UGANDA CASE STUDY SUMMARY REPORT

EVALUATION OF SUSTAINED OUTCOMES

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E3 Analytics and Evaluation Project

CONTENTS

ACRONYMS

CCT	Coordinating Center Tutor
CPD	Continuing Professional Development
E3	Bureau for Economic Growth, Education, and Environment (USAID)
EMIS	Education Management Information System
EQ	Evaluation Question
LARA	Literacy Achievement and Retention Activity
LER	Office of Learning, Evaluation, and Research (USAID/PPL)
MoES	Ministry of Education and Sports
MSI	Management Systems International
NRM	National Resistance Movement
PERP	Primary Education Reform Program
PIASCY	Presidential Initiative on AIDS Strategy for Communication to Youth
PPL	Bureau for Policy, Planning, and Learning (USAID)
PTA	Parent–Teacher Association
PTC	Primary Teacher College
SMC	School Management Committee
SUPER	Support to Uganda Primary Education Reform Project
TDMS	Teacher Development and Management System
UNEB	Uganda National Examinations Board
UNATO	Uganda National Teachers' Union
UNITY	Uganda Initiative for TDMS and PIASCY
UPE	Universal Primary Education
USAID	United States Agency for International Development
USG	United States Government

MAP OF UGANDA

ACKNOWLEDGMENTS

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Specifically, the team thanks all the education sector experts interviewed, which included current and retired staff from USAID, the Permanent Secretary, Primary Teacher College staff, head teachers and parents. University staff, union members, and coordinating center tutors also contributed to the success of this effort. We thank you.

EXECUTIVE SUMMARY

This report looks at one outcome of the United States Agency for International Development's (USAID's) Support to Uganda Primary Education Reform Project (SUPER). SUPER is the subject of one of four case studies conducted for an ex-post systems evaluation exploring factors contributing to sustained USAID outcomes. The Office of Learning, Evaluation, and Research in USAID's Bureau for Policy, Planning, and Learning commissioned this evaluation to address four evaluation questions (EQs):

- EQ 1: Were USAID-intended outcomes sustained?
- EQ 2: What other outcomes resulted from the project (positive/negative) and were these outcomes sustained?
- EQ 3: What has contributed to or hindered sustaining the outcomes?
- EQ 4: How are the outcomes perceived and valued by those with significant stakes in the project?

To address these questions, the evaluation looked at one outcome: **Improved quality of classroom instruction to enhance student (pupil) acquisition of basic skills**.

The Case: Support to Uganda Primary Education Reform Project

From 1971 to 1985, Uganda faced a series of severe economic and political crises, culminating in the overthrow of the regime of President Milton Obote and the subsequent victory of the Yoweri Museveni-led National Resistance Army. Soon after the National Resistance Movement government came to power in 1986, Uganda launched ambitious reforms to extricate its economy from institutional poverty. In concert with USAID, the International Monetary Fund, the World Bank, the United Nations Development Program, and other development partners, the nation embarked upon a campaign of government decentralization, civil service reform, poverty reduction, and education sector reform.

In the education sector, the Uganda government initiated the Primary Education Reform Program (PERP), a series of reforms to dramatically improve primary education. These reforms included an overhaul of education management and teacher development, and were accompanied by large investments in school infrastructure. Also during this time, Uganda began to decentralize the education system. Although policy development and direction remained centrally controlled, authority and resources for basic service delivery in primary education devolved to the districts.

In 1993, USAID initiated SUPER, a seven-year (1993-2000), $108 million package of support combining non-project ($83 million) and project ($25 million) assistance to help the Government of Uganda realize the four reforms set forth in PERP.

1. Improve teachers' terms and conditions of service.
2. Allocate resources to allow local-level decision-making on school management for improving quality and increasing the equity of primary education. (This objective also sought to increase the participation of parents and community leaders to improve the quality of primary schools.)
3. Establish a sustainable system of allocating resources for instructional materials.
4. Strengthen teacher training programs by improving curriculum content, making standard materials available, and integrating pre-service, in-service, and management training to increase the percentage of trained teachers and administrators.

Through its project assistance, SUPER supported the development and implementation of the Teacher Development Management System (TDMS), the principal objective of which was to restructure the role of Uganda's Primary Teacher Colleges (PTCs) to strengthen teacher training. The basic premise of

TDMS was the integration of pre-service, in-service, and management training for teachers and administrators in Uganda's primary schools.

The TDMS supported by SUPER designated 18 PTCs as "core" PTCs. SUPER supported these PTCs with funding, in-kind support, tools, and technical assistance to act as a hub for surrounding primary schools to which the PTCs would implement and deliver in-service teacher training.

By the end of SUPER in 2000, key actors in Uganda and USAID viewed the activity and the TDMS as a success. The TDMS network included 47 PTCs, of which 18 were core PTCs, 27 were non-core PTCs, and 2 were private PTCs. The core PTCs acted as hubs, providing support to 539 fully operational coordinating centers. Each of these centers provided continual in-service training to all state-supported schools in Uganda and 10,145 teachers nationwide. The Coordinating Center Tutor (CCT) positions that provided direct support to primary teachers were nearly fully staffed.

Evaluation Methodology

The evaluation used a systems approach as its guiding methodology. USAID defines systems thinking as a "set of analytic approaches—and associated tools—that seek to understand how systems behave, interact with their environment, and influence each other. Common to these approaches is a conviction that particular actions and outcomes are best understood in terms of interactions between elements in the system."[1] Accordingly, the methodology encouraged a case study that reflects holism.

Prior to the case study research, case study team members conducted preparatory activities that included exploratory interviews, document review, and developing early system maps, timelines, and a program description. These activities also informed the case study team planning meeting, during which the team received training on the systems approach, selected the outcome of interest, refined the evaluation tools (including timelines and systems maps), identified an initial list of key stakeholders, and selected sites at which to conduct the study.

Outcome Selection

The case study team selected the SUPER outcome of "improved quality of classroom instruction" for several reasons. First, the SUPER-supported "core" PTCs, Coordinating Centers, and CCTs that served as vehicles for in-service training were a SUPER innovation that continued for the duration of the activity. Second, early interviews and secondary data suggested that data were likely sufficient to understand the outcome. Third, there was a clearly articulable theory of change that improved instruction will contribute to improved pupil learning performance. Finally, based on the information available, the case study team found it likely that improved quality of classroom instruction would have continued to influence the delivery of basic education following completion of the activity.

The team chose to limit the study to one outcome due to time and resource constraints, and the belief that exploring a single outcome would be a sufficient unit of analysis to begin to understand the influences on sustainability after USAID funding ceased.

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[1] USAID's Local Systems: A Framework for Supporting Sustained Development (April 2014).

Site Selection and Data Collection

While SUPER and TDMS were ultimately implemented nationwide, time and resources limited the evaluation work to four districts across the Central and Western regions: Metro-Kampala, Nakasongola, and Nakaseke districts in the Central Region and Bushenyi District in the Western Region. The case study team determined that these regions and districts were appropriate because each district was part of the catchment of TDMS-supported core PTCs that were among the first three established. In addition, the number of potential informants (based primarily on recommendations from core PTC principals and tutors) was greater at these sites than others considered. Additionally, each district could be visited within the given timeframe and resources and contained a mix of peri-urban and rural communities and state and private schools.

Study Limitations and Facilitators

There are several potential limitations to the study. First, the study was conducted in a small number of districts across only two regions in Uganda. It is possible that, were the study conducted in more regions or with more communities, different perspectives and additional factors that contributed to or hindered the sustainment of the outcome of interest in those communities may have been identified. Second, key informants constituted the primary source of information in answering all EQs, and the resulting data are prone to cognitive biases from the respondent or the interviewer. The team mitigated such biases using systematic triangulation of interview sources, appropriate selection of a range of interview participants, and expert validation of data.

Two factors facilitated the study's implementation. First, selecting a successful activity to investigate encouraged respondents to speak candidly and with enthusiasm, increasing the likelihood of obtaining rich data. Second, the team's composition combined broad sector knowledge with an understanding of networks at the national, regional, and local levels. This provided the case study team with good contextual knowledge and strong networks for identifying respondents and experts to validate data.

Case Study Findings

Was the USAID-intended outcome sustained? (EQ 1)

Many institutions and relationships developed as part of the TDMS continue to exist, although to varying degrees. In developing TDMS, the Government of Uganda (with the support of SUPER) identified, mapped, and supported the critical players to include in the effort to improve professionalism in teacher training. These institutions continue to exist and largely perform their intended roles/functions, albeit in some cases with lower efficacy.

The TDMS outreach structure, the design and implementation of which SUPER supported, continues to exist. The overall structure of TDMS remains in place, including its key innovation of a wheel and spoke structure connecting PTCs, Coordinating Centers, and CCTs to schools within a catchment area.

Pre-service and in-service training exist, although their composition has changed since SUPER. During SUPER, one of the functions for PTCs was to act as centers for in-service training for tutors, teachers, and headmasters. Currently, all PTCs – including core PTCs – continue to provide pre-service training of new teachers and receive capitation grants per student.

Coordinating centers and CCTs provide instructional support, but its intensity and effectiveness is reduced. While the core structures of the TDMS outreach function continue to exist and deliver

training and instructional support, this support is less intensive than what SUPER provided. This manifests in three distinct ways:

1. Coordinating Centers and CCTs provide less instructional support to a greater number of schools.
2. PTCs' and CCTs' instructional support is limited due to insufficient textbooks and learning materials and training on new curricula.
3. Support to remote areas is reduced due to insufficient transportation allowances.

Infrastructure at PTCs and Coordinating Centers has not been maintained or has been repurposed since the conclusion of SUPER. SUPER-era infrastructure such as buildings, office machines, and equipment are rarely if ever refurbished, updated, or replaced. The team also encountered Coordinating Centers where resource rooms were being repurposed into classrooms, teacher offices, or storerooms, further limiting the effectiveness of the work of CCTs.

The case study team was unable to establish whether SUPER's contribution to ensuring that all teachers have basic pre-service skills has been sustained 17 years later. Evidence is conflicting on the extent to which primary teachers today possess basic skills for teaching. A 2015 National Assessment of Progress in Education and PTC respondents provide discordant data.

What other outcomes resulted from the project (positive/negative) and were these outcomes sustained? (EQ 2)

Tensions between CCTs and school inspectors that arose during SUPER continue to exist. CCTs and school inspectors provide similar support to schools. CCTs support teacher training, while school inspectors oversee school quality and have punitive authority. For some, the relationship between CCTs and school inspectors is positive and collaborative, while for others it is not.

The CCT network has been a conduit for services in other sectors. The expanded role of the network subsidizes CCTs, but also strains their capacity for education service. The CCT in-service and community outreach model developed by TDMS has been used to deliver a broader range of community services than initially intended. CCTs provide outreach for other activities, such as early childhood development programs, health initiatives, and even agricultural projects. These new roles stretch CCTs' ability to meet their commitments to improving teacher quality.

The cessation of SUPER community engagement activities created a disincentive for parental participation in school governance. A role for CCTs during SUPER was to encourage parent participation in PTA and school management committee meetings, including through meal and travel allowances. CCTs no longer perform this function.

What has contributed to or hindered sustaining the outcomes? (EQ 3)

Contributed

Building on existing teacher development structures in Uganda encouraged ownership from key stakeholders in the Uganda education system. TDMS thrived on the roots of pre-existing structures, which also forms part of the rationale for its continued existence.

The decentralization effort during the development of the TDMS ensured the devolution of its functions to local authorities, which have supported its continued role. During SUPER, USAID worked with the World Bank to support the MoES to professionalize and decentralize the educational system to districts and communities. Management and provision of basic education were placed largely

in the hands of the district administrations, while responsibility for policy direction and maintenance of standards in teacher education, curriculum, and examinations remained with the ministry.

Teachers and schools are pursuing alternative domestic sources to finance teachers' continued professional development. As government support for in-service teacher training stagnated, teachers and primary schools are finding alternative sources of financing for teachers' professional development. PTCs have also turned to alternative sources of income through an array of investments in private sector enterprises, such as real estate (i.e., land and commercial buildings).

Hindered

Ugandan funding for primary education, has fallen as a function of gross domestic product since the conclusion of SUPER. The lack of funding has been a major constraint to the sustainability of TDMS, which is evident in the increased responsibility of existing CCTs and the degraded infrastructure.

The sudden increase in primary enrollment following the launch of universal primary education (UPE) in 1997 placed an enormous and unanticipated burden on TDMS. UPE effectively tripled primary enrollment, and became perhaps the single most significant factor affecting quality of classroom instruction. It is arguable that without TDMS, Uganda's primary education system would have been far less able to absorb such an increase in student enrollment. This increase taxed the existing system.

CCTs are constrained by limited domestic funding and material resources. Funding is a major constraint to the long-term sustainability of TDMS. Since there are 8 million primary pupils, compared to 1 million secondary or tertiary pupils, demand on primary school resources far outstrips supply. Limited funding and increased needs limit CCT outreach, negatively influencing its infrastructure, teaching materials, transportation allowances, textbooks, teaching aids, and appropriate facilities.

Curriculum changes, specifically requirements to teach in local languages in lower primary grades, have created challenges for PTCs and CCTs. The new curriculum, launched in 2012-2013, provided for local language instruction for pupils up to grade 3 and was introduced without adequate prior preparation. The lack of adequate instructional materials, proper sensitization of communities, deployment of teachers literate in local languages, and the involvement of CCTs/PTCs all contributed to challenges for PTCs and CCTs.

The allocation of donor resources for education in specific areas has narrowed. Education aid in Uganda has also become district-specific and is not administered nationwide. Education-sector donors, particularly the World Bank, UNICEF, and the Belgian Technical Cooperation, periodically invest resources in education, but overall the donor focus has shifted to post-primary education.

The skills and qualifications of new CCTs are not equivalent to those of CCTs trained during SUPER, and there are challenges in staffing CCT positions. As CCTs trained during SUPER have retired or left their positions, they have been replaced by CCTs who have not received commensurate training and professional support. The remaining CCTs and the PTC leadership lamented the loss of high-quality educators in these roles.

There is a lack of engagement by parents in school governance and support. There is a lack of clarity regarding the role of parents in supporting education, which is critical to the sustainment of a decentralized education system. The lack of parental involvement in SUPER sites may have also resulted from the potential negative contribution of SUPER, which had provided allowances for participation in school governance meetings.

Financial mismanagement reduces the resources available for instructional support. Widespread financial mismanagement was reported at all levels of Uganda's educational system, which further depletes the limited resources and prevents funds from reaching learners.

Teacher motivations and benefits for participating in professional development have evolved since the end of SUPER. While salaries were once based on qualifications, there is no longer any correlation between qualifications and pay raises.

How are the outcomes perceived and valued by those with significant stakes in the project? (EQ 4)

A range of actors value the TDMS and its outreach functions. Stakeholders representing many institutional actors, including the education commissioner, district officers and inspectors, PTCs, and teachers, strongly appreciate the investments that SUPER made in school management and teacher training and lament the diminished status of the associated activities.

Various actors value the TDMS model and institutional structure. The TDMS model and materials continue to be utilized by international and domestic stakeholders to achieve education outcomes. The MoES planning department is adopting the TDMS model for secondary schools, with modest differences.

Key private sector actors question the extent to which the Government of Uganda values the teaching profession. Another concern for many informants was that Uganda does not seem to value teachers (and the training systems that support them), as evidenced by low faculty salaries and the low academic qualifications of applicants to the PTCs, compared to SUPER-era applicants.

Conclusion

In the 16 years since SUPER's conclusion, the overall structure of TDMS has remained, suggesting at least partial sustainment of SUPER outcomes, while the evidence strongly suggests that the influence and remaining impact of the TDMS has been severely weakened. The weakened state has resulted from TDMS functions being considerably diminished, leaving a structure that has substantially less influence on teacher training and therefore the quality of teaching than during SUPER.

The case study team identified several factors that may explain the diminishing role of TDMS.

- USAID's closeout of SUPER had no phase-down or phase-over in 2000. SUPER ended rather abruptly with much unmet need unresolved in terms of responsibility going forward.
- The government decreased support and resources allocated to primary education, which was shown through the lack of committed funds to support the implementation of the new curricula.
- Increased student enrollment driven by UPE exerted significant pressure on the education system, including the capacity of teacher training institutions to keep pace with greater enrollment.
- New CCTs hired since SUPER ended provided lower-quality support, fueled through CCTs' lack of comprehensive training and leading to teachers receiving substantially lower-quality support.

The Uganda case study suggests that having an institutional structure in place is not enough to sustain results needed to continually improve teaching and ultimately influence children's education. Rather, multiple systems, and various factors within those systems, influence how and if the results are sustained.

I.   INTRODUCTION

This document provides key findings for one of the four case studies conducted as part of an ex-post evaluation examining factors that contributed to sustained outcomes from international development interventions. The intervention discussed in this report is the Support to Uganda Primary Education Reform Project (SUPER).

SUPER was implemented nationwide in Uganda from 1993 to 2000. One respondent summed it up with: "SUPER's primary goal was to improve the quality of and reduce inequities in the primary education system in Uganda. … [T]he crowning achievement of the SUPER program was the development of a teacher training and outreach system that covered every school and pupil in the country."

The following section introduces the evaluation of sustained outcomes for SUPER, followed by a brief description of the intervention.

