively and presents stakeholders' views on the National Teacher Policy; and
- (7) Considers how Uganda can learn from international experiences of other countries in respect to their national teacher policies.

## 2.0 *Problem Statement*

### 2.1 What is the problem of the Teaching Profession?

Government's delivery of quality education to all depends on many factors. These factors include but are not limited to the quality of: (a) curriculum (educational content); (b) teaching and assessment (educational processes); (c) learning environments (educational infrastructures); (d) continuous professional development (in view of dynamic realities); and (e) effective teacher management. Also, research shows that teachers are the single most important school-related factor affecting student learning outcomes—more than anything else. Thus, the quality of education is largely correlated and dependent on the quality of teachers.

To date, at least 347,219 teachers are employed in public and private schools (EMIS, 2015). Government directly employs 266,290 teachers as follows: 184,275 in primary schools; 67,168 in secondary schools; 13,870 in tertiary institutions; 750 in Primary Teachers Colleges (PTCs) and 227 in National Teachers Colleges (NTCs). The private sector directly employs 80,929 teachers as follows: 16,741 in Early Childhood Development (ECD) Centres; 62,779 in primary schools; 31,841 in secondary schools; 1120 in post-secondary schools and 289 teachers in the non-formal sub-sector. Teachers support the delivery of quality education under Universal Primary Education (UPE) and Universal Secondary Education (USE) among others. But, the educational achievements of learners are unacceptably poor (UNESCO [2013]; the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ) [2014]; National Assessment of Progress in Education (NAPE) [2015] and UWEZO [2016]).

The problems of: teacher absenteeism; ineffective teaching; qualifications and standards; institutional leadership; ethical conduct; teacher regulation; professional development persist. This is attributed mainly to under professionalization of the teaching profession among others. Thus, the National Teacher Policy provides a framework for professionalising and standardising the teaching profession in order to improve the development and management of teachers in Uganda.

The NAPE (2013) and UWEZO (2014) reports revealed repeated teacher strikes, increased incidences of unprofessional teacher conduct and the inability of the sector to attract and retain the best teachers into the profession. The problem of who is and who should be a professional teacher underscores the difficulties trying to professionalise the teaching profession. The public perception is that the unregulated teaching profession is currently one of the factors affecting the quality of education.

Over the years, it has become evident that government requires a teacher policy to address the new educational requirements emanating from the fast changing and technological revolution conditions. Among others, matters dealing with systematic measuring and monitoring the performance of individual pupils, students, schools and national education system need to be strengthened and made consistent with other legal provisions. In

addition, the national teacher policy needs to be reorganized and consolidated by making it simpler and more focused.

Hence, the necessity to develop a national teacher policy to address the various deficiencies is inevitable.

## **2.2 What Risks are Inherent in the Current Situation?**

Currently, there are ambiguities in the roles and responsibilities of teachers and other education sector players. There are also, unclear linkages among different players, there are obvious risks of discretionary decisions leading to adverse consequences to the integrity of teaching profession. The unclear and inadequate processes and safeguard provisions within the current teacher policy framework have led to slow or no response by government and other stakeholders to address teacher issues generally. The risks of such a situation may remain without this urgent development of National Teacher Policy.

## **3.0** ***Rationale for the National Teacher Policy***

### **3.1 What are the underlying force(s) behind the Teacher Policy?**

Teachers are vital because of their impact on student learning. Research shows that raising teacher quality leads to substantial gains in school performance. However, there are many important aspects of teacher quality that are not captured by indicators such as qualifications, experience and tests of academic ability.

Government believes that learning is not confined to the achievement of academic goals alone and can and should be promoted in a range of contexts both within and without of the classroom. This is summarized in the six (6) Cs namely: Curiosity; Concentration; Creativity; Confidence; Collaboration; and Competence which are the qualities that government seeks to impart in learners.

Teacher policy concerns have increased in recent years due to the profound economic and social changes underway and the imperatives for education to provide the foundations for lifelong learning. Government has been engaged in key curriculum reforms, and has placed stronger emphasis on gender equality within schools, incorporation of Information and Communication Technology (ICT), and integration of students with special needs in the education system. Such developments require re-examination of the role of teachers, their preparation and work hence the need for a teacher policy.

Understanding the operations of the teacher labour market is generally vital. Key aspects include the factors shaping teacher demand and supply, the responsiveness of teachers to incentives, the trade-offs government face in defining the number of teachers needed and teacher deployment to various schools.

The teacher policy is intended to promote a common understanding amongst all education stakeholders of what constitutes good, effective teaching practice to support educational goals. While, the context within which learning takes place varies, the policy will consider that there are principles of teaching and learning which have universal application. The teacher policy should be read in conjunction with other educational policies in order to ensure that all teaching and learning meets the needs of all pupils. Teachers should consider barriers to involvement arising from additional learning needs, language, disability, gender, belief and how these can be overcome. This will apply to social needs, as well as learning and teaching needs.