A. Sustained Outcomes Evaluation Objectives

The Office of Learning, Evaluation, and Research in the United States Agency for International Development's Bureau for Policy, Planning, and Learning (USAID/PPL/LER) commissioned this evaluation, and USAID's Bureau for Economic Growth, Education, and Environment (E3) Analytics and Evaluation Project designed and implemented it.[2]

The primary purpose of the evaluation was to identify factors contributing to sustained outcomes from international development interventions. These factors encompass programmatic characteristics (e.g., the design, management and implementation, monitoring and evaluation, and learning of projects) and contextual features, including local systems. A secondary purpose was to record and learn lessons from the process of designing and implementing an ex-post evaluation taking a systems approach. These lessons are included as an annex to the final evaluation synthesis report.[3]

Since the secondary purpose of the evaluation is to learn lessons about designing and delivering an ex-post evaluation using a systems approach, the case study methodology sections that follow include more detail than would otherwise typically be found in a case study or evaluation report.

1. Evaluation Questions

Per USAID's approved scope of work and subsequent written evaluation design,[4] this study addresses the following evaluation questions (EQs):

- EQ 1: Were USAID-intended outcomes[5] sustained?[6]

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2 The E3 Analytics and Evaluation Project is implemented by a team lead, Management Systems International (MSI), and team partners Development and Training Services, a Palladium company, and NORC at the University of Chicago.
3 Link
4 The Evaluation Design Proposal is available at http://pdf.usaid.gov/pdf_docs/PA00M8CN.pdf and includes the evaluation statement of work as Annex A.
5 "Outcomes" are defined here as the conditions of people, systems, or institutions that indicate progress or lack of progress toward achievement of project or program goals. Outcomes are any result higher than an output, to which a given output contributes but for which it is not solely responsible. Outcomes may be intermediate or end outcomes, short- or long-term, intended or unintended, positive or negative, direct or indirect (USAID Automated Directives System [ADS] 200-203).
6 "Sustained" refers to something that has been maintained or continued over time. In this evaluation, the reference is to the intended outcome of the USAID activity and its condition in the present time, i.e., some years after the activity's funding ended.

- EQ 2: What other outcomes resulted from the project[7] (positive/negative) and were these outcomes sustained?
- EQ 3: What has contributed to or hindered sustaining the outcomes?
- EQ 4: How are the outcomes perceived and valued by those with significant stakes in the project?

The evaluation team used empirical evidence to compare the status/achievement of outcome(s) to the status/achievement at the end of USAID funding, and explored how the USAID activity contributed to whether an outcome was sustained.

2. Evaluation Audience

The primary audience for the evaluation is USAID/PPL, which may use the evaluation to inform program cycle guidance and tools related to the design, implementation, and monitoring and evaluation of projects and activities. This includes changes in USAID's approach to sustainability analysis during project design and guidance, and identifying factors that may foster sustainability in project design and implementation.

Other audiences include USAID Missions – especially USAID/Uganda – and the Government of Uganda, for whom the evaluation may inform the design and sustainability of education programs, and individuals involved in the design, implementation, and monitoring and evaluation of international development projects. While the evaluation may be of special interest to USAID staff who work on basic education programs, its findings on factors that influence sustainability may be of interest to USAID staff working in areas other than education.

B. Overview of Support for Uganda Primary Education Reform (SUPER)

Support for Uganda Primary Education Reform (SUPER) was a $108 million project implemented in Uganda between 1993 and 2000. SUPER consisted of approximately $83 million of non-project assistance[8] and $25 million of project assistance,[9] the latter delivered by a consortium led by the Academy of Educational Development. The key policy initiative that SUPER supported was the reallocation of responsibility for management and provision of basic education to the district level, while policy and management of standards would continue to be concentrated centrally within the Ministry of Education and Sports (MoES).

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7 "Project" refers to a set of executed interventions over an established timeline and budget that are intended to achieve a discrete development result by resolving an associated problem. It is linked to the Country Development Cooperation Strategy (CDCS) Results Framework. More succinctly, a project is a collaborative undertaking with a beginning and end that is designed to achieve a specific purpose. Based on consultations, the E3 Analytics and Evaluation Project team and USAID/PPL/LER agreed that case study research for this evaluation would focus on what the Agency currently defines as an "activity," or a sub-component of a project that contributes to a project purpose.

8 "Non-project assistance is also known as program assistance. The distinguishing feature of program assistance is the way USAID resources are provided. Under this mode, USAID provides a generalized resource transfer, in the form of foreign exchange or commodities, to the recipient government. This contrasts with other types of assistance in which USAID finances specific inputs, such as technical assistance, training, equipment, vehicles, or capital construction. (This distinction parallels distinctions in law and previous USAID usage between project and non-project assistance.)" See Automated Directives System Glossary of Terms (USAID, 2014), available at: https://www.usaid.gov/sites/default/files/documents/1868/glossary.pdf.

9 Several statements of project value appeared in various reports prepared by USAID and the project implementers over the lifetime of SUPER. The project value in this report was stated in the audit of USAID/Uganda's Primary Education Reform Program, prepared by the USAID Regional Inspector General for Audit (July 1995).

SUPER supported comprehensive education sector reforms aligned to four policy objectives set forth in the government-initiated Primary Education Reform Program (PERP):

1. Improve teachers' terms and conditions of service.
2. Allocate resources to allow local-level decision-making on school management for improving quality and increasing the equity of primary education. (This objective also was meant to increase the participation of parents and community leaders to improve the quality of primary schools.)
3. Establish a sustainable system of allocating resources for instructional materials.
4. Strengthen teacher training programs by improving curriculum content, making standard materials available, and integrating pre-service, in-service, and management training to increase the percentage of trained teachers and administrators.

The $25 million allocated for project assistance focused on strengthening teacher training programs by improving curriculum content, making standard materials available, and integrating pre-service, in-service, and management training from MoES. The integrated training system was known as the Teacher Development and Management System (TDMS) and is the focus of this study.

Teacher Development and Management System

The TDMS was intended to provide integrated pre-service and in-service teacher training, promotion of a well-defined curriculum, a clear instructional framework, and feedback and evaluation mechanisms through a network of primary teacher colleges (PTCs), coordinating centers, and coordinating center tutors (CCTs) meant to support teacher development and professionalization (Guild, 1995). TDMS originally incorporated and rationalized existing PTCs, reducing the total number to 45 government PTCs and 2 private PTCs by the end of SUPER.[10]

In the context of the Ugandan primary education system, TDMS was innovative in three ways:

1. TDMS mandated PTCs to provide comprehensive pre-service training to bring untrained or under-trained teachers up to a professional level of literacy, numeracy, and pedagogy.
2. TDMS designated 18 colleges across Uganda as "core" PTCs, equipping them to implement and deliver in-service teacher training through the coordinating center networks.[11] Whereas the 29 non-core PTCs continued to provide pre-service teacher training, the core PTCs trained coordinating center tutors to conduct ongoing in-service training to teachers within the respective "catchment" areas of each PTC.
3. TDMS supported the training of head teachers in management, finance, and teacher supervision through a variety of pre-service and in-service continuous professional development programs.

II.   CASE STUDY METHODOLOGY

This section describes:

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10 Uganda's commissioner for teacher education reported in an interview that the 45 government PTCs are all still functioning, but private non-core PTCs increased from 2 at the end of SUPER to 18 now.

11 Other relevant education support sections were the Accounts, Personnel, and Administration, as well as semi- or fully autonomous institutions under the ministry: National Curriculum Development Center (NCDC), the Uganda National Examinations Board (UNEB), the Education Standards Agency (ESA), and the Education Service Commission (ESC).

- The overall design of the study, including the use of a systems approach to address the evaluation questions;
- The research approach that enabled the team to identify appropriate outcomes for analysis and sites and informants for primary research;
- The methodologies and approaches used to analyze primary and secondary evidence; and
- Limitations and factors that hindered or facilitated the collection and analysis of data to address the evaluation questions.

Key factors that the evaluation team used to identify SUPER as an appropriate case for inclusion in this study included a focus on basic education, evidence of outcome achievement related to a basic education objective, a relatively benign (non-conflict affected) research environment, and the sufficiency of documentation describing project activities. To limit the length of this report, these criteria are not explained here, but Annexes C and D of the Evaluation Design Proposal present them in detail.[12]

A. Evaluation Design

As USAID requested, the case study team used a systems approach[13] as the guiding methodology. USAID defines systems thinking as a "set of analytic approaches—and associated tools—that seek to understand how systems behave, interact with their environment, and influence each other. Common to these approaches is a conviction that particular actions and outcomes are best understood in terms of interactions between elements in the system."[14] Accordingly, the methodology encouraged a case study that reflects holism. While this performance evaluation is examining factors that contributed to sustaining project outcomes, this is not an evaluation of SUPER itself, nor does its presentation reflect a typical program evaluation.

To implement the systems approach, three concepts guided the team in collecting and analyzing data.

1. Commitment to multiple perspectives: The team explicitly probed to understand how groups and persons perceived issues/situations, differentiating between an individual's or group's common role (e.g., teachers) and their values or motivations.
2. Understanding interrelationships: The team was mindful specifically of the importance of understanding relationships among actors within the system, including how these relationships change over time and have nonlinear and emergent aspects.
3. Awareness of boundaries: The team recognized the need to establish explicit boundaries for in-depth research encompassing some or all of the considerations of context, actors, relationships, and perspectives, with due consideration to available resources and research capacity.

In addition to the written evaluation design, the evaluation team lead created a guide (the "Evaluation Guide") to translate the more conceptual description of systems methods from the design document into what is intended to be a practical guide to help case study team members apply systems approaches during field work for each of the country case study. The Evaluation Guide is available as Annex X to the Final Evaluation Report that will synthesize findings from all four case studies.[15]

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[12] See: http://pdf.usaid.gov/pdf_docs/PA00M8CN.pdf.

13 This approach requires that donors and evaluators resist conceptualizing solutions in overly simplistic, acontextual, and ahistorical ways (Miller, 2016). Systems thinking demands avoidance of a single perspective (Flood, 1999; Midgley, 2000) and is the antidote to dogmatism in social problem-solving (Reynolds & Holwell, 2010). Applying systems thinking to problem-solving has the potential to lead to the identification of solutions that bring in broader, innovative thinking, and do not place the donor's intervention at the center of change, or at the heart of an evaluation (Meadows, 2008).

14 USAID's Local Systems: A Framework for Supporting Sustained Development (April 2014)

15 [Link to Final Evaluation Report]

Guided by the systems approach, the evaluation team used mixed methods to answer the evaluation questions. All primary data collection was qualitative, while the team drew on both qualitative and quantitative secondary data sources, all of which were administrative. The approaches used to answer each evaluation question are described below, and further described in the Evaluation Guide.

Evaluation Question 1

Were USAID-intended outcomes sustained?

The team aimed to identify qualitative and quantitative data to understand whether USAID's intended outcomes were sustained. Over the course of SUPER, activity interventions were conceived to correspond to several frameworks. This included two versions of a USAID results framework and the four Policy Objectives of the Government of Uganda Primary Education Reform Program, which was the framework used in the 1995 mid-term formative evaluation. However, SUPER did not track activity results through monitoring indicators aligned to any of these frameworks. As such, the case study team relied primarily on qualitative evidence to compare the status of outcomes at the conclusion of SUPER and the present day. The team collected qualitative data to trace forward in time the condition of the outcome to understand how the outcome may have changed since project closeout, and what else it may have influenced.

This analysis considered a temporal aspect, as it was possible that an outcome was sustained for a period, but not up to the present. During the preparatory research, the team made a preliminary determination where possible of the extent to which outcomes have been sustained; during the in-depth field research, it confirmed and, again where possible, elaborated on the determination through open and semi-structured interviews, program documents, and literature reviews.

Evaluation Question 2

What other outcomes resulted from the project (positive/negative) and were these outcomes sustained?

The case study team purposively sampled key actors in the system and, in open and semi-structured interviews, probed for unanticipated outcomes with a focus on processes and outcomes linked to USAID's efforts. The team also reviewed program documents and literature reviews, and gathered data-using systems methods such as maps and timelines.

Evaluation Question 3

What has contributed to or hindered sustaining the outcomes?

The team gathered data from sampled actors in the system and in semi-structured interviews probed for in-depth information. They also drew information from document and literature reviews. The team used systems maps and time lines to gather data that described activity achievements and results over time, noting how the activity contributed to changes in the system (specifically changes in structures, processes, quality, and behaviors).

Evaluation Question 4

How are the outcomes perceived and valued by those with significant stakes in the project?

The team relied on qualitative methods, such as open-ended and semi-structured interviews, to gather data with which to develop an in-depth understanding of how intended and unanticipated outcomes were and are perceived and valued by a wide range of actors and institutions.

B. Phase I Evaluation Research and Planning

1. Document Collection and Review, Literature Review, and Exploratory Interviews

Activity Document Review

Following the selection of the Uganda case study, the evaluation team collected available SUPER activity documents from public and non-public sources. The process included a systematic search of USAID's Development Experience Clearinghouse and former contractors' databases. In-country research at the MoES added further secondary data. The document review included USAID's Education Strategy,[16] a review of public documents published by SUPER's implementing partners, and documents shared by former SUPER staff and current MoES staff. These data provided descriptive information, including:

- The original context and evolution over nearly two decades;
- The activity and its implementation;
- Outcomes achieved by the activity;
- Systemic factors and key actors affecting achievement of outcomes; and
- Partial list of the key national and education policy changes relevant to the evaluation.

Review of Contextual Literature

The team reviewed studies and evaluations conducted contemporaneously with SUPER and thereafter to better understand the Ugandan formal education system and formal and informal actors that influence the delivery of education. The team used this review, in conjunction with the activity document review, to inform the exploratory interviews, draw initial systems maps, and begin a timeline of key events.

Key documents that the team utilized included:

- Guild, P., et al. *Support for Uganda Primary Education Reform: A Formative Evaluation*. US Agency for International Development (1995)
- Hartwell, A., et al. *Strategies for Enhancing Basic Education System Performance: The Role, Performance, and Contribution of Coordinating Centre Tutors to Education Quality*. The Government of Uganda Ministry of Education and Sports (2003).
- Byamugisha, A. and Ssenabulya, F. *The SACMEQ II Project in Uganda: a study of the conditions of schooling and the quality of education: Uganda working report*. The Government of Uganda Ministry of Education and Sports (2005).
- *Project Operational Manual on Teacher and School Effectiveness*. The Government of Uganda Ministry of Education and Sports (2015).

The list of documents consulted is in Annex D.

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16 The 2010-15 Education Strategy focuses on "addressing issues of educational quality, relevance, and equitable access in crisis and conflict environments. It also phases out previously funded activities that are no longer in our strategic core, such as early childhood education, secondary education, and life-long learning skills. The Education Strategy identifies three overarching goals to guide USAID education assistance through FY 2015: 1) Improved reading skills for 100 million children in primary grades by 2015; 2) Improved ability of tertiary and workforce development programs to produce a workforce with relevant skills to support country development goals by 2015; and 3) Increased equitable access to education in crisis and conflict environments for 15 million learners." Available at http://pdf.usaid.gov/pdf_docs/PDACT461.pdf.

Exploratory Interviews

The team lead and research manager interviewed several people by telephone who had substantial roles in the design, management, implementation and/or oversight of SUPER, including long-serving USAID/Uganda staff and the SUPER chief of party at the end of the program. The team lead and research manager also interviewed Ugandan education specialists, including those subsequently participating as case study team members, who were well informed on the evolution education sector during and since SUPER. Combined, these data provided valuable insights about SUPER project's design, aims, and implementation, and identified additional documents and key informants. The initial exploratory interviews also enabled the team to refine and focus the interview guide, a process that continued throughout the research.

2. Planning and Scoping Trip

During the first two weeks of October 2016, the case study team conducted a team planning session in Kampala and met with the Permanent Secretary for the Ministry of Education in meetings organized by USAID/Uganda. The planning session included two Ugandan education experts who provided guidance to the case study team and validated research decisions. The planning session had four objectives:

- Introduce systems evaluation principles and the evaluation approach to the case study team.
- Present a range of possible outcomes and collectively identify the one outcome to be explored; identify the boundaries of that system and the geographical areas; and generate a list of key actors.
- Collect information to adapt the approach, and its related evaluation tools, and further inform context timelines.
- Identify logistical and other issues related to the evaluation and to plan a way forward.

Prior to the planning session, the team lead and research assistant prepared and provided the Ugandan education experts a briefing pack of background materials. The briefing pack included a description of the intervention, maps covering SUPER activities, timelines, and a PowerPoint presentation that described key elements of the intervention, the broader context in which it was designed and implemented, and specific details such as the purpose and objectives. The education experts validated and refined these materials based on their understanding of the education system before, during, and since the completion of SUPER. The case study team relied on these materials during the planning session and the remainder of the study.

The planning session lasted five days, during which the case study team collected additional data to guide the outcome and site selection processes. These data collection activities included interviews with a panel of senior MoES staff and with education experts from both MoES and USAID. These informants identified additional documents relating to education, political, cultural, and economic events that took place prior to, during, and after SUPER.

With the support of the education experts, the case study team selected an outcome to focus on and identified potential key informants (discussed in more detail below). The team also worked with the education experts to identify research boundaries for that outcome—boundaries of the "system" in which education sector change took place[17]—and developed a focused system map that would subsequently be a tool in interviews with key informants and as part of the data analysis.