This policy is intended to promote consistent outstanding standards in learning and teaching. It recognizes that what happens in classrooms is fundamental in helping learners acquire the skills and habits of mind to be successful learners not only at school but throughout their lives generally. This will be in line with UNESCO's four pillars of education namely: (i) learning to know: to provide the cognitive tools required to better comprehend the world and its complexities, and to provide an appropriate and adequate foundation for future learning; (ii) learning to do: to provide the skills that would enable individuals to effectively participate in the global economy and society; (iii) learning to be: to provide self-analytical and social skills to enable individuals to develop to their fullest potential psycho-socially, affectively as well as physically, for an all-round 'complete person'; and (iv)

learning to live together: to expose individuals to the values implicit within human rights, democratic principles, intercultural understanding and respect and peace at all levels of society and human relationships to enable individuals and societies to live in peace and harmony.

### 3.2 What would happen under a “Non-Action” Scenario?

In case the National Teacher Policy is not developed and implemented as proposed, the challenges as highlighted above will remain thereby; directly impacting the teaching profession and others by affecting the quality of education and the overall effectiveness of the teaching profession.

### 3.3 Who then is affected by the Status Quo?

Practically all players involved in the management of education sector such as teachers in both private and public schools, students and government are likely to be impacted. In addition, professionalising the teaching profession means that those who had left the profession may rejoin. In addition, the growth of enrollment through the high number of teachers in the colleges implies that the teaching force may expand significantly.

However, teachers will be impacted more because of the difficult conditions in which teachers work. The low remuneration, overcrowded classrooms, the potential for (or probability of) sexual harassment or abuse, lack of respect from the public members, violence in, to, and from the school, too many needy students, and lack of teaching and learning materials, all contribute to the current difficult working conditions. These conditions — disjointedly and cumulatively discourage teachers and negatively affect three key teacher characteristics, (identity, efficacy and professionalism) all of which are critical to effective teacher performance.

- (1) On the issue of **teacher identity**, the status quo means that teachers will continue to lack a strong professional identity or desire to strengthen that identity, even if the respect for teachers increases and even if government recognises teachers and their role to education as important.
- (2) As regards **teachers’ efficacy**, the status quo means that if teachers: are poorly prepared; receive little or inadequate professional support — particularly if they teach children with acute emotional and academic needs— they may continue to lack confidence in their own abilities as teachers. Teachers may; continue to doubt their own efficacy, not believe that their students can learn; and may even begin to channel these frustrations onto students—blaming them for the weaknesses of the system. It’s hard to love your job when deep down you think you are inadequate at it. All this undermines teacher-student relationships, undermines the quality of teaching and learning, undermines student learning, and undermines the notion of teaching as a desirable, even noble, profession.
- (3) Finally, on **teacher professionalism** the status quo means that many teachers, so exhausted and worn down by this lack of professionalism, combined with the conditions in which they work, may resist change of any sort, systematic initiatives of any sort, or new ideas of any sort because they are simply trying to survive, physically or emotionally, in the face of so much adversity.

### 3.4 Past & Present Policy Measures to solve Teacher Issues

- (1) The Government White Paper on Education 1992** under **Chapter Eight** pages 136-161 undertakes to reinstate the status of teaching as a worthy and satisfying profession and to develop it into one of the best professions in the country. However, twenty-seven (27) years later this has not been achieved and the quality of teachers and the profession still leaves a lot to be desired. The white paper had recommended professionalising the teaching profession. This clearly was not done.
- (2) Uganda Vision 2040:** As Uganda embarks on major transformation, with a vision of moving from a peasant society to a modern and prosperous country by 2040, Education is seen as a key factor for the achievement of this objective. Therefore, Uganda Vision under *Paragraph 187 on page 69* commits government to review the policy, legal, institutional and regulatory framework to support the development of skilled human resources at all levels. Teacher development and professionalism is not an exception.
- (3) Sustainable Development Goal (SDG) Goal 4:** Under SDG Goal 4, the target is to Increase by x% the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially Low Developing Countries such as Uganda and Small Island Developing States (SIDS). The indicators to measure these include the Proportion of teachers in: (a) pre-primary; (b) primary; (c) lower secondary; and (d) upper secondary education who have received at least the minimum organized teacher training (e.g. pedagogical training) pre-service or in-service required for teaching at the relevant level in a given country.
- (4) The Education Sector Strategic Plan (ESSP 2007 - 2015)**
- a) The revised ESSP 2007-2015 at **page 4** sought to increase the attractiveness of the teaching profession through the introduction of a scheme of service that creates a career ladder for teachers and school administrators and differentiates salaries in recognition of career status.
  - b) The revised ESSP 2007-2015 also recognises the importance of teachers as the backbone of education. Teachers in Uganda are trained in PTCs, NTCs and Universities and this is complemented by continuous teacher development programs education, (e.g. the ministry has reviewed the Primary Teacher Education Certificate curriculum to bring it in tandem with the emerging concerns in the sector. The reformed curriculum emphasizes pedagogy among other themes to enhance teacher competencies and deliver thematic curriculum at lower and upper primary classes). The new primary Teacher Education Certificate Curriculum will also respond adequately to the key crosscutting issues that include among others HIV/Aids, gender, special needs education and psychosocial education. It thus proposed the Teacher Development and Management System (TDMS). However, despite these interventions, teacher management issues remain.
- (5) The Second National Development Plan (NDPII-2015/16-2019/20)** under chapter 12 on **Human Capital Development** pages 188-197 provides for professionalising and motivating the teaching force. The NDPII Indicators/Targets (Goals, KRAs, Objectives and Sectors) include: Developing and implementing a Teacher Development and Management System (TDMS) to provide in-service teacher training and support. However, the actual process to do this is through the development of the teacher policy.