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17 Two criteria established the boundaries for the system of inquiry: (1) Were the elements/factors likely to be connected to the potential outcomes and are likely to have influenced sustainment? (2) Were the elements/factors accessible, and could potentially be investigated within the time and resources of this evaluation?

Key Points: The planning session provided a process that engaged with the necessary information to select the outcome of interest for the case study. This was accomplished through data and information being prepared prior to the planning and scoping trip, and an organized process during the week in country for an intensive, guided review of data. Data included draft maps that identified key actors and relationships, and an extensive timeline that noted economic, educational, social, and global initiatives, activities, actions, or policies for the time under study.

3. Outcome Selection

For the outcome of interest, the case study team selected the SUPER Outcome **Improved quality of classroom instruction to enhance student (pupil) acquisition of basic skills.**

Choosing one outcome resulted from several factors. First, in-depth, empirical knowledge required substantial resources, which only permitted exploring one outcome. Second, this is not an evaluation of SUPER's performance; it is an evaluation that aims to understand what influences sustainability in a setting, long after USAID funding has ceased. Selecting one outcome can provide a solid place to begin to understand this and address USAID's evaluation questions. Third, the evaluation approach was ambitious but had been tested only recently in Namibia. It was prudent to focus efforts in Uganda on only one outcome to determine if this resulted in useful information.

After reviewing the activity's stated policy objectives (aligned to PERP) and the preliminary results framework contained in the Project Appraisal Document, the case study team considered each of four key activity outcomes:

- Improve students' mastery of literacy, numeracy, and other basic skills.
- Improve school administration, management, and accountability.
- Reduce inequities in persistence among different groups of children.
- Improved quality of classroom instruction to enhance student (pupil) acquisition of basic skills as a high-level outcome.[18]

The case study team used the following four criteria[19] to select the outcome of interest:

1. Intensity of intervention: Did SUPER activities relating to this outcome continue for the duration of the project?
2. Sufficiency of data: Is it likely that there will be sufficient data available to understand the nature of the outcome and the extent to which it was sustained?
3. Centrality to improving learning performance: Recognizing that improved student learning is the ultimate objective of basic education, was the outcome likely to have contributed to this objective?
4. Existence of "ripple effects": Is the outcome likely to have contributed to continuing changes to the delivery of basic education following the completion of the project?[20]

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18 The SUPER Program Assistance Initial Proposal results framework identifies improved quality of classroom instruction to enhance student acquisition of basic skills as a high-level outcome. This outcome was modified in the program design documents to focus on the student learning outcomes delineated in Outcome 1, with teacher/teaching-related outcomes identified as lower-level "policy objectives." Given the weight of TDMS in SUPER's programming and based on input from exploratory interviews, the evaluation team considered quality of classroom instruction as a fourth possible outcome of study. The team focused on who supported teacher quality—the coordinating center tutors—that were unique to SUPER's TDMS.
19 The outcome selection criteria are developed more fully in the Evaluation Guide annexed to the final evaluation report.
20 One consideration implicit in the concept of ripple effects is that there should be evidence that the outcome was achieved – a necessary condition for sustainability.

In selecting the outcome of interest, the case study team consulted with national education experts and implementation staff from SUPER and subsequent USAID basic education projects. Based on the data available and the guidance provided by these experts, the case study team selected the outcome **Improved quality of classroom instruction.**

The key delivery mechanism for this outcome was TDMS, which provided for integrated pre-service and in-service teacher training, the latter of which the PTCs, coordinating centers and CCTs supported. The team chose to focus on improved quality of classroom instruction, with its focus on in-service training, because it met all of the outcome selection criteria. Specifically:

1. Intensity of intervention: The CCTs as a vehicle for in-service training were a SUPER innovation that continued for the duration of the project.
2. Sufficiency of data: Early interviews and secondary data suggested that data was likely sufficient to understand the outcome.
3. Centrality to improving learning performance: There is a clearly articulable theory of change that improved instruction will contribute to improved pupil learning performance.
4. Existence of "Ripple Effects": Based on the information available, the case study team found it likely that improved quality of classroom instruction would have continued to influence the delivery of basic education following completion of the project.

From the documents available, SUPER does not appear to have reported against a standard results framework. Although the team could identify discrete indicators measuring training outputs (e.g., 'PTC Tutors Trained'), it was not able to identify indicators used to assess outcome achievement.

C. Phase II Evaluation Research

Primary field research for this case study took place between April and October 2016. Prior to the site visits to Uganda for primary data collection, the team reviewed secondary data such as project, government, and other relevant documents that covered the SUPER period. Based on the information, the team lead and research manager then developed semi-structured interview guides and refined timeline and maps that would be used to collect and analyze the data. Using these semi-structured guides, the team conducted interviews at the national level during one week in May and during two weeks in October.

The team conducted interviews with national experts who had been involved in SUPER, as well as retired and current national MoES officials, and USAID education experts. At the district level, the team interviewed district education staff; at the local level, the team conducted interviews with staff and teachers at primary teachers' colleges, CCTs, school administrators, teachers and parents in three districts in Metro-Kampala, Western and Central regions.

1. Sampling Approach

This sub-section describes the sample and the criteria that the case study team employed to select the sites and key informants for research.

Site Selection

The case study team worked with the education experts during the planning session and applied three selection criteria to identify the specific sites in which research would be conducted:

- Criterion 1: Sites should be data-rich (e.g., sites have people who were there when the implementation took place; sites have previous evaluation data).

- Criterion 2: Sites should be accessible (e.g., the team can physically get there within the evaluation time and budget; the team is likely to be granted permission to visit that site).
- Criterion 3: Sites should be diverse (e.g., rural/ urban and resource poor/ resource rich, public government schools/ private schools).

While the MoES requested the research to be done in each of the four regions, time and resources limited the work to two diverse regions. The evaluation team applied the criteria using information collected through the preparatory research supplemented and validated by the education experts and selected the Western and Central regions for study. Within the Central Region, the case study team selected the following districts:

- Metro-Kampala District, served by the Shimoni Core PTC;
- Nakasongola District, served by the Nakaseke Core PTC; and
- Nakaseke District, served by the Nakaseke Core PTC.

Within the Western Region, the case study team selected the Bushenyi District (including Mitooma Sub-District). Bushenyi District housed the first core PTC implemented in the first phrase of TDMS. The case study team determined that the regions and districts met the sampling criteria previously discussed:

- These sites had TDMS-supported core PTCs that were among the first three. In addition, the list of potential informants (based primarily on recommendations from core PTC principals and tutors) was greater at these sites, thus meeting the data rich criteria (Criteria 1).
- Although access to rural sites was difficult, each site could be visited within the given time frame and resources. In this way, each site met the criteria for data accessibility (Criteria 2).
- The selected sites contained a mix of peri-urban and rural communities and state and private schools (Criteria 3).

Within each district and in the capital, the case study team met with officials from MoES and Ministry of Finance, Planning, and Economic Development, district education offices, and PTCs, the primary delivery mechanisms for improving instruction quality. The case study team also visited seven communities, both urban and rural, and met with representatives from the relevant institutions and schools, including nine primary schools. Table 1 shows the list of institutional stakeholders with whom the case study conducted research.

TABLE 1: INSTITUTIONAL STAKEHOLDERS VISITED

Institution	Location
Kampala and Surrounds	
Ministry of Education and Sports	Kampala City
Ministry of Finance, Planning and Economic Development	Kampala City
Kyambogo University	Kampala district
Shimoni Core Primary Teachers College	Wakiso District, Kira Town Council
UNATO (Teachers Union)	Kampala city
Central Region: Nakaseke PTC Catchment	
Nakaseke Core PTC	Nakaseke District
Nakasongola District Office	Nakasongola Town
Nakasongola District CCTs	Nakasongola Town and Rural Surrounds
Nakasongola Primary School	Nakaseke District
Kyakadoko Primary School	Nakaseke District
Nakitoma Roman Catholic Primary School	Nakaseke District
Migeera Roman Catholic Primary School	Nakaseke District

Western Region: Bushenyi PTC Catchment	
Bushenyi Core Primary Teachers College	Bushenyi City
Bushenyi District Office	Bushenyi City
Bushenyi Public and Private Primary Schools	Bushenyi City
Mitooma District Office	Bushenyi District, Mitooma Sub-District
Nyakasiro Primary School	Bushenyi District
Nyamirama Primary School	Bushenyi District
Saint Kagwa Primary School	Bushenyi District (town)
Jesus Cares Private Primary school	Bushenyi District (town)
Mitooma Primary School	Bushenyi District, Mitooma Sub-District

Key Informant Selection

During the planning session, the evaluation team identified potential key informants through the document review, initial interviews, and through engagement with the education experts. The team applied four selection criteria:

- High likelihood of being able to contact the potential informants and of their willingness to engage;
- High relevance in terms of their ability to talk about the topic (e.g., Were they aware of TDMS before 2000? Are they in contact with the initial implementation area? Are they knowledgeable about the technical and/or local area?);
- Ability of the range of respondents to yield different perspectives on the outcome of interest; and
- Three actors in each of the categories listed in the evaluation guide (e.g., implementation staff, direct beneficiaries, interested stakeholders, detractors, etc.),[21] to the extent possible with higher representation in the implementer and beneficiary categories.

Although many potential informants (roles or individuals) were identified during the planning session, the process allowed for the probability that additional persons would be identified during research from whom valuable information could be obtained. To identify these additional respondents, the team used snowball sampling.[22] Instances of snowball sampling use included the following:

- An informant provides the name of an additional respondent with specific valuable information about either the condition of an intended outcome or an unplanned outcome.
- An informant provides information about an individual or individuals who can speak knowledgeably from a unique (or relatively unique) perspective about why the outcome was or was not sustained.
- After questioning the informant about who may disagree with them or provide a unique perspective, the informant provides an additional informant.

Potential Bias of Purposeful Sampling

The case study team used purposeful sampling strategies at all levels, from case selection to site selection and the selection of individuals, as identified and defined in the Evaluation Guide. The primary reason for adopting this sampling approach was practical. To gather data in a school system for a project that ended 16 years prior, the team needed to identify individuals who remembered, and at best were

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21 [TBD]

22 Snowball sampling is a non-probability sampling technique in which researchers ask existing, identified respondents to identify other individuals who would have relevant information or views and would be appropriate to participate in the study.

involved in, the program and who are familiar with the context today. Randomly selecting schools and hoping to find people who remembered SUPER/TDMS would likely not have provided data necessary to answer the evaluation questions.

Schools and respondents were selected because they were more likely to provide information that was sufficiently deep and detailed to rigorously identify key factors influencing outcome sustainment—and that could credibly inform future decision-making with regards to program cycle planning. While purposeful sampling enabled solid empirical data collection and contributed to an effective evaluation, this sampling approach is inherently biased. Findings drawn from this study may be analytically generalizable, but they are not representative of either SUPER or USAID education interventions more generally.

Further discussion of and justification for the adopted sampling approach can be found the Evaluation Guide.[23]

Triangulation

Triangulation is a method that avoids dependences on the validity of any one source. Denzin[24] and Patton[25] distinguish four types of triangulation, all of which the case study team used throughout its research: multiple research methods, multiple sources within one method, multiple analysts, and multiple theories and perspectives.

2. Primary Data Collection

The team conducted a total of 56 interviews in Uganda and remotely with relevant actors abroad. Three interviews were conducted in Kampala with national officials and stakeholders, including representatives of the MoES and the Ministry of Finance, Planning, and Economic Development. Four interviews took place with district officials in the Western and Central regions and another and 37 with stakeholders of Primary Teacher Colleges and CCTs. Table 2 provides a breakdown of interviews by respondent role.

In addition to these interviews, more than 30 head teachers, teachers and parents affiliated with parent–teacher associations were interviewed in group (primarily) and individual settings.

TABLE 2: INTERVIEWS BY RESPONDENT CATEGORY

Stakeholders	# of Interviews
National Ministries	4
District Education Offices	4
Primary Teacher Colleges & CCTs	37
Uganda National Teachers' Union	3
Independent Education Experts	3
Implementing Partners	4
Other	1
TOTAL	**56**

The research team received an oral informed consent from each respondent at the onset, which is noted in each of the interview notes. Anonymity was also granted to nearly all respondents at the outset of the interviews.

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23 [TBD]
24 Denzin, N. The Research Act: A Theoretical Introduction to Sociological Methods. New York: McGraw-Hill (1978).
25 Patton, M.Q. Qualitative Research & Evaluation Methods, Integrating Theory and Practice, 4th Ed.. St. Paul: Sage Publications Inc. (2015)

Toward the middle of data collection, the team began to reach data saturation on certain elements of the narrative; by the end of data collection, the team had reached data saturation for the narrative provided in this report.

D. Data Analysis

The data analysis for the case study took place in four iterative phases.

Pre-Fieldwork

The case study team lead and researchers analyzed existing SUPER documents, external literature, and initial interview data to understand the activity, outcomes associated with SUPER, the nature and modalities of the interventions implemented by SUPER, and the key actors. This review took place between February and September 2016. These data informed the design of the data-gathering tools and selection of the sites and key informants.

During Fieldwork

At the end of each day of fieldwork, the case study team members reviewed their interview notes against the four evaluation questions and their understanding of the systems that influenced the sustainability of the outcome that emerged. They incorporated insights gained from the research conducted each day. Within a couple of days, the team transcribed most of their interviews into the data capture form and wrote initial findings for each evaluation question. The team then identified data gaps, confirmed and disconfirmed findings, and used the evidence to inform subsequent interviews and focus the narrative—adapting the interview guide as appropriate.[26]

Data Analysis Workshop

The case study team conducted several days of facilitated team data analysis following the fieldwork. During one day of the analysis process, a Washington-based USAID/PPL staff member participated and findings were discussed with USAID/Uganda.

At the start, each team member cleaned and prepared their own interview notes. The teams conducting research in Bushenyi and Nakasangola then shared their interview notes with the other team members in a facilitated discussion. Based on these discussions and the evidence provided, the case study team lead developed a 16-page document of evidence and preliminary findings that guided discussion for the remainder of the analytical process and for review and validation by Ugandan education experts.

After the case study team reviewed the evidence and preliminary findings document, the team presented its findings to a six-member expert panel comprising three former SUPER implementation staff members from the MoES, a CCT staff person, and two experts from the University of Kyambogo. The expert staff were closely involved with the Ugandan education system and could discuss the system's evolution since 2000. The expert panel validated team findings and provided explanations for apparent inconsistencies in the data. The case study team used this feedback to further inform and develop the narrative.

For two days following the session with the expert panel, the case study team conducted additional analysis of the interview notes focused on a core and unique characteristic of the SUPER program, the coordinating centers and CCTs. The team reviewed their interview notes to develop a better

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26 A clear distinction was made in separate interviews between high-level policymakers who were asked a "big picture" set of questions versus education implementers who answered a more detailed set of questions.

understanding of the role of the coordinating centers and CCTs after SUPER and during the present, and distilled their evidence and findings into a large matrix prepared in Microsoft Excel.

During these two days, the team continued to reflect on the data and analyzed it against the evaluation questions, incorporating questions and feedback from the expert panel. They explored patterns between relationships, resources, activities, and expected and unexpected outcomes, and the team leader and senior research specialist collected further data at the Ministry of Finance. Collectively, the team members reviewed systems maps from the field and created a master systems map to reflect the team's findings. Critical information drawn from the findings and the map were placed in an Excel spreadsheet.

As the process of sorting and discussing data continued, the team also began generating questions about the data they had collected. These questions enabled the team to think more comprehensively about the data. In several cases, the data analysis process caused the team to reflect on the data they had collected and the data they had neglected to collect, and follow-up questions they might have asked.

Post-Workshop

Following the workshop, the case study team continued to refine the evidence and find matrices to address the four evaluation questions. The team lead used data from all the research phases to write the initial narrative between November and January. The team lead then shared the draft report with the research manager and the education experts on the Ugandan team, who provided clarifications and revisions. Next, the team lead sent the draft report to the evaluation team lead for further feedback from February to May. The final version was completed in May after further iterations with MSI experts and the Ugandan team members.

E. Study Limitations and Facilitators

1. Study Limitations

The case study team identified six possible limitations to the study.

The nature of this study does not allow for broad generalization of findings: This case study was implemented using systems-thinking approaches that recognize the complexity of systemic change and the importance of understanding change in context. The study relied on purposive approaches to select the case, in addition to the outcome of interest, research sites, and respondents. The findings from this case study are therefore not generalizable (in any statistical notion of the word) to either the intervention as whole or to USAID basic education projects. The findings in this report may, however, be analytically transferrable where a donor or implementer has assessed and found similarities in the factors producing outcomes and the effect of context.

SUPER did not robustly document or monitor program results: Few SUPER documents were available, and those that were identified provided only preliminary descriptions regarding the achievement of higher-level outcomes. SUPER did not consistently monitor results against an activity results framework used for activity planning, monitoring, and evaluation. Although a final evaluation was conducted of SUPER, the case study team was unable to locate it. These factors strained the team's understanding of what SUPER achieved, which then required a considerable amount of effort, mostly through reviews of numerous (non-SUPER) documents and qualitative interviews, to piece this information together. More robust program management and monitoring would have provided the case study team with additional ways to understand what SUPER achieved with respect to the outcome of interest. The lack of written data at the end of SUPER (in 2000) and inconsistent data to date meant that extensive triangulation of information was required to form a plausible narrative.

Incomparable data and lack of data: Relevant data identified in 2000 were not collected after that period. In some cases, data were collected; however, where and how the data were collected, and how it was analyzed, rendered the data incomparable. One key example is demonstrated in the team's inability to compare the quality of teaching at the end of SUPER with present-day teaching quality. Due to data comparability issues, the case study team was unable to compare data on teacher quality collected in 2000 (at the end of SUPER) with data on teacher quality collected today. In these circumstances, the case study team relied on primary qualitative data to assess sustainment.

Resource constraints: Due to resource constraints, the case study team focused the research on two regions of Uganda, and within those regions, three districts and three PTCs serving nine primary schools and school communities. It is possible that if the study had been conducted in more regions or with more schools and school communities, a different perspective and additional factors that contributed to or hindered the sustainment of the outcome of interest in those communities may have told a different story. However, the regions and districts chosen were the longest existing and core PTCs, within a day's drive of Kampala,[27] had the highest probability of yielding data to answer the evaluation questions. Access to respondents during the fixed school year's test-taking cycles as well as variable availability of key members of the team led to some fieldwork delays.

Respondent cognitive biases: Key informants constituted the primary source of information in answering all evaluation questions. As is well known, interview data are prone to cognitive biases on the part of the respondent and/or the interviewer. These include social desirability or acceptability bias—the tendency of individuals to provide responses that they believe will be "socially desirable" in the context or desirable from the point of view of the researcher/sponsor. The evaluation team mitigated potential cognitive biases in the research to ensure the validity and reliability of its findings using systematic triangulation of interview sources, appropriate selection of a range of interview participants and expert validation of data.

Continued USAID support to teacher instructional quality: Following the conclusion of SUPER, USAID continued to support improved teaching instruction in Uganda. Given that USAID continued to support aspects of SUPER's outcome of teacher quality between 2000 and 2016 with other projects, respondents may have found it difficult to differentiate between what SUPER did or initiated and what the follow-on interventions introduced. While this was a potential constraint, a thoughtful design and approach appropriately mitigated it, including construction of the interview guide to focus each interviewee on SUPER (e.g. describing SUPER activities, describing outcomes). Further, the evaluation team received training to continually clarify during field interviews how (and if) specific responses related to SUPER's support to TDMS.

2. Facilitating Factors

The willingness of Uganda actors to engage with the evaluation team resulted in two related factors:

Perceptions that SUPER was successful: Actors in the system almost universally perceive SUPER and its TDMS to have implemented successful USAID programs that built on Ugandan-born structures. The pride in the continued functioning of TDMS as well as the desire to share those findings with an external team may have encouraged respondents to speak to the case study team. This increased the likelihood of obtaining rich and in-depth data and the ability to identify and explain sustained outcomes.

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27 One district (Bushenyi) is home to President Museveni and is seven hours' drive from the capital; the other two are close to Kampala and different in terms of resource constraints (Nakasangola) and the high demands on the CCT network (Metro Kampala).

Stature and expertise of the Ugandan in-country team: Access to relevant Ugandan actors across the education sector was possible, sometimes on very short notice, due to the stature and expertise of the in-country Ugandan research team and their contacts. It was also based in part on the "snowball sampling" method of the evaluation approach, whereby informants recommended others within their networks, enabling the evaluation team to access a wider range of actors on very short notice (including the MoES permanent secretary for education). Further, the seniority and confidentiality assurances given by the team led to a high degree of candor by some of these respondents.

F. Case Study Team

The case study team was led by Dr. Jindra Cekan, and included Jared Berenter (research manager), Wilberforce Muhwana (education specialist), Musiho Abdala (research specialist), and Leo Amanya (research specialist). The latter two replaced two earlier research specialists, Andrew Kagondo and Joshua Okwena, who did not continue the six months from the scoping to the fieldwork phase.

III. UGANDAN CONTEXT

This section describes the context in which SUPER was delivered and that continues to influence the sustainment of the outcome of interest. The Ugandan country context is followed by descriptions of the education policy and the formal and informal structures that govern the delivery of basic education.

A. Broad Ugandan Context

A landlocked country in eastern Africa, Uganda is bordered by Sudan to the north, Kenya to the east, Tanzania to the south, Rwanda to the southwest, and the Democratic Republic of Congo to the west. Since attaining independence from Great Britain in 1962, Uganda has witnessed dramatic changes in its political and socio-economic systems. From 1971 to 1985, a period of political turmoil severely strained the Ugandan economy. The expulsion of Asian residents in 1977 led to a managerial vacuum, as they had been the professional and business elite. Economic challenges during the 1970s and '80s were compounded by civil unrest during and following the repressive rule of Uganda's infamously brutal leader, Idi Amin Dada, in the 1970s.

Soon after the National Resistance Movement (NRM) government came to power in 1986, Uganda launched ambitious reforms to extricate its economy from the grip of institutional poverty. In concert with USAID, the International Monetary Fund, the World Bank, the United Nations Development Program, and other development partners, the nation embarked upon a campaign of government decentralization, civil service reform, poverty reduction, and education sector reform.[28]

Key Factors

These contextual facts, such as the dramatic changes in Uganda's political and socio-economic systems, provide the background to understanding the rise of the NRM and its platform of reforms. The changes brought about by the NRM are critical factors in explaining the evaluation's evidence, and are discussed or used to interpret data in the case study findings.

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28 Such reforms include the Poverty Eradication Action Plan and Universal Primary Education program, each implemented in 1997.

B. The Uganda Education System

This section describes the key policy changes that took place in the period leading up to and contemporaneous with SUPER, the structure and capacity for teaching instruction at the outset of SUPER, and the structure of the education system in Uganda.

1. Policy Environment

In Uganda's education sector, four socio-political developments provided context for SUPER's intervention:

- The government's issuance in 1989 of the Government White Paper on Education, which laid out the government's plan for reforming primary education.
- The 1993 establishment of the Primary Education Reform Program, which operationalized and financed reforms called for in the White Paper.
- The decentralization of education administration, which devolved management and budgetary authority to the districts.
- The launch in 1997 of Universal Primary Education (UPE), which guaranteed free primary education nationwide and effectively tripled primary school enrollment.

Each of these developments is discussed in greater detail below.

Government White Paper on Education and Primary Education Reform Program

In 1989, the government commissioned a review of the Ugandan education system. The review produced a Government White Paper on Education, which provided recommendations for enhancing the quality of education in Uganda. In 1992, the Government formally adopted the White Paper as its comprehensive education policy for Uganda. That policy was still being implemented in 2016.

The Primary Education Reform Program

In 1993, in collaboration with development partners, the government designed and launched PERP, a 10-year facility to support primary education reform. Together, MoES, the World Bank, and USAID spearheaded the implementation of this facility. According to interviews with sector experts, the World Bank largely managed the brick-and-mortar infrastructure, or "hardware," component of the education reform program through its Primary Education and Teacher Development Project, while USAID provided the "software," or management support structures, in the education sector.

Decentralization of Primary Education Governance Systems

Concurrently with the SUPER project, Uganda's centrally controlled civil service transitioned to a decentralized education governance system. Overall responsibility for development of the education sector remained with MoES, and for primary education, the Commissioner for Pre-Primary and Primary Education. The National Curriculum Development Center and MoES continued to oversee the development and direction of policy and maintenance of academic standards through teacher education, curriculum development and administration of examinations at all levels of education. However, authority and resources for basic service delivery in primary education devolved to the districts. The

Local Governments Act that passed in March 1997 formally codified the Government of Uganda's policy of decentralization in the education sector.[29]

The consequences of decentralization were in part budgetary. This can be seen, for example, in the administration of the School Facilities Grant, which was devolved to the districts. This financing mechanism enabled school communities to access resources to improve primary school facilities.[30] Other consequences of this shift in budgetary authority included decentralization of teacher recruitment and decentralization of textbook procurement. By SUPER's conclusion, 72 percent of all government resources for education were allocated through the districts.[31]

At the same time, management functions of Uganda's education sector were decentralized. District education officers assumed oversight of primary education delivery, while MoES's role shifted to policymaking, investment management, and quality assurance.[32] While the intent of this decentralization effort was to augment local participation in the administration of primary education, decentralization also "created a gap between the MoES and education officers in the field."[33]

Universal Primary Education

In 1993, SUPER and other efforts began to rapidly broaden the coverage of education reforms. By 1997, the Government of Uganda introduced UPE, guaranteeing tuition for primary grades 1-7 and almost tripling student enrollment. According to Ward, et al., the launch of UPE and the associated stress on primary education system resources made SUPER's TDMS programs a central part of Uganda's Education Strategic Investment Plan.[34]

Key Factors

These developments in the education sector laid out the framework and established the political will for education reform in Uganda.

2. Teacher Instruction at the Outset of SUPER

In 1991, just prior to the initiation of SUPER, Uganda's 66 colleges for primary teachers had an annual enrollment of approximately 15,000. These teacher colleges varied in size, ownership (public and private) and operation around the country[35] and formed the basis of the teacher training system—but were not at that time equipped to provide adequate instruction to the numbers of teachers required to serve the primary school system.

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29 Ward, et al. "Education Reform in Uganda – 1997 to 2004. Reflections on Policy, Partnership, Strategy and Implementation." DFID. Pg. 8.
30 Ministry of Education and Sports. "School Facilities Grant (SFG) for Primary Schools: Planning and Implementation Guidelines for District and Urban Councils." July 2000. Pg. 2.
31 Moulton. "Support for Uganda Primary Education Reform: Final Report." Pg. 5-7.
32 Moulton, pg. 6.
33 Hartwell, A., et al. *Strategies for Enhancing Basic Education System Performance: The Role, Performance, and Contribution of Coordinating Center Tutors to Education Quality.* The Government of Uganda Ministry of Education and Sports (2003) at pg. 20.
34 Ward, M., et al. *Education Reform in Uganda – 1997 to 2004. Reflections on Policy, Partnership, Strategy, and Implementation.* UK Department for International Development (2006). Available at: https://assets.publishing.service.gov.uk/media/57a08c16ed915d3cfd001168/EducationPaperNo60.pdf
35 Guild, et al., pg. 60.

> "[T]hese colleges have neither the physical nor the human capital to provide appropriate instruction. Syllabi in use reflect none of the newer approaches to primary education, such as basic skills, practical skills, and problem-solving skills, envisaged in the draft White Paper on education. Nor is there a curriculum appropriate to the current … recruits."
>
> *(Project Assistance Initial Proposal, page 13, 1991).*

In addition, graduates of the teaching colleges or untrained teachers—who constituted approximately 48 percent of all primary school teachers—received minimal support.

> "[T]he current teaching force receives little if any support from the Ministry's central, regional, or district school levels. Inspectors cannot offer pedagogical support, as they have limited funds, limited transportation, and limited personnel. Head teachers manage schools bereft of central support, having to generate the majority of their funds."
>
> *(Project Assistance Initial Proposal, page 13, 1991).*

In this context, the USAID Project Assistance Initial Proposal identified the first purpose of SUPER as: "Improve the quality of classroom instruction to enhance student acquisition of basic skills" (page 24).

3. Structure of the Ugandan Education System

The Ugandan Education system consists of three years of pre-primary education, seven years of primary education, and four years of lower secondary education, which leads to two parallel paths of either upper secondary education (higher formal secondary education) or vocational training, including teacher training. Table 3 shows the relevant education structure and the opportunities for progression.

TABLE 3. STRUCTURE OF UGANDA'S PRIMARY AND LOWER SECONDARY EDUCATION SYSTEM

Education level	Cycle	Award	Progress opportunities
Pre-primary[36]	3 years	None	• Primary education
Primary Education	7 years	Primary Leaving Examination (PLE)	• Lower secondary education (Ordinary Level) • Technical school
Lower Secondary (Ordinary Level)	4 years	Uganda Certificate of Education (UCE)	• Upper Secondary (Advanced Level) • Primary Teachers College • Technical institute • Other departmental training institutes

Source: Ministry of Education and Sports (Government White Paper on Education).

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36 This includes early childhood development and is not yet well developed in that some children, especially in rural areas, go directly to primary grade 1 without having attended this level.

IV. SUPPORT TO UGANDA PRIMARY EDUCATION REFORM

In 1992, USAID and the Government of Uganda signed a bilateral agreement for the SUPER project, a $108 million agreement for project and non-project assistance to Uganda's MoES to support PERP. Implemented nationwide from 1993 to 2000, SUPER invested $83 million in non-project assistance and $25 million in project assistance to improve the quality of primary education in Uganda.

To achieve its goals of improving the quality of and reducing inequities in Uganda's primary education system, the program identified three project purposes:

1. Improve students' mastery of literacy, numeracy, and other basic skills.
2. Improve school administration, management, and accountability.
3. Reduce inequities among different groups of children.

Toward these ends, SUPER aligned with four reforms identified in Uganda's PERP. These are:

1. Improve teachers' terms and conditions of service.
2. Allocate resources to allow local-level decision-making on school management for improving quality and increasing the equity of primary education. (This objective also sought to increase the participation of parents and community leaders to improve the quality of primary schools.)
3. Establish a sustainable system of allocating resources for instructional materials.
4. Strengthen teacher training programs by improving curriculum content, making standard materials available, and integrating pre-service, in-service, and management training to increase the percentage of trained teachers and administrators.

A. The Teacher Development Management System

Through its project assistance component, SUPER supported the development and implementation of TDMS, the principal objective of which was to restructure the role of Uganda's PTCs to strengthen teacher training. The basic premise of TDMS was the integration of pre-service, in-service, and management training for teachers and administrators in Uganda's primary schools.

TDMS (supported by SUPER) designated 18 PTCs as "core" PTCs. SUPER supported these PTCs with funding, in-kind support, tools, and technical assistance to act as a hub for surrounding primary schools to which the PTCs would implement and deliver in-service teacher training. Kyambogo University was mandated to develop and disseminate the teacher education curriculum to the PTCs. Non-core PTCs continued to provide pre-service teacher training only.

As Figure 1 shows, the TDMS model for in-service training relied on a decentralized network of core PTCs and affiliated resource centers, known as coordinating centers. Coordinating centers employed outreach staff called "coordinating center tutors" who, in coordination with district officials and head teachers, each serviced clusters of approximately 18 schools in a given "catchment" area consisting of one or more districts. From 1995 to 1998, this system was implemented in five stages, covering all 45 districts and all 9,000 government-aided schools.

FIGURE 1: TDMS MODEL FOR IN-SERVICE TRAINING
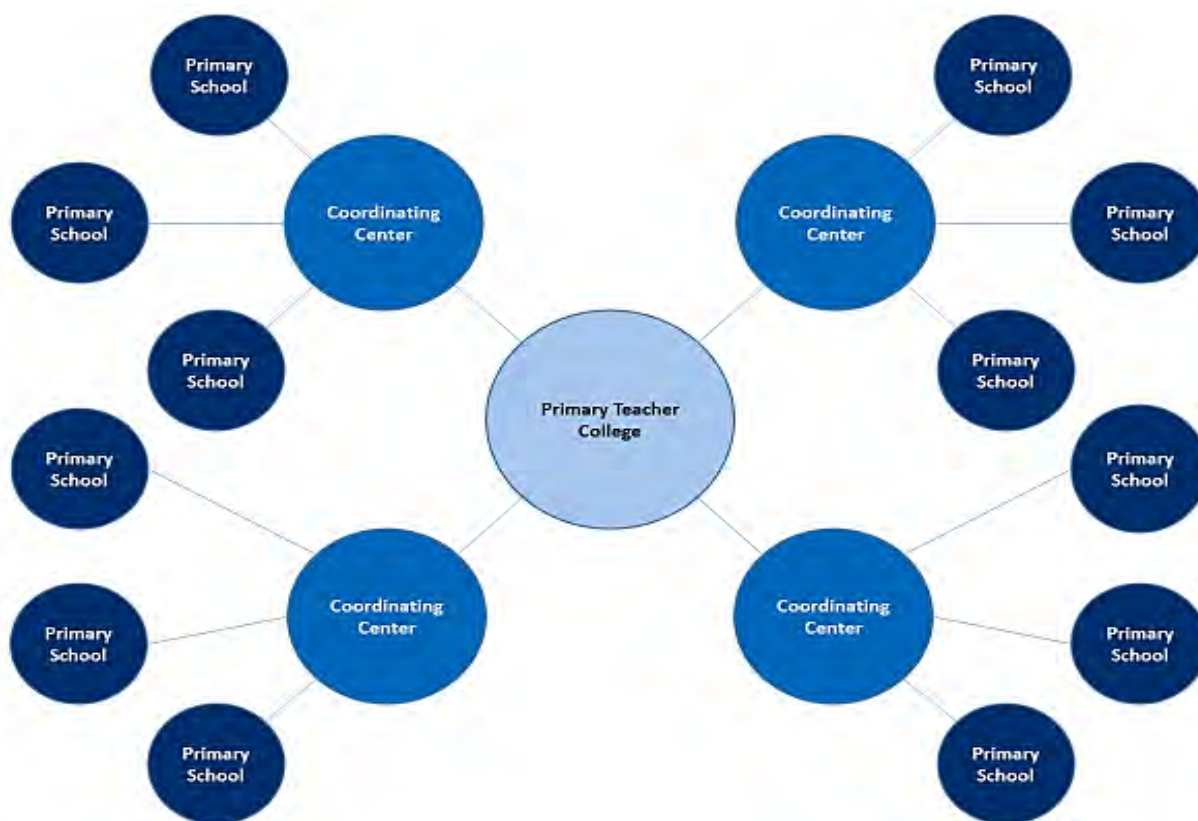
Each CCT underwent training prior to appointment. CCTs were responsible for providing support and continuous professional development courses (CPDs) to trained teachers and in-service training and certification to untrained teachers who were already active in the classroom. Over time, the certified pre-service training was nearly phased out and CCTs focused on providing CPD courses for trained teachers and, to a lesser extent, training for Head Teachers on school management.