**(6) The Education Sector Strategic Plan (ESSP) 2017-2020**

The ESSP 2017-2020 proposes to develop and implement a comprehensive Teacher Policy that elevates the standards in the teaching profession to a level that aligns with the nation's aspirations for socio-economic transformation. Also, the MOES proposes to continue with the training of teachers of physical education, including conducting sports in-service training for teachers annually, as a means of strengthening physical education and sports in schools, and to recruit mathematics and science teachers for Secondary Schools. The ESSP further proposes undertaking a tracer study of teachers who have left teacher training institutions. It also proposes to rehabilitate and expand 45 PTCs; Start with 6 PTCs.

**(7) The National Resistance Movement (NRM) Manifesto 2016-2021**

The NRM, in the manifesto, pledged continued enhancement of teachers; construction of more teachers' houses to improve their welfare, starting with houses for head teachers and senior women teachers, before gradually spreading out to cover other teaching staff; introduce ECD training in existing Primary Teachers Colleges (PTCs); and development of relevant ECD training curriculum. Local Governments will be advised to post teachers near their homes where possible, so that they stay in their private homes and are not burdened with rent as we increase the stock of teachers' houses.

**(8) The Public Service (Teachers) Act Statutory Instrument 290-1-** The Public Service (Teachers) (education Service Commission) Regulations issued *under Article 251 of the constitution and section 19 of the Act*. These regulations were issued under *Article 112 of the Constitution of 1967, and section 19 of the Public Service Teachers Act, Act 37/1969*. The Act was repealed by the Education Service Act, Act 6/2002. *Section 31 of Act 6/2002* which is similar to *section 19 of Act 37/1969*. However, these regulations only applied to all teachers in the unified service except primary school teachers in salary scale U5-1. This means that regulations were of limited application in scope since they do not cater for all the teachers we currently have today. The regulations also apply to all teachers (regulation 19 and 20) who are on pensionable terms and those with contracts with specified period of service.

**(9) The Teachers Code of Conduct Chapter.290:** The code of conduct was added by the **Teaching Service Commission (amendment) Regulations Statutory Instrument 12/1996**. The regulations did not specify the authorizing provision for the Schedule. Under **section 2** the **Teachers Code of Conduct** opens membership to a person who has successfully completed an approved course of training as a teacher leading to the award of recognised certificate and whose name has been entered on register of teachers in accordance with the provisions of the Education Act and such a person has been issued with a certificate of registration as a teacher. It also provides for **licensed teachers** a category that is no longer provided for in the current law.

The enforcement of the code is by every teacher to report the breach of the **Teachers Code of Conduct** to appropriate authorities (*Committee, Appropriate Authorities or Commission*). Whereas all these appropriate authorities are defined in the interpretation section of the code, the multiple reporting arrangements are not effective for professional management. In fact, all the mentioned appropriate authorities are practically dysfunctional.

**(10) The Education Service Act, 2002 (Act No. 6. Of 2002):** The Education Service Act defines the teacher and education service in relation the Education Act of 1970. This definition is narrow and limited as it application. There is no current register of teachers to refer to. The Education Commission is a Constitutional body created under **Articles 168 and 169** of the Constitution of the Republic of Uganda 1995 as amended. A profession should be self-regulating and not Government regulated as is implied in all these legal provisions.

**(11) The Education (Pre-primary, primary and post-primary) Act, 2008** provides under *Part V for the Registration and Licensing of teachers*. This function is given to the Director of Education. However, there are many directors in the Ministry of education and Sports so who is the one responsible for this function is not clear. Also, this would mean that all teachers are in public Schools leaving out many teachers in the private sector. The act does not provide for the discipline, sanctions and remedies for the aggrieved teachers. However, these developments have not addressed the current teacher issues generally and the problems of the teaching profession. Therefore, the development of the National Teacher Policy is necessary and justified.

**(12) The Local Government Act, Chapter 243.**

The enactment of the Local Governments Act, Cap 243 resulted in the decentralization of some of the functions to Local Governments under sections 96 and 97 respectively. In the *Second Schedule* to the Act, Item 21- Education policy was decentralised. *Under Part 2 the Functions and services for which district councils are responsible, subject to article 176(2) of the Constitution and sections 96 and 97 of the Act include but are not limited to—* (1). Education services, which cover nursery, primary, secondary, trade, special education and technical education. However, the Local Governments Act, Cap 243 says nothing about teacher management issues.

**(13) The Local Governments (Mbarara District) (Education) Ordinance No.4, of 2015.**

The ordinance under clause 21 on the Teachers professional code of conduct states that (4) Any conduct of a teacher, which in the opinion of the Education Service Commission or Chief Education Officer, whether the conduct occurs in the practice of the teacher's profession or otherwise, is unbecoming of a teacher shall be a professional misconduct for the purposes of this Ordinance. However, this ordinance is only applicable to Mbarara District local government and besides, it has no sanctions framework. So it does not help the teachers cause.

## 4.0 *Objectives of the National Teacher Policy*

### 4.1 What are the overall Objectives vis-a-vis Expected Impacts?

The objectives of the national teacher policy are to:

- (1) Streamline teacher management for better productivity, discipline, retention and motivation.
- (2) Strengthen pre-service and in-service teacher training so as to enhance competences to effectively deliver quality learning outcomes and leadership at all levels of the education cycle.
- (3) Standardize teacher development, qualifications and practice across all levels of education.
- (4) Streamline the integration of cross cutting issues into all aspects of teacher training, management and practice at all levels.

### 4.2 Has Account been taken of Earlier Established Objectives?

Yes. The Ministry of Education and Sports has undertaken a review of its performance and noted major challenges. These are:

- (1) Teacher Recruitment, Deployment and Absenteeism:** There is a need for policies that will ensure that the teachers reach the schools where they are needed. Private Vs Public school; Teachers abandon private schools whenever there is a recruitment opportunity. Teachers lack motivation and incentives to work in rural areas due to low quality of life, limited school resources and lack of leisure activities. The costs of teacher absence, both in financial and academic terms, can no longer be borne in silence.
- (2) Teacher dissatisfaction:** In a national survey on government primary teacher job satisfaction, 47 percent indicated that they were dissatisfied with their job, 59 percent indicated that if they were to start their career afresh, they would not be teachers, and about 78 percent believe that their colleagues are dissatisfied with their job. Only 16 percent of teachers aspire to remain in the profession over the next two years.
- (3) The size of teaching force will have to significantly increase to achieve National Education Objectives:** The number of teachers in Government schools will have to be multiplied by 1.7 (low scenario) or by 2.1 (high scenario) between 2010 and 2025 at primary level. In order to satisfy this need, the government will have to recruit at least 12 600 and / or 16370 new teachers. This is an average annual new recruitment of about 6 100 new teachers per year. In primary, government teacher numbers will have to expand at a slightly higher rate (5.0 %, compared to 4.4 % in the recent past). For secondary, average annual growth in government teaching staff numbers will have to increase from 7.6 % to 12.0 %.

**(4) Teachers lack the required skills:** Primary teachers' proficiency levels are low in oral reading (37 %), numeracy (66 %) and literacy (73 % - NAPE/UNEB, 2011a); and pedagogical training is weak, as highlighted by teachers' difficulty in transmitting their higher knowledge to students. These results call for further analysis to better understand the main factors driving training college quality and to identify the levers that could positively impact on effectiveness, including how resources are mobilized and used. Indeed, the level of capitation grants (USh 1,800 per trainee per day) is inadequate.

**(5) General Teacher Motivation:** Generally low motivation exists especially among primary teachers. Throughout the country job dissatisfaction among teachers is above 51% with highest being in western Uganda. (TISSA report 2013) and the professional ladder as it is does not offer much professional advancement opportunities especially for primary teachers which represent the bulk of teachers (80%). However, there appears to be mounting concerns that unacceptably high proportions of teachers working in public school systems in many Local Governments are poorly motivated.

## **5.0 Options Available to Achieve Policy Objectives**

### **5.1 What is the Approach to Achieve the Policy Objective?**

The basic approach chosen by the Ministry of Education and Sports is to develop the National Teacher Policy as proposed instead of current Policy Framework. Since many current policies and institutional frameworks are helping the status quo, the development of the policy will solve most of the teacher problems. The policy will affect the teaching profession positively.