CCTs generally resided at one of the schools within a cluster, thus providing an accessible link between PTCs and teachers, parents, school management committees and other stakeholders at a given school as well as nearby schools. By design, all schools would be supported by a CCT within 10 kilometers of their school, although some schools were located further than this from the CCT.

In October 1993, TDMS was initiated across six catchment areas (after piloting in Bushenyi and Gulu districts), the boundaries of which did not coincide with district political or administrative boundaries. From its outset, the program expanded at a much more rapid pace than initially expected, covering eight additional PTCs and 21 additional districts in its second and third phases.

Figure 2 illustrates how the Uganda Education System integrated primary teacher colleges (and TDMS) were incorporated into its formal structures.

FIGURE 2: EDUCATION SYSTEM MAP
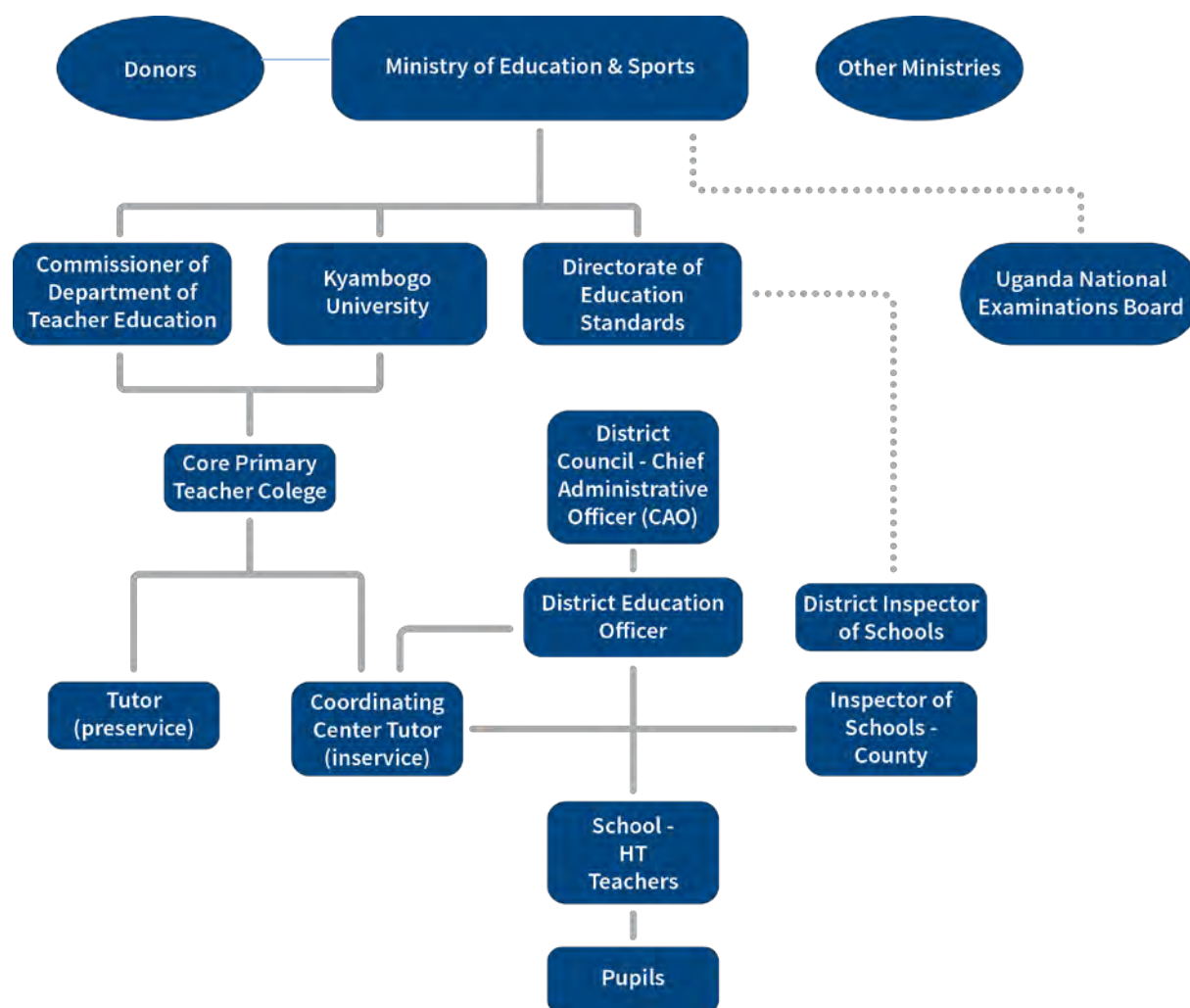
B. SUPER's Contribution to TDMS

SUPER provided support to the development and implementation of TDMS through a range of activities, including specifically providing technical support during the design and planning phases of the PTC/CCT initiative. Over a period of months during 1993/1994, SUPER technical advisors facilitated a series of work programs—i.e., successive planning workshops with relevant stakeholders focused around specific topic areas. These work programs covered a diverse range of topics both general and specific. For instance, an initial work program focused on articulating the goals and objectives of the TDMS, while a later one focused on the design and development of a new teacher education curriculum.

During implementation, SUPER provided a range of technical support to actors at the central, district, and PTC levels. According to the *SUPER End-of-Tour Report*,[37] this support included the following:

- Technical assistance to the Ministry of Education and Sports, PTCs, and primary schools to establish conditions for sustainability and institutionalization of the reform functions and facilitate

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37 Kromer, William. "SUPER End-of-Tour Report." Academy for Educational Development (August 31, 1999).

integration of reform functions into the appropriate departments of the MoES and sister institutions.

- Development of a counterpart relationship with key staff of the core PTCs, district education offices, and key MoES staff, and provided capacity-building support throughout the program. This included employing institutional and organizational development advisors to work with the management of districts and core PTCs to improve institutional and operational arrangements and share best practices.
- Providing technical assistance in the areas of teacher training, management training, tutor training, and community mobilization. This included directly conducted workshops to train teachers and head teachers, develop training programs for PTC outreach staff, and develop self-study modules for primary school teachers, head teachers, and tutors.
- Working with senior MoES officials to develop the Management Manual for Primary Education, which provided head teachers, district officers, and MoES headquarters staff with a common set of objectives, procedures, and guidelines for the management of primary education as part of the reform effort.
- Providing inductions and support for new donors who supplied non-SUPER resources for the latter phases of TDMS expansion.
- Residential training and development of self-study modules for primary school teachers, head teachers, and tutors, as well as providing infrastructure such as motorcycles for CCT mobility and vehicles and office equipment to the 45 district education offices.

Other direct actions undertaken by SUPER that did not directly involve TDMS, but contributed to a "foundation" for TDMS, included: "identification and removal of ghost teachers (cleaning of payroll), establishing a liberalized textbook policy and practice, raising teacher salaries, introduction of the transparency and accountability regulation, and establishment of a functioning management committee of stakeholders."[38] Some data suggested that one SUPER study that identified "ghost teachers" resulted in eliminating them and reduced the number of teachers on Uganda's district payrolls. Annual faculty census initiatives have been conducted since that time.

Key Factors: TDMS aimed to put in place the systems, tools, and technical assistance to improve teacher professional development and, by extension, the quality of classroom instruction.

C. SUPER Achievements

The case study team relied on contemporaneously prepared reports and a 2003 evaluation of TDMS to determine the extent to which SUPER achieved its improved classroom instructional quality outcome.

By the end of SUPER in 2000, the TDMS network included 47 PTCs, of which 18 were core PTCs, 27 were non-core PTCs, and 2 were private PTCs.[39] The core PTCs acted as hubs, providing support to 539 fully operational coordinating centers; each of these centers provided continual in-service training to all state-supported schools in Uganda and a cumulative 10,145 teachers nationwide.[40] The CCT positions at the coordinating centers were nearly fully staffed.

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38 Id., at page 1.
39 By 2003, this number had expanded to 23 core PTCs and there are now 45 government PTCs and 18 private PTCs.
40 Byamugisha, A., and Ssenabulya, F. 2000. MoES SAQMEC II Project, www.catalog.ihsn.org/index.php/catalog/4718/download/59551.

The primary school teacher training programs managed by TDMS initiated four types of teacher development programs:

- Pre- and in-service teacher training;
- In-service headmaster management/ administration training;
- On-site support to school staff; and
- Parent-community mobilization.

The core PTCs and CCTs also specifically offered the following types of support to district and primary schools within their catchment areas:

- Support to district education offices on the management of primary schools;
- Support to district and county school inspector offices on initiatives for improved teaching and learning;
- In-service training for teachers and headmasters;
- Continuous professional development courses for teachers and headmasters; and
- Support to schools to select appropriate textbooks and learning aids and working with teachers to use instructional aids.

During SUPER, CCTs were also responsible for community engagement activities, including by encouraging parents to participate in co-curricular and school supervision activities by providing meals and transport allowances to send teachers and parents to parent–teacher association (PTA) and school management committee (SMC) meetings.

By one former USAID education officer's account, identifying and eliminating "ghost teachers" resulted in SUPER reducing the number of paid teachers on Uganda's district payrolls from 112,000 to the 72,000 actual teachers; in a month, the cost of the exercise had been recouped through salary savings.[41]

By the conclusion of SUPER, key actors in Uganda and USAID viewed the program and the TDMS as a success. A 2003 evaluation of TDMS commissioned by the Ministry of Education and Sports noted that although significant gaps remained, "with CCTs' support, most teachers are now at the threshold—they have the foundation necessary to take on board new techniques and methods, feasible within the realities of their classrooms, which will lead to considerable improvements in the quality of [teaching and learning]."[42]

An evaluation of SUPER conducted by the Government of Uganda in 2000 was even more laudatory:

> Perhaps one of the most valuable additions to the teacher education system of Uganda is the idea of outreach programs and networks as delivery mechanisms for support to the teacher. The network of coordinating center tutors, resource centers, and outreach schools has become an urgent necessity in view of the … expansion of primary school enrollments and the threat to quality in primary schools today. Teacher training college extension must be seen as the lifeline of the primary school and must remain an indispensable feature of the primary school support system.[43]

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41 Annual faculty census initiatives have successfully been conducted since that time.
42 Strategies for Enhancing Basic Education System Performance, page 10, 2003.
43 *Making Classrooms Talk*, Academy for Educational Development, 2001 quoting evaluation conducted by the Ministry of Education and Sports, October 2000

V.   CASE STUDY FINDINGS

The data identified and analyzed in this section resulted from the case study team's explicit awareness of boundaries. The question of what is in and what is out is critical and not often easy to determine when exploring beyond the initial USAID-intended outcome. The themes identified in this section emerged through iterative analysis of multiple perspectives within one geographical location and within a specific timeframe.

A.   Evaluation Question 1

Was the USAID-intended outcome sustained?

To address whether the outcome of interest was sustained, the case study team relied primarily on qualitative data supplemented by secondary data from the Uganda Education Management Information System on the state of the primary teacher education development subsector.

Finding A.1

Many institutions and relationships developed as part of the TDMS continue to exist, although to varying degrees.

In developing TDMS, the Government of Uganda (with the support of SUPER) identified, mapped, and supported the critical players to include in the effort to improve professionalism in teacher training. These included partners at the national level (MoES and line ministries), district level (PTCs, CCTs, recruitment, and inspection staff), autonomous bodies (certification and curricular development authorities), and schools. These institutions continue to exist and to largely perform the roles/functions that intended for them, albeit in some cases with lower efficacy, as described below.

Finding A.2

The TDMS outreach structure, the design and implementation of which SUPER supported, continues to exist.

The overall structure of TDMS remains in place, including its key innovation of a hub and spoke structure connecting PTCs, coordinating centers, and coordinating center tutors to schools within a catchment area. As was the case at the end of the SUPER Project, currently about 540 coordinating centers still operate, although as described below, these centers now serve many schools and a large population of teachers. SUPER was highly successful in offering the Primary Teacher Education (PTE) in-service program (under which the previously teaching but untrained teachers were trained and qualified with certification). This PTE program ended after the mass of untrained teachers was successfully trained. At the same time, the demand for untrained teachers fell significantly, as the PTE pre-service churned out an increasing number of trained teachers. In 2000, the program was eliminated in 21 of the 23 PTCs and resources were reallocated to meet other needs. Pre-service training continues in all the 47 PTCs. While in-service training has nearly stopped in core PTCs due to inadequate funding, the demand for in-service training remains high. The private sector has tried to meet this demand by creating 18 new PTCs in the last 17 years, and follow-on projects have continued to use the TDMS

structures that continued to produce new teachers and tutors, but no phase-over or long-term planning occurred in 2000. SUPER ended with much unmet need unresolved.[44]

Finding A.3

Pre-service and in-service training exist, although their composition has changed since SUPER.

During SUPER, one of the functions for PTCs was to act as centers for in-service training for tutors, teachers, and headmasters. The in-service training for the bulk of untrained teachers was accomplished and ended; it is directly attributable to SUPER. The in-service training for head teachers and tutors to become CCTs took place during SUPER but has since formally stopped because of diminished funding. Occasionally, CCTs will provide informal training to existing PTC teachers taking over the work of retiring CCTs, but this training is far less rigorous than what SUPER provided.

Core PTCs continue to conduct more limited in-house orientation/mentoring of their tutors and CCTs, and CCTs conduct outreach training of teachers. Currently, all PTCs, including core PTCs, continue to provide pre-service training of new teachers and receive capitation grants per student.

All management training of head teachers and principals has ended due to a lack of funding; informants remarked upon this loss often. Currently, formal continuing professional development training for teachers occurs as funding allows. As one CCT noted, "Compared to the time of SUPER, this is done maybe between one to two times a year—sometimes not at all."

Finding A.4

Coordinating centers and CCTs provide instructional support, but its intensity and effectiveness is reduced.

While the core structures of the TDMS outreach function continue to exist and deliver training and instructional support, this support is less intensive than what SUPER provided. This manifests in three distinct ways:

    1.   Coordinating centers and CCTs provide less instructional support to a greater number of schools.

While the number of CCTs has remained somewhat stable since the conclusion of SUPER, the number of primary schools and primary school teachers has continued to increase, and coordinating centers have been tasked with supporting private schools as well. In 2000, approximately Uganda had approximately 11,578 primary schools;[45] by 2016 this number nearly doubled to 19,718.[46] The total number of primary teachers employed by the government likewise increased from 82,148 in 2000 to 130,213 in 2016—nearly 60 percent. Thus, the CCT-to-school ratio envisioned (and largely achieved) in the early years of SUPER of one CCT per 20 schools is no longer feasible. Data collected by the case study team show that coordinating centers and CCTs are now responsible, in some cases, for providing instructional support to more than 100 schools within their catchment area. As a 2014 World Bank

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44 As the principal of the Bushenyi PTC wistfully remarked, when SUPER ended, no phase-over or phase-down plan was in place, nor had steps been taken to ensure sustainability. He observed that if resources had been slowly withdrawn, giving Ugandans time to replace them or learn how to operate without them, the beneficial outcomes of SUPER might have been more effectively maintained. This can be a useful lesson learned for fostering the sustainability of USAID education programming.
45 The Republic of Uganda Ministry of Education and Sport, Education, and Sports Sector Fact Sheet 2000 – 2012.
46 The Republic of Uganda Ministry of Education and Sport, Education, and Sports Sector Fact Sheet 2002 – 2016.

report noted regarding the CCT system being overtaxed, "Only one in every four schools reported having been visited by a district inspector or a center coordinating tutor during the 12 months prior to the 2009/10 Uganda National Household Survey."[47] Now, an increasing number of SUPER-trained CCTs are retiring, with only some of them being replaced, while the need for the teacher quality support they provide is increasing.[48]

The increase in the number of schools and teachers limits the intensity and quality of support that these institutions can provide. One head teacher noted that while teachers still ask if they can work with the TDMS and refresher courses are still highly sought, the courses are increasingly rare since SUPER funding ended. At the sites visited, CCTs continue to submit monthly reports to the PTC on their activities and school/teacher needs, including the demand for more supervision and training. However, teachers' direct access to CCTs for classroom supervision and training is limited. The CCTs are often limited to providing support to teachers who can travel to the coordinating center.

> 2. *PTCs' and CCTs' instructional support is limited due to insufficient textbooks and learning materials and training on new curricula.*

The capacity of PTCs and CCTs to support schools and teachers has been limited by insufficient training and materials. Since 2000, Uganda has implemented two primary school curriculum revisions (2008/2009 and 2012/2013), but has not provided sufficient support to PTCs and CCTs to help implement these curricula. There appears to have been limited coordination with or inclusion of the PTCs and CCTs in the rollout of these new curricula—in many cases, new textbooks were not provided to the PTCs/CCTs, few teaching aids were provided, and resources were not available for the necessary expansion of time required to train teachers in the new curricula.