### **5.2 Which Policy & Legal Instruments have been considered?**

The following have been considered:

- (1) The Government White Paper on the Education Policy (1992).
- (2) The Constitution of the Republic of Uganda 1995 as amended.
- (3) The Uganda Vision 2040
- (4) The Sustainable Development Goal (SDG) Goal 4
- (5) The Second National Development Plan II (2015/16 – 2019/20).
- (6) The Education (Pre-Primary, Primary and Post-Primary) Act, Act 2008.
- (7) The Education Service Act, 2002.
- (8) The Local Government Act, Chapter 243.
- (9) Uganda and Review of the Teaching Service Regulations (1994)
- (10) The Teachers Code of Conduct Chapter 290-(1996).
- (11) The Public Service (Teachers) Act Statutory Instrument 290-1.
- (12) The Local Governments (Mbarara District) (Education) Ordinance 4, of 2015.
- (13) The National Assessment Program for Education (NAPE) survey (2012): by the Uganda National Examination Board: Uganda among others.

### **5.3 What Tradeoffs are Associated with the Proposed Option?**

The teaching profession in particular may start losing credibility if it lacks a clear policy to support its operations. Further, the current policy and legal regime is inadequate to keep the teaching profession at pace with the rapid advancement or even propel the transformation of the current education sector.

Also, the tradeoffs associated with not developing the national teacher policy include the inability to take advantage of the eight (8) Systems Approach for Better Education Results (SABER)-Teachers policy goals namely: (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.

For each policy goal, we identify policy levers, which are the actions that government should take to reach the goals. In turn, each policy lever has a corresponding set of indicators that measure the extent to which government is making effective use of the policy levers. Using the policy levers and indicators, it is possible to assess the extent to which our education system has in place teacher policies that are related to improved student outcomes.

#### 5.4 What ‘Design’ Levels have been considered?

The main focus RIA is on policy design, rather than on policy implementation. While focusing on the policy framework is important, such focus cannot capture everything that happens in reality. Policies “on the ground”, or as they are actually implemented, may differ quite substantially from policies as they were originally designed- policies “on paper”, and in fact they often do so. This may be so because powerful groups have shifted the focus of the policy in ways that are more advantageous to their interest or as a result of lack of capacity (financial or human resources, but also expertise) of those in charge of implementing them.

These caveats notwithstanding, mapping and analysing the design of the National Teacher Policy is important to:

- (1) Provide a sense of what is possible in the teaching profession. The Policy clarifies the expectations of profession (the goals it aims to) and its theory of action (the specific actions and related conditions necessary to achieve the set of goals). Any activity that takes place within the teaching profession does so within the boundaries set by the policy, which may promote certain types of activities and prevent others. Thus, understanding the limits that the policy may pose to the possible options to improve teacher practices is a first step towards teacher improvement.
- (2) Allow for a better understanding of where to focus improvement efforts. The RIA for the teacher policy allows the assessment of the likelihood that the policy will achieve expected outcomes and help direct policy interventions where they are most necessary. This is because for such a policy to function properly, other policies need to be present, such as having mechanisms to assess teacher performance and student learning, and better pay that makes better performance possible.
- (3) Support a more thorough understanding of implementation gaps. In order to understand why the current policy regime is not producing the expected results, it is important to be able to assess whether this is due to a fault in the implementation process, or due to a mismatch between a policy and its context, or inconsistency within the current policy regime. While the RIA does not allow accurate assessment of all the options, it provides a solid starting point for future assessments. Certainly, the RIA needs to be complemented with information that describes the actual design of the teacher policy on ground. For this reason, it is expected that as more systematic data on national teacher policy implementation becomes available, it will be possible to better assess the relationships between policy design and policy in practice.

During the RIA development process, discussions and consultations were held at different levels of government and the education sector to ensure that the National teacher policy is

more concise and clearer by inserting user-friendly provisions and also ensuring consistency with other existing policy frameworks and laws.

## 5.5 Which Options have been discarded at an Early Stage?

The option of developing a **national teacher policy** was considered as appropriate to address the current teacher issues and maintaining status quo-**do nothing option** was discarded for practical considerations since it would not help government to solve the current problems highlighted above. In addition, it would not help in fixing the education educational quality issues as pointed out.

The reasons for discarding the current policy regime include for instance:

- (1) Lack of a self-regulatory body for the teaching profession to regulate the requirements for entering and remaining in the teaching profession.
- (2) Lack of not only standard requirements for entering the profession, but also the requirements (if any) for remaining in the profession (CPD).
- (3) Failure to provide guidance on Initial teacher preparation. For instance, who regulates initial teacher education programs? What are the education routes available to those who wish to become teachers? How selective are teacher education programs? What educational qualification does a teacher education program confer? To what extent does initial teacher preparation include practical experience?
- (4) It does not offer helpful guidance on teacher recruitment and employment. The profile and effectiveness of those who enter and remain in the teaching profession is affected by existing policies and processes designed to attract and recruit individuals into teaching. But, in the current policy regime, who hires teachers and who dismisses them? Who decides on the distribution of teachers across public schools? What incentives exist for teachers to work at hard-to staff schools, teach critical shortage subjects, and take on leadership roles? What is the age profile of the teaching force? What is the employment status and job stability of teachers?
- (5) The current policy regime does not offer useful guidance on Teachers' workload and autonomy. For instance, how much time are teachers expected to work? What tasks are teachers expected to carry out? How much autonomy do teachers have? How do school conditions affect teacher workloads?
- (6) The current policy regime falls short on Professional development and on-the-job support for teachers. For instance; who provides and funds professional development? What professional development rules and policies apply to teachers? What forms of support are specifically available to beginning teachers?
- (7) The current policy regime is inadequate on compensation, which includes both salary and non-salary benefits. For instance, who determines teacher salaries? What are the salary and non-salary rules that determine a teacher's level of compensation? Are there monetary sanctions for teacher absenteeism? What is the fiscal burden of teacher compensation?