In Nakasongola, informants noted that some of the textbooks that were made available were irrelevant for the current teaching syllabi. One CCT noted that in 2013, it had received curricula training materials but not the textbooks; those were delivered directly to schools. Even when PTCs did receive the textbooks, they received only one textbook per subject to share among their CCs and CCTs. Several CCTs reported that the supply of textbooks, especially for pupils in grade 4 and above, was so inadequate that CCTs had to borrow books from classroom instructors to learn the new materials to effectively supervise teachers using it.

Likewise, during visits to coordinating center resource rooms and classrooms, the case study team identified few available instruction materials, with even fewer materials in local languages—the language of instruction for pupils up to grade 3—and only homemade vocational training materials.

> 3. *Support to remote areas is reduced due to insufficient transportation allowances.*

The third factor that contributes to lower support provided by coordinating centers and CCTs is the insufficient transportation budgets that limit the capacity of CCTs to support rural and remote schools. CCTs' outreach has been limited by their low quarterly allowance for fuel and transportation, which has not kept up with inflation and has been frozen at 1993 levels.[49] These allowances are insufficient to cover basic transportation costs, not to mention vehicle maintenance. Thus, in both Bushenyi and Nakaseke, CCTs no longer support SMCs, and CCTs in Bushenyi could attend only PTA meetings at

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47 World Bank Project Appraisal Document, Uganda Teacher and School Effectiveness Project (2014)
48 In October 2016, a report claimed that 80 percent of Uganda's primary teachers were illiterate. "Uganda: Government Admits 80 Percent of Teachers Can't Read." http://allafrica.com/stories/201609210810.html.
49 As one CCT asked: "How our allowance rates are computed – a liter of paraffin cost UGX 800 in 1993 but now costs UGX 2,850, but [the] rate hasn't been increased. Fuel was then UGX 1,000 and now is UGX 3,500 [so with a fixed rate since 1993, we can buy one-third of the amount]."

their coordinating center school. Most interviewed CCTs mentioned that they use their private salaries to supplement the cost of fuel needed to conduct outreach in far-flung areas—an outlay that in many instances is well beyond their fixed quarterly allowance.

Finding A.5

Infrastructure at PTCs and coordinating centers has not been maintained or has been repurposed since the conclusion of SUPER.

SUPER-era infrastructure such as buildings, office machines, and equipment are rarely, if ever, refurbished, updated, or replaced. The team also encountered cases at the coordinating centers that it visited of resource rooms being repurposed into classrooms, teacher offices, or storerooms, further limiting the effectiveness of the work of CCTs.

Finding A.6

The case study team was unable to establish whether SUPER's contribution to ensuring that all teachers have basic pre-service skills has been sustained 17 years later.

Evidence is conflicting on the extent to which primary teachers today possess basic skills for teaching. For instance, a 2015 National Assessment of Progress in Education study by the Uganda National Examinations Board (UNEB) found that only 21.8 percent and 38.8 percent of primary teachers colleges' Year 2 students were rated proficient in numeracy and literacy in English language, respectively.[50] However, PTC respondents rejected this conclusion, noting that PTC admission requires that all students have obtained satisfactory qualifications in English, mathematics and two sciences, and that entrance examinations for future teachers still require at least functional literacy and numeracy, even for primary school teachers.

B. Evaluation Question 2

What other outcomes resulted from the project (positive/negative) and were these outcomes sustained?

Finding B.1

Tensions between CCTs and school inspectors that arose during SUPER continue to exist.

CCTs and school inspectors provide similar support to schools by checking on teacher performance—CCTs support teacher training, while school inspectors oversee school quality and have punitive authority. The inspectors, whose role existed prior to the SUPER initiative, have a reporting structure that parallels that of the CCTs—inspectors report to their chief administrative officers at the district level, much as CCTs report to the head of their PTC.

In some cases, the relationship between CCTs and school inspectors is positive and collaborative, but in others, the similarity of the two structures has generated tension, with both parties blaming the other for a lack of sufficient support. Interview data from informants in Bushenyi, Mitooma, and Nakaseke also suggested corruption by several inspectors (e.g., collecting bribes in exchange for "passing" a school), although no such accusations were raised against the CCTs. In Nakaseke, the CCT and inspectors plan

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50 Uganda National Examinations Board, National Assessment of Progress in Education (2015). Available at
http://uneb.ac.ug/downloads/napereport/NAPE%20PRIMARY%20REPORT_2015.pdf.

to jointly undertake support supervision, and in some cases the district education office provides transport for the CCTs for conducting the CPDs. While the MoES has provided guidance on joint planning for support supervision by inspectors and CCTs and sharing of the ensuing responsibilities, instances of collision inherently re-occurs within districts such as Bushenyi, where there was overt competition in a few cases. From the national perspective, such instances have been on the decline and district local authorities have been mandated to resolve them.

Finding B.2

The CCT network has been a conduit for services in other sectors. The expanded role of the network subsidizes CCTs, but also strains their capacity for education service.

The CCT in-service and community outreach model developed by TDMS has been used to deliver a broader range of community services than initially intended. According to PTC administrators at all three PTCs visited, as well as a majority of CCTs themselves, some communities now use the under-resourced CCTs to provide outreach for other activities, such as early childhood development programs, health initiatives, and even agricultural projects. These activities benefit communities while supplementing CCT salaries through "facilitation funds." However, these new roles also further stretch CCTs in their ability to deliver on their commitments to improving teacher quality.

CCTs have benefited from training provided under new initiatives, such as the LARA Project, USAID's early childhood development program, which uses the CCTs for outreach. In 2016, UNICEF provided CCTs with new transport in the form of motorcycles, bicycles, and donated vehicles to select PTCs. Unfortunately, in districts like Bushenyi that received such additional inputs compared to districts that did not, this treatment has given rise to resentment from other actors, such as school inspectors, who have not received similar benefits.

Finding B.3

The cessation of SUPER community engagement activities created a disincentive for parental participation in school governance.

As noted, one role of the CCT during SUPER was to encourage parent participation in PTA and SMC meetings, including through meal and travel allowances. CCTs no longer perform this function. CCT informants expressed the belief that the cessation of these activities has created a disincentive for parental participation. As one CCT informant stated, the incentive program "has become very hard to inherit," because it has caused some parents to resist attending meetings without an incentive.

C. Evaluation Question 3

What has contributed to or hindered sustaining the outcomes?

This section describes the factors that have contributed to or hindered the sustainment of the positive outcomes cited above.

Factors Contributing to Outcome Sustainment

Finding C.1

Building on existing teacher development structures in Uganda encouraged ownership from key stakeholders in the Uganda education system.

TDMS was developed to incorporate existing Ugandan institutions' focus on school and teacher quality, including divisions within MoES, primary teacher colleges, Kyambogo University (which developed curricula), SMCs, and PTAs. Its reforms were embedded by seconding staff within the MoES, rather than implementers employed by an external donor. It also was driven primarily from domestic forces and inspired by the Government of Uganda White Paper on Education, implemented in accordance with the Primary Education Reform Program. Uganda education sector experts interviewed by the case study team reported that TDMS thrived on the roots of pre-existing structures, which also forms part of the rationale for its continued existence.

Finding C.2

The decentralization effort that took place during the development of the TDMS ensured that its functions were devolved to local authorities, which have supported its continued role.

During the seven years of SUPER, USAID worked with the World Bank to support MoES to professionalize and decentralize the educational system to districts and communities.[51] The government transformed the civil service structure in Uganda into a decentralized structure, with most of the authority and resources devolved to the district level. Decentralization aimed to make the provision of basic services, including education, more accessible to people.

Management and provision of basic education was placed largely in the hands of the district administrations, while responsibility for policy direction and maintenance of standards in areas such as teacher education, curriculum, and examinations remained with the ministry at the central level. Efforts took place to help the government get clarity and reduce inefficiencies in expenditures. Interview data suggest that overall, this has been effective and inefficiencies have decreased. For instance, the districts continue to weed out 'ghost teachers,' which to some extent has improved teacher presence in classrooms and the maintenance of a 'clean' teacher payroll. Other post-SUPER achievements include management of classroom construction and procurement of instructional materials under a decentralized system, although these turned out to be problematic and have since been re-centralized.

Finding C.3

Continued support from international donors has contributed the longevity of TDMs functions.

TDMS has continued to receive support from international donors in the years since the conclusion of SUPER. For instance, several USAID programs have provided financial and technical support to at least some aspects of TDMS, including USAID's Basic Education Policy Support Program, the UNITY program, the Uganda School Health and Reading Program, and the Uganda Program for Human and Holistic Development. Other donors, such as the International Development Association, UNICEF, Plan International, and the Japanese International Cooperation Agency, have also worked in the primary education sector using the TDMS structures.

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51 A 1995 program evaluation stated, "It is often difficult, if not impossible, to isolate SUPER's contributions from other aspects of Uganda's education reform." (Guild, 2005)

While these programs have helped foster the continuing development of the education sector, these donors' efforts are piecemeal in contrast to the nationwide and holistic support that SUPER offered. Further, efforts to support only project-based local geographies and foci (e.g., USAID's Literacy Achievement and Retention Activity program (LARA) uses CCTs for early childhood development outreach) limits their already limited time for primary school teacher support.

Finding C.4

Teachers and schools are pursuing alternative domestic sources to finance teachers' continued professional development.

As government support for in-service teacher training stagnated, teachers and primary schools are finding alternative sources of financing for teachers' continued professional development. According to staff at several CCTs and school administrators in Bushenyi District and in Kampala, PTCs still pay their salaries from the MoES budgets and salaries are arriving on time, but funding for teacher development is insufficient. In fact, others have contributed; private schools pay for supplemental development, while teachers use their own funds for additional certifications. In some cases, other programs have stepped into the involuntary void left by CCTs. For example, Uganda National Teacher's Union (UNATO) provides a refresher training for teachers. Some schools self-fund professional development programs through private fundraising efforts to pay for local CCTs to provide onsite training for groups of teachers. Other schools call upon private donors or make use of university stipends to give teachers and/or tutors the incentive to pursue professional development.

PTCs have also turned to alternative sources of income. PTCs have generated income through a wide array of investments in private sector enterprises, such as real estate (i.e., land and commercial buildings). For instance, the Bushenyi PTC used its land to set up a tea plantation. The cash-crop harvest of the plantation subsidizes the operational costs of the PTC. The PTC also cultivates a large garden of fruits and vegetables for teachers' meals. At one private school,[52] the parents collected funds to build a small dormitory, which the school rents out for income.

In Bushenyi District, some teachers and CCTs, either individually or in groups at the PTC centers, have turned to growing food for their own consumption. Paradoxically, to motivate such teachers, the Government of Uganda has created a credit scheme: borrowing from the government's microenterprise fund, teachers and their spouses can start their own small business to generate their own additional income to supplement teaching salaries. The permanent secretary noted that the target recipients of this scheme are in fact the teachers' spouses, as there is some concern that the younger teachers might take advantage of this opportunity at the cost of teaching time.

Factors Hindering Outcome Sustainment

Finding C.5

Ugandan funding for education, specifically primary education, has fallen as a function of total gross domestic product since the conclusion of SUPER.

A lack of funding has been a major constraint to sustainability of TDMS, which is evident both in the increased responsibility of existing CCTs and the degraded state of infrastructure. According to Uganda EMIS data, in 2000 at the conclusion of SUPER, the public current expenditure on primary education as a percentage of gross domestic product was 2.1 percent. In 2016, this figure had dropped to 1.02 percent.

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52 St. Joseph's in Bushenyi.

Also during this period, funding for primary education as a function of the overall education budget decreased. In 2000, primary education constituted 69.7 percent of the national education budget. Today, after years of gradual decline, this figure is 53.9 percent. Given that 8 million pupils are in primary school compared to 1 million in pre-primary, secondary, or tertiary, demand on these resources far outstrips supply.[53]

Finding C.6

The sudden increase in primary enrollment following the launch of UPE placed an enormous and unanticipated burden on TDMS.

The launch of UPE in 1997 had a dramatic effect on the sustainment of SUPER outcomes. By mandating universal access to primary education, UPE effectively tripled primary enrollment, and thus became perhaps the most significant factor affecting the quality of classroom instruction.

In 1993, at the outset of SUPER, total primary enrollment in Uganda was 2.4 million children,[54] and one of SUPER's objectives was to prepare Uganda for UPE. UPE was intended to finance primary education for up to four children per family, but political pressure led to this restriction being dropped. In 1997, the Government of Uganda introduced UPE, resulting in a dramatic and nearly overnight increase in the primary enrollment, from 3.4 million in 1996 to 6.6 million when SUPER ended in 2000.[55]

The sudden increase in enrollment placed enormous pressure on the primary school system, which had only recently begun to train enough teachers to meet the needs of the existing student population. As one older CCT said, "UPE tripled the number of pupils per class, to 80 pupils and above. Slowly, PTCs increased the number of trained teachers, but in some urban UPE schools, the ratio was one teacher to 55 pupils, while in others in rural areas … one teacher to 100 pupils is more normal."[56] The CCT in Bushenyi District, for instance, supports 48 UPE schools. The number of private schools in that district has increased from seven to 43. The centrally funded budget for outreach has remained unchanged, accommodating only 10 to 14 teachers per school, and no remapping of CCT catchment zones has occurred. While CCTs' recurring costs "constitute only 1.4 percent of total pupil recurrent costs, TDMS/CCT is a highly cost-effective strategy for moving towards the goal of educational quality [unless] the TDMS/CCT framework is further stretched, or if it is underfinanced, its future effectiveness is unlikely."[57]

Originally, TDMS had CCTs monitoring an average of 18 schools; now they monitor an average of 43. A CCT in Kampala reported being tasked with approximately 350 schools in Makerere outside Kampala; she has not mapped the many private schools she serves, but estimates it could be upward of 400. Further, there are 20-70 teachers per school and classroom ratios can bulge from one teacher per 55 pupils to one teacher per 200 pupils at the lower primary levels.

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53 http://www.epdc.org/sites/default/files/documents/EPDC%20NEP_Uganda.pdf (2014 data)

54 *Making Classrooms Talk*, Academy for Educational Development (2001) (citing statistics from the Ministry of Education and Sport).

55 Achieving Universal Primary Education in Uganda: The 'Big Bang' Approach, World Bank (2002). Available at: http://siteresources.worldbank.org/EDUCATION/Resources/Education-Notes/EduNotesUganda.pdf

56 EMIS reports the drop of the average pupil-teacher ratio from 56 in 2002 to 43 in 2015. Huge disparities exist, with 53:1 in government (UPE) schools versus 23:1 in private schools. Interviewed CCTs reported 100 to 300 students in each of the most overcrowded classes.

57 See Hartwell, A., et al. *Strategies for Enhancing Basic Education System Performance: The Role, Performance, and Contribution of Coordinating Centre Tutors to Education Quality.* The Government of Uganda Ministry of Education and Sports, p. 25 (2003).

It is arguable that, without TDMS, Uganda's primary education system would have been far less able to absorb such an increase in student enrollment. It is nonetheless true that this increase taxed the existing system.

Finding C.7

CCTs are constrained by limited financial and material resources.

Funding is a major constraint to the sustainability of TDMS in the long term. In 2000, when SUPER closed, the Government of Uganda allocated 10.365 percent of total government expenditure to education.[58] In addition, Uganda benefited from more than $187 million dollars of financing from 1993 to 2000 through SUPER and the World Bank-administered Primary Education Teacher Development Project.[59] While there was an expectation that the national government would take over the funding to cover aspects of TDMS that donors had covered, the demands on the entire education system by UPE were a massive burden on the education budget, plus competing demands from other sectors. Since 2000, government priorities have shifted and the education budget has declined. By 2014, the total percentage of the Ugandan budget allocated to education had fallen to 8.87.[60] This decline has taken place even as the number of school-aged children has increased dramatically.

It is also the case that primary education is de-prioritized compared to 2000, when SUPER ended. Financing for primary education as a percentage of the total education budget reached a high in 2001, when the MoES spent 72 percent of the total education budget on primary education.[61] By 2015, primary education constituted only 51 percent of the total education budget for Uganda.[62]

Given that 8 million pupils are primary pupils, compared to 1 million in secondary or tertiary, demand on primary school resources far outstrips supply.[63] As the USAID's UNITY project's midterm evaluation in 2008 reported, "MoES spends from all sources about USD $35 per primary education pupil, which is very low by world standards."

The MoES resources PTCs through salary line items and per-student capitation grants, a portion of which funds CCTs. In the 2013/14 MOES annual report, capitation grants make up a small proportion of the total budget, eaten up by teacher salaries (84 percent) followed by capitation grants to PTCs and schools per pupil (9 percent) and PTC capitation grants pre-service PTC and in-service outreach for nearly 20,000 students in 44 PTCs (2 percent), and the final 2 percent for materials.

Following the issues of limited funding and increased need addressed above, CCT outreach has been greatly limited by a lack of adequate funding for infrastructure and teaching materials, transportation allowances, textbooks, teaching aids, and appropriate facilities.