- (8) The current policy regime fails on Retirement rules and benefits which are an important determinant of the attractiveness of the teaching profession, and they are likely to affect the profile of those who decide to enter and remain in the profession. For instance, who determines teachers' retirement benefits? What is the scope and structure of retirement benefits? What is the age structure of the teaching force? What are the fiscal provisions for pension payments and retirement plans?
- (9) The current policy regime is weak on monitoring and evaluation of teacher quality. A teacher's on-the-job effectiveness ultimately matters more than his or her formal qualifications. Performance evaluations may provide valuable information about a teacher's strengths and weaknesses, which can help improve his or her work. For instance; Are school teachers evaluated on a regular basis? Who evaluates teachers' performance? What criteria are used to assess teachers' performance? How is information gathered to assess teachers' performance? What are the results of teacher performance evaluations used for?
- (10) The current policy regime is weak on coordination of teacher representation and voice. Teacher unions or other organizations that represent teachers' interests hold sufficient power to affect education policies in general and teacher policies in particular. Understanding collective bargaining in education and its impact on the day-to-day life of schools is critical to designing and implementing an effective teacher policy. For instance, what labor rights do teachers enjoy? At what level does collective bargaining for the teaching profession occur? What issues are subject to collective bargaining? Who is affected by the outcomes of negotiations? What power do teacher organizations have to affect education policies in general?
- (11) The current policy regime is weak on school leadership. Teacher policies are important determinants of the quality of teaching. However, for both political and economic reasons, it is often difficult to introduce reforms that directly affect teacher quality. Another approach is to promote good teaching through school principals/head teachers. To document the policies that affect school principals/head teachers, it is important to address the following issues: What is the recruitment and employment process for school principals/head teachers? Is there a performance evaluation system for school principals or head teachers? If yes is it standardized? What are the responsibilities of school principals/head teachers? How are school principals/head teachers rewarded for their work? How are principals/head teachers' contracts determined?

## **6.0** *Impact Expected from the Different Options*

### **6.1 What are the expected impacts of the options selected?**

#### **6.1.1 The Positive Impacts of developing the National Teacher Policy include:**

1. Enhance professionalism of the teaching profession and its management.
2. Promote efficient and effective recruitment, deployment and integrity of the teachers.
3. Streamline the management of the teaching profession.
4. Create enabling framework for effective decision making and implementation of Teacher issues.
5. Promotion and retention of highly motivated, professional and ethically upright teaching force in Uganda.
6. More effective management for better teacher productivity, discipline, retention and motivation.
7. More competent teachers that can effectively deliver quality learning outcomes and leadership at all levels of the education cycle.
8. Standardization of the management, development and practices of teachers.
9. Cross cutting issues streamlined into all aspects of teacher training, management and practice at all levels.
10. Improved substantial gains in schools performance at all levels.
11. Strengthen the institutional and structural capacities for improving teacher quality at all levels.
12. Removal of ghost teachers since all the teachers will have to be registered and given a practicing number irrespective of whether they are in public or private schools.

#### **6.1.2 Negative Impacts of developing a National Teacher Policy include:**

1. The proposed National Teacher Policy will require additional human resource and financial resources by the Ministry of Education and Sports.
2. The National Teacher Policy may still not be adequate to address challenges arising mainly from socio-economic and demographic challenges of the population.

### **6.2 Are there Potential Conflicts and Inconsistencies between Economic and Social Impacts that may Lead to Trade-Offs and related Policy Decisions?**

There are **No** potential conflicts. The MOES has done adequate consultations and consensus has been reached on the draft National Teacher Policy.

### **6.3 Are there Particular Impacts on a Specific Group or Institution?**

This is not anticipated at this stage.

### **6.4 What are the Policy Impacts in the Long- Run?**

Over time; the impact will be an efficient, progressive and forward-looking; a self-regulated body and an enabling environment for management of the teaching profession in Uganda. This will improve the overall quality of education and support socio-economic transformation of the country.

## 7.0 *Comparison & Justification of the Policy Option*

### 7.1 What is the Final Policy option Chosen and Why?

The final policy option chosen to address teacher issues is the development of the National Teacher Policy. This option is chosen because the existing teacher management policies and institutional framework cannot solve the current teacher management issues identified in the problem statement.

### 7.2 Why was a Less Ambitious Option Not Chosen?

The development of the National Teacher Policy was seen as the **best and practical option**. Developing a teacher policy is already an ambitious option as it involves thorough review of the existing policy and laws in order to find best practices customized to suit National Teacher Policy.

### 7.3 Assessment of the measures to maximise Option Impacts

In order to understand whether the intended National Teacher Policy measures will maximise positive impacts while minimizing negative impacts, a comparison of the two options is undertaken using the Likert Scale as shown by the table below.

No	IMPACT	Option1: No action- Status Quo.	Option 2: Develop National Teacher Policy
1.	Professionalism of teachers enhanced	<b>Low</b>	<b>High</b>
2.	Recruitment, deployment and integrity of teachers promoted	<b>Low</b>	<b>High</b>
3.	Management of all teachers streamlined	<b>Low</b>	<b>High</b>
4.	Effective framework for decision making and implementation of teacher issues developed	<b>Less Likely</b>	<b>More Likely</b>
5.	Retention of motivated, professional and ethically upright teachers promoted	<b>Low</b>	<b>High</b>
6.	Effective teacher management for better productivity, discipline, retention and motivation.	<b>Low</b>	<b>High</b>
7.	Likelihood of more teachers delivering quality learning outcomes effectively.	<b>Low</b>	<b>High</b>
8.	Teacher management, development and practices standardised.	<b>Low</b>	<b>High</b>
9.	Cross cutting issues on all aspects of teacher training, management and practice streamlined.	<b>Low</b>	<b>High</b>
10.	Likelihood of effective school and teacher leadership at all levels of the education cycle strengthened.	<b>Low</b>	<b>High</b>

## **8.0** ***Policy Monitoring and Evaluation***

### **8.1 The Core Progress Indicators for Assessing Policy Objectives include:**

- (1) Decreased Professional Misconduct among the Teaching profession.
- (2) Higher % of teachers outside the public employment regulated successfully regulated
- (3) Increased integrity and credibility of the teaching profession
- (4) Number of attrition from the profession reduced thereby increasing the quality of education overall.
- (5) CPD properly designed and enforced across board.
- (6) Teacher motivation enhanced.

### **8.2 The Possible Monitoring and Evaluation Arrangement will involve:**

- (1) Annual surveys of National Teacher Policy and complaints received and addressed by MOES through administrative measures.
- (2) Periodical progress report by MOES, and the Local Governments.

### **8.3 How and when will Ex-Post Evaluations be Organized & How to ensure that Results inform Future Impact Assessments?**

This will be through:

- (1) Stakeholders' consultations and feedback.
- (2) Online feedback mechanism at MOES's website
- (3) Online feedback would be open at all times.

## 9.0 Stakeholders Consultation

### 9.1 Which Parties were Consulted in the Process and Why?

As a first step, several rounds of discussion were organized within MOES and its technical departments to ascertain possible gaps with the present policy and institutional framework. The policy development actually started back in 2014. Stakeholders were widely consulted.

During the policy development process, the following stakeholders were consulted:

No	Stakeholder	Reasons for Consultation
1	St. Lawrence Schools	Consulted as a representative of private schools. They are primary stakeholders served by MOES.
2	UNATU	<ul style="list-style-type: none"> <li>• The Uganda National Teachers' Union (UNATU) is a Teachers' Labour Union that was registered in March 2003 under the Trade Union Act of 1971.</li> <li>• UNATU is there to promote and protect the social, economic, intellectual and professional interests of its members/teachers. Consulted as a representative body.</li> </ul>
3	UNEB	<ul style="list-style-type: none"> <li>• Uganda National Examinations Board (UNEB) was established by an Act of Parliament in 1983, Cap 137 Laws of Uganda; legalising all actions taken with effect from 1<sup>st</sup> July 1980 when it effectively started operating.</li> <li>• The board is a body corporate mandated to conduct and manage examinations in Uganda for the end of the education cycle at primary (PLE) and secondary levels (UCE and UACE), and award certificates to candidates who meet the set standards.</li> <li>• UNEB also conducts examinations-related research and is thus a direct implementer of national examinations management.</li> </ul>
4	Ministry of Education and Sports (MoES)	<ul style="list-style-type: none"> <li>• The Ministry of Education and Sports is responsible for policy formulation, monitoring the implementation of policies, plans, strategies and programmes as well as providing the legal framework and technical guidance and support to the delivery of quality education and sports services.</li> </ul>
5	The National Curriculum Development Centre (NCDC)	<ul style="list-style-type: none"> <li>• The NCDC is a corporate autonomous body of MoES. It is responsible for the inter-alia development of curricula and related materials for various levels of education (Pre-primary, primary, secondary and tertiary). Teachers use the national curriculum developed by NCDC.</li> </ul>
6	National Union of Disabled Paersons of Uganda (NUDIPU)	<ul style="list-style-type: none"> <li>• NUDIPU is an umbrella NGO that brings together various categories of persons with disabilities including those with physical, mental and sensory impairments. It represents candidates and teachers with special needs in education and influences policy on how to help these key Special Interest Stakeholders.</li> </ul>