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58 World Bank data available at http://data.worldbank.org/indicator/SE.XPD.TOTL.GB.ZS?locations=UG.
59 See Hartwell, A., et al. *Strategies for Enhancing Basic Education System Performance: The Role, Performance, and Contribution of Coordinating Centre Tutors to Education Quality.* The Government of Uganda Ministry of Education and Sports, p. 46 (2003).
60 World Bank data available at http://data.worldbank.org/indicator/SE.XPD.TOTL.GB.ZS?locations=UG.
61 Education and Sports Sector Fact Sheet 2000 – 2012, Ministry of Education and Sport, available at: http://www.education.go.ug/files/downloads/Fact%20Sheet%202012%20final.pdf.
62 Education and Sports Sector Fact Sheet 2002 – 2016, Ministry of Education and Sport, available at: http://www.education.go.ug/files/downloads/FACT%20%20%20SHEET%202016.pdf.
63 http://www.epdc.org/sites/default/files/documents/EPDC%20NEP_Uganda.pdf (2014 data).

Finding C.8

Curriculum changes, specifically requirements to teach in local languages in lower primary grades, have created challenges for PTCs and CCTs.

The new curriculum launched in 2012/2013 provided for local language instruction for pupils up to grade 3, along with a host of new vocational training courses. This new curriculum represented a significant challenge for PTCs and CCTs. PTC/CCT staff not only had to become familiar with the new curriculum, but also met with an increased need for support from teachers. The new local-language curriculum was introduced without adequate prior preparation. It was not supported by adequate instructional materials, proper sensitization of communities on the need and importance of the shift to local language instruction, the deployment of teachers literate in local languages, or adequate roll out (such as the involvement of CCTs/ PTCs). This hindered CCT support to and continuing professional development for primary schools and teachers.

Finding C.9

The allocation of donor resources for education in specific areas has narrowed.

Since the SUPER Project ended, USAID has supported four follow-on programs to improve certain aspects of teacher quality through TDMS: the Basic Education Policy Support, Education Quality Improvement Program, UNITY, and the Uganda Program for Human and Holistic Development (up to 2010). Recently, the education focus has shifted to early grade reading in lower primary through the Uganda School Health and Reading Program (from 2011) and LARA (from 2016) that launched in 30 and 27 districts schools, respectively. Education aid in Uganda has also become district-specific and is not administered nationwide.

Other education-sector donors, particularly the World Bank (building infrastructure during SUPER), UNICEF, and the Belgian Technical Cooperation, periodically invest resources in education, but overall the donor focus has shifted to post-primary education.

Finding C.10

The skills and qualifications of new CCTs are not equivalent to those of CCTs trained during SUPER, and there are challenges staffing CCT positions.

As CCTs trained during SUPER have retired or left their positions, they have been replaced by CCTs who have not received commensurate training and professional support. While some of the CCTs that have taken the role since 2000 had prior exposure to the SUPER training program, many replacement CCTs are entirely new and have not undergone many training modules developed during SUPER. Even among CCTs who entered the program prior to 2000, few have received refresher training since the SUPER Project ended. The remaining CCTs and the PTC leadership lamented the loss of high-quality educators in these roles.

This dilemma is due in part to a significant reduction in Uganda's whole education budget, as described. Twenty percent of CCT posts are now empty or are filled by PTC tutors without CCT training. Another 30 percent of CCTs will soon retire, which will further influence the level and quality of teacher support.

Finding C.11

Lack of engagement by parents in school governance and support.

As noted in finding B.3, SUPER's laudable efforts to engage parents in school governance by providing allowances for participation in school governance meetings may have created, at least in some cases, an expectation of support that disincentivized parental participation when support was withdrawn. However, this is also reflective of a general confusion and lack of clarity in Uganda about the role of government vis-à-vis parents in supporting education—which is critical to the sustainment of a decentralized education system.

According to concurrent news stories released during the field research, government officials in Bushenyi chastised parents for not providing sufficient support for education while in another community, officials arrested a head teacher and SMC/PTA member for contributing to a school because "these are Museveni's children." As one informant stated: "when parents hear 'don't pay anyone, these are our government's children,' then this goes against their engagement in school that SUPER tried to foster."

Finding C.12

Financial mismanagement reduces resources available for instructional support

Widespread financial mismanagement was reported at all levels of Uganda's educational system, which further depletes the limited resources and prevents funds from reaching the learners. This behavior ranged from infamous cases, such as some absconding with tens of millions of dollars, to cases reported in this evaluation of principals and head teachers taking bribes, or "ghost teachers" collecting a salary.[64]

Informants at all levels reported instances of collusion and corruption in education at the national and individual school levels. It ranged from inspectors taking bribes to pass a school to SMCs not scrutinizing cases when school funds went missing, to the lack of textbooks. A few respondents said that, while the current focus on projects was negative in terms of fostering a cross-Uganda improvement of primary education, at least it reduced the chances of large-scale corruption. In other words, smaller projects do not always contribute to the national vision of education, but they support education in some way and limit the amount of potential corruption, as smaller projects have closer oversight.

Finding C.13

Teacher motivations and benefits for participating in professional development have evolved since the end of SUPER.

During SUPER, it was the case that teachers pursued professional development to both improve performance and as a path to increased remuneration. However, this has changed since SUPER ended. Salaries were once based on qualifications rather than workload, but the link between qualifications and promotion has greatly diminished. Although teachers still will sometimes pay for higher qualifications in the hope of attaining higher pay and promotions, the expert panel noted that there is no longer any

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64 The influence of corruption on the education sector has been well-documented since 2000. Some descriptions of the nature of this corruption can be found in the following sources. Chapman, D. *Corruption and the Education Sector.* U.S. Agency for International Development (November 2002), available at: http://pdf.usaid.gov/pdf_docs/Pnact874.pdf; Kelly, A. *Global fund hails corruption conviction.* The Guardian (April 17, 2009), available at: https://www.theguardian.com/katine/2009/apr/17/ugandan-official-corruption-conviction; *Aid Robbed in Uganda: What Can Be Done?.* Transparency International (November 23, 2012), available at https://www.transparency.org/news/feature/aid_robbed_in_uganda_what_can_be_done.

correlation between qualifications and actual pay raises. However, that while better qualifications did not result in immediate improved pay at government schools, improved opportunities still existed for teachers with higher degrees to be promoted to headmaster positions, or to switch to the private sector.

D. Evaluation Question 4

How are the outcomes perceived and valued by those with significant stakes in the project?

Finding D1

A wide range of actors value the TDMS and its outreach functions.

Stakeholders representing many institutional actors, including the education commissioner, district officers and inspectors, PTCs, and teachers, strongly appreciate the investments that SUPER made in school management and teacher training and lament the diminished status of the associated activities. Respondents expressed repeatedly to the team a desire that TDMS return to its prior status. Some respondents asked for another SUPER to return with its nationwide commitment and resources for primary education, indicating its continued relevance in Uganda. Specific TDMS activities that were regularly noted as being of high importance included headmaster management training, teacher training on new curricula, and providing teaching aids to CCTs to supplement local materials.

Finding D.2

Various actors value the TDMS model and institutional structure.

The TDMS model and materials continue to be utilized by both international and domestic stakeholders to achieve education outcomes. The MoES planning department is adopting the TDMS model for secondary schools, with modest differences. Instead of structuring TDMS around core PTCS, for secondary teachers it will be structured around the National Teacher Training Colleges with catchment areas of secondary schools. Though designed, the implementation of the model for secondary schools is hampered by a lack of funding. Respondents affiliated with USAID's UNITY project reported that they build on SUPER's achievements. As one UNITY respondent noted, "UNITY … distributed materials developed under previous USAID-funded programs." The continued utilization of the TDMS structure, even delivered through parallel systems, demonstrates the value and effectiveness that stakeholders attribute to TDMS.

Finding D.3

Key private sector actors question the extent to which the Government of Uganda values the teaching profession.

Another concern for many informants was that Uganda does not seem to value teachers (and the training systems that support them), as evidenced by low faculty salaries and the low academic qualifications of applicants to the PTCs, compared to SUPER-era applicants. As further evidence, they pointed to low job absorption rates, with teachers waiting up to five years to be placed following graduation. The permanent secretary, former SUPER leadership, current PTC leaders, and many CCTs themselves echoed these sentiments.

In the past, the lack of teaching jobs was in part due to the lack of available paid positions in UPE government schools, but this dilemma has been increasingly offset by open teaching slots at the many new private schools. Bushenyi PTC deputy headmaster said 14 percent of 2015's graduated class are now employed by UPE schools, 75 percent are employed by private schools, and the rest have left

education—itself an improvement on PTC graduates waiting three to four years for work. While there is hope of a longer career with a UPE school, private schools invest in teachers' qualifications but paradoxically fire them more willingly—again undermining the perception in the value of teaching as a profession.

VI. CONCLUSION

In the 16 years since SUPER's conclusion, the overall structure of TDMS has remained, suggesting at least partial sustainment of SUPER outcomes, while evidence strongly suggest that the influence and remaining impact of TDMS has been severely weakened. The weakened state has resulted from TDMS functions being considerably diminished, leaving a structure that has substantially less influence on teacher training and therefore the quality of teaching than during the SUPER intervention.

The case study team identified several factors that may explain the diminishing role of TDMS.

- In terms of USAID's closeout, there was no phase-down or phase-over in 2000. SUPER ended rather abruptly with significant unmet need left unresolved in terms of responsibility going forward.
- The government's decreased support and resources allocated to primary education, shown through the lack of committed funds to support the implementation of the new curricula
- The increased student enrollment driven by UPE that exerted significant pressure on the education system, including the capacity of teacher training institutions to keep pace with greater enrollment.
- The downgrading of the quality of support provided by new CCTs hired since SUPER ended, which is fueled through CCTs' lack of comprehensive training and leads to substantially lower-quality support received by teachers.

The Uganda case study suggests that having an institutional structure in place is not enough to sustain results needed to continually improve teaching and ultimately influence children's education. Rather, multiple systems, and various factors within those systems, influence how and if the results are sustained.

ANNEXES

Annex A: Education System Timeline

Annex B: Education System Institutional Map

Annex C: Case Study Interview Guide

Annex D: List of Documents Consulted

Annex E: Case Study Team Member Profiles

ANNEX A: EDUCATION SYSTEM TIMELINE

Timelines of Major Trends

	1994	1996	1998	2000	2002	2004	2006	2008	2010	2012	2014	2016

Education context

White Paper on Education launched (1992)

Launch of TDMS and SUPER (1993)

Introduction of new national textbook policy (1993)

Launch of TDMS

Head count undertaken

Sector adopts rolled five-year planning

Education Sector Consultative Committee replaces reform committee

New Curriculum launched

EMIS established, including school Annual

census

Education Standards Agency becomes

 operational

Uganda Initiative on TDMS and PIASCY (UNITY) project

Education Act enacted (refining roles
of SMCs and PTAs)

Gender in Education policy launched

Socio-economic context	1994	1996	1998	2000	2002	2004	2006	2008	2010	2012	2014	2016

Local Government Act Adopted

5- year National Development Plan replaces

the PEAP as overarching development framework

Political context	1994	1996	1998	2000	2002	2004	2006	2008	2010	2012	2014	2016

Yoweri Museveni as president

President Museveni makes election campaign To provide free primary education, including Capitation Grant

ANNEX B: EDUCATION SYSTEM INSTITUTIONAL MAP

This map describes the education system in Uganda as it currently exists, including many of the factors and institutional actors that were relevant to the implementation of SUPER.
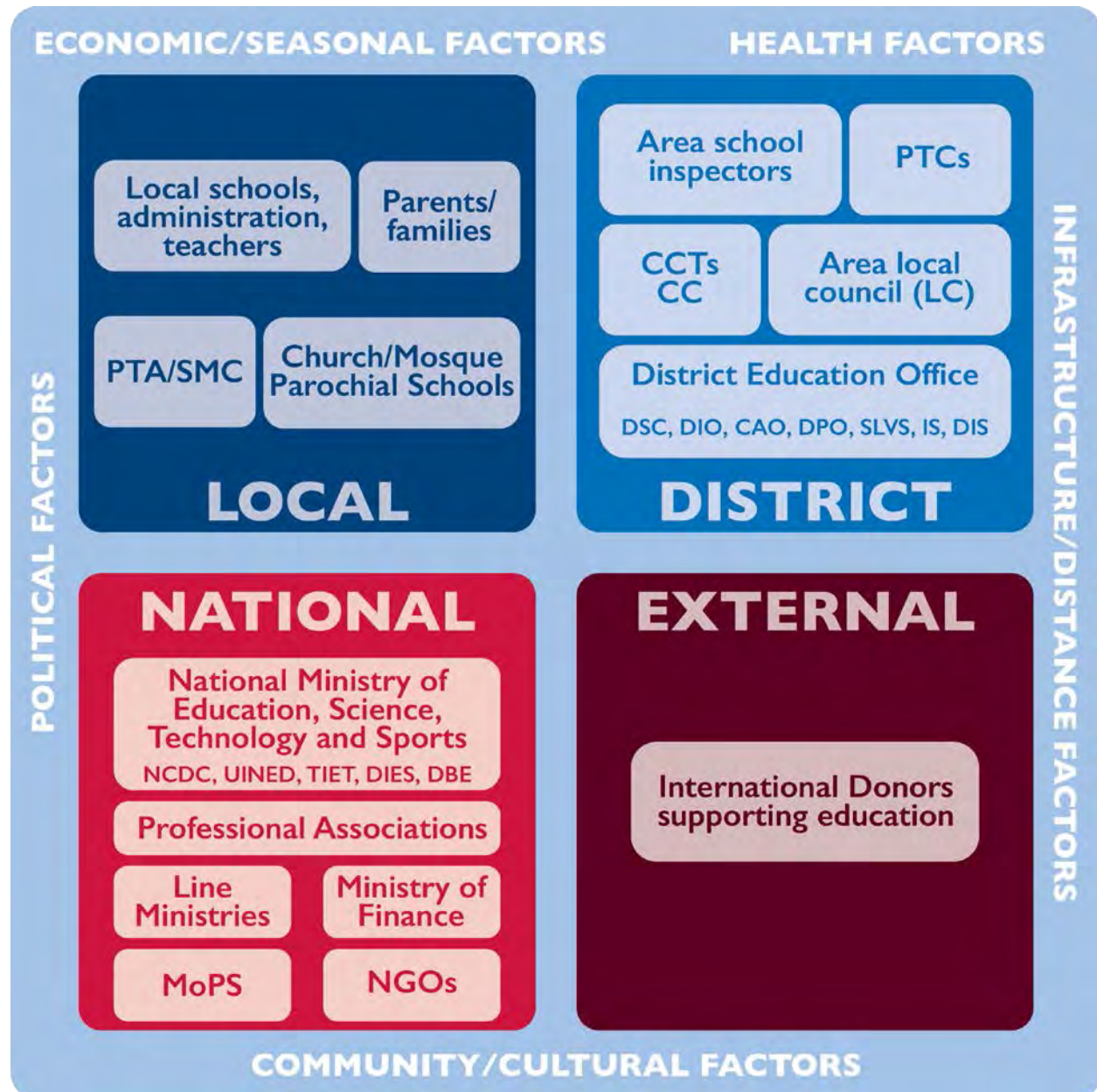
ANNEX C: CASE STUDY INTERVIEW GUIDE

<p style="text-align:center">High-Level Policymakers (or those with limited time)
Interview Topic Guide</p>

Case Study Title:	UGANDA - SUPER		
Interviewer(s)		Country	UGANDA
Number of years in Education		Organization/ Role(s)	
Date of interview		Location of interview/Type of interview	

I. Introduction

- **(Establish rapport)** Our names are _____ and we are working on behalf of MSI, who is contracted by USAID. Thank you for making the time to meet with me/us.

- **(State purpose)** We are here today to ask some questions about the education system and context in general. *We will use this information to help understand the [project] and its sustained results.*

  [Read this statement: "Our research is about understanding why some interventions and results related to *TDMS and teacher quality* are sustained and others are not sustained. It is not an evaluation of the [SUPER], which was selected in part because it was successful."

- **(Time line)** We have [up to 45 minutes] for our time together. Are you available to respond to some questions during this time?

- **(Consent)** This interview is entirely voluntary and you may choose not to participate. If you agree to participate, you can choose to stop at any time or to skip any questions you do not want to answer. If you wish, you may choose for your answers and your participation in this interview to remain completely confidential. We will not share any information that identifies you with anyone outside of the evaluation team. What would you prefer regarding anonymity? _____

  Please feel free to stop this interview at any time to ask questions you may have about this consent or anything else.

- **(Transition)** Do you have any questions for us before we start?

II. General

1. Can you tell me a bit about your experience and how long you have been working in the field of education?

Education Context ("I would like to spend some time speaking with you about [Uganda's] education system.)"