No	Stakeholder	Reasons for Consultation
7	Association of Secondary School Head teachers of Uganda (ASSHU)	<ul style="list-style-type: none"> <li>• ASSHU is a national body whose mission is to unify Head teachers for professional development.</li> <li>• ASSHU partners with MOES to enhance the status, morale and professionalism of teachers. It also has the capacity and integrity to deliver, support and assess quality education for all.</li> </ul>
8	United Nations Children's Fund (UNICEF)	<ul style="list-style-type: none"> <li>• UNICEF works in partnership with Government of Uganda, UNICEF National Committees, NGOs, faith-based Organisations, and other partners to keep Ugandan children alive, safe and learning.</li> <li>• UNICEF is a development partner that provides technical and financial support to MoES.</li> </ul>
9.	Uganda National NGO Forum (UNNGOF)	<ul style="list-style-type: none"> <li>• As a Civil Society Organisation (CSO), Uganda National NGO Forum engages in the design and implementation of policies and programmes. It influences policy and provision of educational services and funding.</li> </ul>
10.	Uganda National Association of Private Education Institutions (UNAPSI)	<ul style="list-style-type: none"> <li>• UNAPSI is a membership organisation representing private schools and private institutions in Uganda. Our mission is to promote and provide a national unified voice for private education and a center for collective action on behalf of its membership.</li> <li>• It is an institution that represents interests of all private school owners as key partners in the delivery of quality education services.</li> </ul>
11.	Local Governments	<ul style="list-style-type: none"> <li>• The Local Government Act CAP 243, part 2 of the laws of Uganda provides for the devolution of education services to the local governments (districts, municipalities, and other lower local governments). Education services, which cover nursery, primary, secondary, trade, special education, and technical education, were devolved to districts.</li> <li>• Also the 1995 Constitution of Uganda gives local governments the duty to oversee performance of persons employed by government to provide services and to monitor the implementation of government projects in their areas of jurisdiction (176 (2)).</li> </ul>
12.	The Media.	<ul style="list-style-type: none"> <li>• The media play a dominant role in the learning process. The role of print media in the process of education is of special importance. Print media like newspapers, journals and magazines are the basic oldest channels of communication from one source to another.</li> <li>• The media supports MoES in disseminating policy issues and reforms on teacher issues.</li> </ul>
13.	The United Nations Educational Scientific and Cultural Organisation (UNESCO)	<ul style="list-style-type: none"> <li>• UNESCO is a UN Agency that seeks to build peace through international cooperation in Education, the Sciences and Culture.</li> <li>• UNESCO's programmes contribute to the achievement of Sustainable Development Goals defined in Agenda 2030, adopted by the UN general Assembly in 2015.</li> </ul>
14.	Coalition of Uganda Private Schools Teachers' Association (COUPSTA)	<ul style="list-style-type: none"> <li>• COUPSTA is the body that unites all private schools in Uganda and believes in the principle of full understanding of the social, political and economic environment of our country and the world at large by principals, students, pupils, teachers and parents. It was established in 2003 and registered as a Non-Governmental Organisation.</li> <li>• COUPSTA believes in building capacity of Teachers, School Management Committees, Board of Governors and Local Community Leaders as stake holders in the education sector.</li> </ul>

## 9.2 What were the Results of the Consultations?

The results of the consultation are positive and encouraging. Generally, all the stakeholders agree in principle and detail on the contents of the draft National Teacher Policy in its entirety. The stake holders proposed new suggestions to address the teacher issues and these were incorporated in the draft teacher policy.

However, some of the major issues among others that were raised are:

- a) Definition of a teacher. Stake holders wondered on who a teacher is. The definition has been put in the glossary;
- b) The scope of the National Teacher Policy. Members wondered on which category of teachers would the policy cover? The proposed target group is: teachers of early Childhood Development Programmes; Teachers in Primary and Secondary Education Levels; Teachers in Business, Technical and Vocational Institutions; and Teachers in other Tertiary Institutions.
- c) Establishment of the National Teacher Council to manage the professional development of teachers. This has been captured as one of the interventions.

## 10. Declaration

I have read the Regulatory Impact Assessment and I am satisfied that the net benefits of developing and implementing the National Teacher Policy are greater than the cost of maintaining the status quo.

Signature:

Janet K. Museveni  
**First Lady and Minister of Education and Sports**