2. What have been top 3 major changes in the Education System over the past 16 years since SUPER? (Probe: policy, curriculum, ministers**)**

3. What have been some other changes that have influenced education? (Probe: economic issues, health issues, culture, transport, infrastructure)

4. What are some of the challenges faced by the education sector now?

5. Who were the major funders/donors for education 16 years ago (e.g. Global Partnership, USAID, World Bank, NGOs)? Who are they now? (Probe: local, international)

6. We are trying to use the education context, and other information you provided, to better understand what happened to [TDMS after SUPER ended in 2000]. Can you tell us a bit about the teacher training? (Probe: existence, power, issues)

If they are familiar with the program, continue on to section III

III. SUPER Program

7. How were you involved in the design or the implementation of SUPER/ TDMS?

8. Who were the main external persons or organizations that you interacted with in the delivery of the program? **SHOW MAP**

      i. *Government institutions or departments*
      ii. *NGOs*
      iii. *Other Donors*
      iv. *Municipal or District government*
      v. *Teachers' unions*
      vi. *Other…*

9. What do you think was TDMS' most significant achievements? Why?

10. What were the most significant challenges to delivering TDMS successfully?

More Specifically:

11. What are the priority funding areas for teacher quality? What allocation criteria do you use and how have they changed over time since SUPER?

12. Primary Teacher Development and Management Plan – how effective and inclusive is it and is it still shaping teacher development? Is the quality of teacher trainers sufficient to generate teachers who are professionally motivated?

13. TDMS included an integrated approach to curriculum development and delivery. How well does the curriculum today motivate and enhance the quality of teaching?

14. How does PTC use data to assess quality of teachers, how well they are trained and teach? (e.g. how are teachers assessed in-service vs. pre-service and how is that data used for decision-making?)

15. How does your organization target resources to those that are most in need of teacher quality support (for example, by learner exam results or targeting resources based on the presence or absence of external funding for certain districts, schools or PTCs)?

Sustainability ("I would like to ask you some questions about the end of the programme and what happened post-program until now…)

16. The main focus of our research is to understand why programme achievements of TDMS are sustained or why they aren't sustained. Do you have any ideas about programme might have been sustained or might not have been sustained?

  i. What were the opportunities for embedding TDMS in the education system?

  ii. What were the challenges in embedding TDMS in the education system?

17. Did SUPER produce any lasting changes? Did TDMS in particular have any lasting effects?

  i. Which parts of TDMS were intended to continue after the program ended?

  ii. What resources from where enabled them too continue?

  iii. Did any stop or seriously weaken? Why?

18. It has been 23 years since TDMS began to be implemented. What, if anything, has happened that you didn't expect?

19. Is there any other information that you would like to share that would help us to better understand?

20. How would you design SUPER and TDMS differently?

21. What <u>other interviewees</u> would you recommend we speak with?

22. Do you have any questions for us?

General Semi-Structured Interview Guide

*(NB: Interviewer—Should you be pressed for time, focus on these three areas: **What was sustained, what were the relationships and what were the dynamics**)*

Case Study Title:	Uganda: SUPER		
Interviewer(s)		Country	Uganda
Number of years in Education		Organization/Role	
Date of interview		Location of interview/Type of interview (phone, Skype, in person, group)	

Introduction

- **(Establish rapport)** Our names are _____ and we are working on behalf of MSI, who is contracted by USAID. Thank you for making the time to meet with me.

- **(State purpose)** I am here today to ask some questions about [the SUPER] You may also remember this activity/project because it created the TDMS (Teacher Development Management System)

- The key outcome was to [improve teacher quality through the TDMS structure]

- We would like to ask you about teacher quality, to get a better understanding of your role in education the last 23 years, your role today and if that role has changed. Also has anything remained or emerged from the [SUPER] activities or TDMSs since 2000. *[Read this statement: "Our aim is to understand why some interventions and results are sustained and others are not sustained after projects end. It is not an evaluation of [SUPER, a project that supported education from 1993-2000], which was selected in part because it was successful."]. We are trying to understand what supported education outcomes since 2000.*

- **(Time line)** We have [45 minutes - 1 hour] for our time together.

- **(Consent)** This interview is entirely voluntary and you may choose not to participate. If you agree to participate, you can choose to stop at any time or to skip any questions you do not want to answer. Your answers and your participation in this interview are completely confidential. We will not share any information that identifies you with anyone outside of the evaluation team. What would you prefer regarding anonymity? _____

  Please feel free to stop this interview at any time to ask questions you may have about this consent or anything else. Do I have your consent to proceed?

- **(Transition)** Do you have any questions for me before we start?

Introduce the [SUPER] Background

Since it is a long time since the **[SUPER]** was implemented, let me remind you what it did from 1993-2000.

For the purposes of this conversation, we would like to focus on one area only. We are interested in finding out if any of the work that focused on **[teacher quality]** have been sustained.

(Point to relevant outcome on Outcome Sheet)

The activities that were conducted to achieve this outcome included:

–Train teachers and headmasters who lack basic training.
–Give refresher courses to certified teachers and headmasters.
–Manage resource centers that provide outreach services for teachers.
–Link primary schools to PTCs, MoES, and communities

The stakeholders that were involved were the following ones:

[SHOW RELEVANT MAP]

It sounds to me like you/your organization/group were here (point to stakeholder systems map) during the implementation, is that right? [Draw position on map]

Interviewee Profile

1. How were you involved in the **SUPER** (Was not involved –Skip to Question 28) *(Probe: Organization and role, the timeframe involved)*

2. From your description, it sounds like your role in the initiative could be best described as [**Provide Name from Column 1 in the table below**], because you did [**Provide description from table column 2**] Do you agree? **Mark in table, if confirmed, and add any comments**).

3. Did you hold any other roles in the **[SUPER]** during the implementation period? **(Mark table, add comments)**

4. If so, which would you say was your key role? **(Complete table. Then skip to Q29**)

5. You mentioned that you were not involved, were you aware of this [**TDMS**] [65]taking place? (**If yes, go to Q29. If no, skip to Initiative Background**)

6. You say you were aware of these activities. Can you explain how you were aware? For example, were you consulted or informed about these activities or their outcome? Can you tell me a bit about this? (**Mark table if applicable**)

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65 The person may not know the project or program name, but may remember the activities implemented.

Role in the initiative and Name	Description	Mark with x if yes. Write which was main role	Comments
Donor	Provided resources for the initiative		
Manager	Provided oversight and control on the initiative		
Implementer	Conducted the initiative activities – either a grantee or contractor		
Assisted with Implementation	Provided support for the implementation of activities		
Consulted	Those whose opinions are sought; and with whom there is two-way communication.		
Informed	Those who are kept up-to-date on progress; and with whom there is one-way communication		
Interested	Not directly involved with the programme activities, but was aware of it		
Detractor	Shows resistance to the [teacher quality and classroom instruction] or its aims.		
Beneficiary	Activities were directed at this person (student or teacher)		
Any other role?			

7. Once SUPER funding ended in 2000, did you ensure TDMS continued the teacher quality work? If yes, then how?

8. If not, who do you think was responsible for continuing that activity?

9. How well has the work by TDMS been sustained afterwards? What supported continuing teacher quality?

10. What were barriers to sustaining it?

Context Mapping
I would like to talk to you about the organization/group you were part of:

Organizational/group

11. Is the organization/group you worked for during SUPER/ **TDMS** still focused on teacher quality?

    a. If yes: how is your organization still contrbuting?

    b. If not: What happened to the organization/group, when and why?

Broader Context

12. What significant changes have taken place since [SUPER] /your involvement]? (Map these on the timeline below)

13. ORGANIZATIONAL (as relevant- change in funding, new relationships, change in focus, change in leadership, or others)

93	98	2000	02	04	06	08	10	12	14	16

14. BROADER CONTEXT (as relevant- change in legislation, change in education policy, natural disasters, health issues, or others)

93	98	2000	02	04	06	08	10	12	14	16

15. COMMUNITY (as relevant – economic, physical environment such as new school, new road, electricity, internet, others)

93	98	2000	02	04	06	08	10	12	14	16

Activities

We are interested in finding out if any of the activities introduced by the **[SUPER]** *have been sustained.*

16. The [SUPER] had the following TDMS activities ____. Which of the activities are still taking place? (Tick, rank and provide a short comment)

	Yes, continuing as in the project (1=highly continued, 2= mediocre, 3= low continuation)	Continuing as in the project, taken over by someone else? •Specify who	Changed into something else • Specify what • Specify who	No. Specify why it ended
TUTOR/ TEACHER PROFILES: SUPER trained Primary teachers and head teacher via TDMS: core PTCs, PTCs AND CCTs				
MENTORING/ ASSESSMENT: Provided in-service refresher courses to certified teachers and head teachers (CPD)				
Provided pre-service training courses to new teachers				
Managed resource centers that provided outreach services for teachers				
Support supervision to teachers				
Upgrading for higher teacher qualification				
Performed physical teacher headcount and cleaned payroll				
SCHEMES OF SERVICE (+ Incentives)				
Linked primary schools to PTCs, MoES, and communities				
Community Involvement in Education (CIE)				
CUSTOMIZED PERFORMANCE TARGETS?				
LEADERSHIP AND MANAGEMENT?				
CURRICULUM REVIEW?				
RESEARCH?				
Any other activities you associate with TDMS related to teacher quality?				

We have a few more questions about other activities:

17. School Management Committees were to provide oversight including supervision of teachers. How well do SMCs play their role in supervising teachers?

18. The District Service Commission – how well does it recruit, deploy and sanction teachers? (e.g. facilitation, planning, funding for advertisement)? The Teacher Scheme of Service and Incentive Scheme for Teachers in Hard-to-Reach Areas – has it motivate them and increased retention?

19. How well does the curriculum today motivate and enhance the quality of teaching?

20. TDMS enabled the education system to clean the payroll and pay teachers on a timely basis. How well is this working now, and what other benefits do teachers receive (e.g. housing, other allowances, transport, further training, leave)

21. Who are the people who do not provide support who should, and/or who prevent these activities from happening?

Outcomes

22. Tell me about how well TDMS affects [teacher quality] through PTCs and CCTs, and others.

23. How well has TDMS-supported [[teacher quality] for learner achievement?

24. (Maybe Probe: How does this contribute to the student obtaining better grades, getting a better education?)

25. How motivated are teachers to improve the quality of their teaching?

Resources

Some of the resources provided by the [SUPER] were **the following:**

26. Which of these resources are still around?

	Yes, originally provided resources are still around and provided . Ranking of how well around: (1=highly continued, 2= mediocre, 3= low continuation)	Yes, same resources however taken over by another org.. •Specify who •Specify when this happened, if possible	Changed into something else • Specify what • Specify by who • Specify when, if possible	No • Specify why it is no longer around?
Staff hiring for PTCs and CCTs				
Continuous Professional Development for PTC/CCT staff				
Teacher Training Materials (modules/ guides, teacher aids)				
Workhops/ seminars for teachers (cost-sharing of CPD)				
Infrastructure for teachers (resource centers and CCT office and housing for CCT)				
Motor vehicle				
Motorbike and fuel/				

maintenance stipend				
Funding				
Photocopier, office facilities (utilities and storage, sanitation), access to internet				
Inputs to CCTs – knowledge, materials, training kits (e.g. from NGOs)				
Other Resources?				

27. You told me that [resource] is still around.

    a. Who benefits from these resources now?
    b. Are these resources being utilized properly? Why or why not?
    c. Has any individual, group or organisation, prevented these resources from being used as originally planned?

28. Are there any new kinds of resources that emerged that are newly provided? By whom? (Provide relevant example, e.g. CCTs using mobile communication other than going in person to schedule supervision or saving resources from the resource center in one's own computer folders at schools or on teacher's private computers).

29. How does your organization target resources to those that are most in need of teacher quality support (for example, learner exam results? Absence of NGOs supporting certain schools)?

Relationships

Let's **SHOW or have them draw** Maps. This map aims to represent relationships about 10 years ago; would you change anything on this map to make it more accurate now? *Change map as needed, rank the most important ones.*

30. Now, in 2016, who are the major actors in the [teacher quality]. We would like to get some specific information on how roles have changed. (Take respondent through table)

31. How did SUPER/ TDMS contribute to these relationships between those organizations supporting teacher quality? (Probe: Strengthen, weaken, change communication structure, changed power structure, changed accountability structure, did not affect at all or brought new actors in?)

32. How do core and non-Core PTCs collaborate?

33. How did this change in relationships contribute to or diminish teacher quality?

Thank you for your time. This concludes the interview. We are going to use the information to understand how teacher quality can be sustained.
* Do you have anything else you would like to add that I haven't asked you?
* Who else do you think we should talk to that can provide a different viewpoint?
* Do you have any questions for us?

ANNEX D: LIST OF DOCUMENTS CONSULTED

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ANNEX E: UGANDA CASE STUDY TEAM MEMBERS

Jindra Monique Cekan – Case Study Team Leader

Dr. Jindra Monique Cekan is a political economist who has used participatory methods for 27 years to connect with interviewees, ranging from villagers in Africa, Central/ Latin America and the Balkans to policy makers and Ministers for her international clients. The knowledge she has gained through her work has informed strategic planning content and facilitation, project design and organizational learning. Dr. Cekan has also led assessments, baseline and final evaluations, including food security and livelihoods during 13 years of running her own consulting firm for international development clients in the US, Czech Republic and abroad. Dr. Cekan has led teams of consultants for clients such as USAID, the Bill and Melinda Gates Foundation, Johns Hopkins University and a range of non-profits.

Dr. Cekanova holds a Ph.D. and M.A.L.D. from the Fletcher School of Law and Diplomacy from Tufts University and a Bachelor of Arts from Gettysburg College in economics and Political Science. She is a native speaker of Czech and fluent in English, while maintaining a high proficiency in French and basic proficiency in Spanish.

Jared Berenter, Case Study Research Manager

Mr. Jared Berenter is a Technical Manager at Management Systems International with experience managing social science research and training in quantitative and qualitative methods for international policy research, design, and evaluation. Mr. Berenter has managed or implemented research on issues relating to socioeconomic governance in post-conflict countries, including Colombia, Mozambique, South Africa, and East Timor and has on-the-ground experience in stakeholder engagement and field research in these countries.

Mr. Berenter has Master's Degrees in Latin American Studies and Global Policy Studies from the University of Texas at Austin.

Wilberforce Muhwana, Case Study Education Specialist

Mr. Wilberforce Muhwana has more than 20 years of experience in the implementation of high portfolio assignments for government, donors, local and international NGOs. Although Mr. Muhwana has consistently provided technical assistance to programs and projects in a variety of fields, he specializes in research and evaluation in the fields of primary and secondary education. By example, in 2015 Mr. Muhwana developed the Irish Aid country strategy paper education component for 2016 to 2020 for supporting primary and girls' education in Karamoja region of Uganda. Mr. Muhwana is knowledgeable of the political, economic and social environment of Uganda and is experienced in implementing projects utilizing baseline surveys, monitoring and evaluation studies, impact assessments, policy analysis and strategic planning.

Mr. Muwana has a Bachelor's in Mathematics and Economics and a Master's Degree in Education from Makerere University, Uganda.

Musiho Abdala, Case Study Research Specialist

Mr. Musiho Abdala has over 10 years of experience implementing monitoring and evaluation projects within the East African Region, including in the countries of Uganda, Rwanda and South Sudan. He was experience in both qualitative and quantitative research methods and experience directly with schools in Uganda, having previously served as a secondary school teacher and university lecturer in Uganda.

Mr. Abdala holds a Master's Degree in Educational Management and a Bachelor's Degree in Economics and Philosophy from Makerere University, Uganda.

Leo Amanya, Case Study Research Specialist

Mr. Leo Amanya has been conducting research associated with outcomes in Uganda since 2012, including primarily for the Uganda Ministry of Public Health and the US Centers for Disease Control. In 2011-2012, Mr. Amanya served as the Team Leader for the study "Impact of PEPFAR and Global HIV/AIDS Initiatives on Utilization of NON-HIV Health Services in Uganda" undertaken jointly by the Makerere University College of Health Sciences, Centre for Disease Control and Prevention Uganda Ministry of Health. He has also undertaken similar studies on reproductive health and usage patterns for pharmaceuticals.

Mr. Amanya holds a Master's of Science in Population Studies and Bachelors of Economics from Makerere University, Uganda.

Andrew Kawongo, Case Study Research Specialist

Mr. Andrew Kawongo is an experienced research and development professional working primarily in the education sector in Uganda and Rwanda. Since 2013, Mr. Kawongo has acted as Research Officer for Global Access Ltd., which provides supply chain consultancy services to the health sector in Uganda. Prior to this from 2008 to 2011, Mr. Kawongo has worked for the Republic of Rwanda Ministry of Education and as the Senior Director of Education for Promoting Equality in African Schools in Uganda, respectively. During these assignments, he participated in teacher management and education as well as monitoring, evaluation and reporting.

Mr. Kawongo has a Bachelor's Degree in Education and a Master's Degree in Educational Policy and Planning from Makerere University (Uganda).

Mr. Joshua Okwena, Case Study Education Specialist

Mr. Okwena is an education specialist with over ten years' experience working on donor-funded education projects in Uganda. Since 2009, Mr. Okwena has been a Lead Project Officer supporting the Aga Khan Foundation's education programming in Uganda, during which a primary aspect of the position has been to training head teachers, teachers, school management committee memmbers and government officials in pedagogy and community engagement. Prior to this position, he was a Project Officer with the USAID-funded Presidential Initiative on AIDS strategy for Communication to Youth project, where he provided technical support in the implementation of program activities at the school level in liaison with Primary Teaching Colleges and Coordinating Centers.

Mr. Okwena has a Bachelor's Degree in Education and a Master's Degree in Educational Psychology from Makerere University (Uganda).