

EDUCATION

1. THE SCHOOLS

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The Uganda System

1. The Uganda school system offers seven years of primary education (P1 to P7), followed by an examination (the Primary Leaving Examination), consisting of three papers, English, Mathematics, and General. About 47% of the primary school age population are in government-aided schools, and a further 20 to 25% are in private ones, many of which are unlicensed and of dubious quality. In 1978, the intake of students into the first year of government-aided private schooling totalled 58% of the estimated eligible population. Drop out rates are not unreasonably high except for females who make up 45% of the students in P 1 and only 32% of those in P 7.

2. A quarter of those completing seven years of primary schools are accepted into post-primary education institutions, and only 15% into government-aided schools. Most of those in government schools enter secondary schools for four years of education (S1 to S4) to 'O' level (East African Certificate of Education). A small portion enter either technical schools where they learn trades such as carpentry, block-laying, tailoring, etc. for three years, or teacher training colleges (grade II) for four years. Many of the private secondary schools have not met the minimum requirements for formal registration, and many provide less than a full four-year course of study. The small proportion of primary school leavers who can be accommodated at the secondary level leads to frequent repetition at the P7 level in order to improve performance in the competitive examination at the end (roughly 40% of P7 enrolment).

3. Approximately 40% of those completing 'O' level secondary education continue into further education. About half of those who continue take two more years of secondary education, culminating in the 'A' level examination. Of the remainder, the majority enter various departmental training institutions which are not in the Education Ministry's field of responsibility (mainly in health and agriculture). Next in importance are the entrants to teacher training colleges (Grade III). The rest enter technical institutes (two years) or apprenticeship training.

4. Modest school fees are paid both at primary and secondary levels in government schools. There are further costs of books, uniforms, etc. These undoubtedly constitute a significant disincentive to enrolment for the poorest.

5. The curriculum, teaching and other practices at both the primary and secondary levels seem to exhibit the usual deficiencies: inadequate schooling in science and technical fields, overconcentration upon the needs of those seeking to advance to higher levels of the school system, overemphasis upon final examinations, under-utilisation of capacity, etc.

6. With the exception of Karamoja (for which special grants have been provided), the distribution of primary schooling around the country is reasonably well balanced (see Table 21.1); the enrolment ratio in each of the old provinces is within 15% of the national average. The availability of secondary education, however, is much more skewed, with Central Province taking a disproportionate share both of the total number of students and the total number of school places.

7. Outside the formal system, there is a variety of training programmes for youth and for adults run by government departments (e.g. district farm institutes) or by voluntary organisations (YMCA, Scouts, etc.). There is also the Uganda Broadcasting Corporation's radio (and, to a much less important extent, TV) programming.

Table 21.1

Proportions of Children Enrolled in Government-Aided Schools by Province., 1977

(National Average = 100)

<u>Province</u>	<u>Primary</u>	<u>Secondary</u> ¹	
		<u>Pupils</u>	<u>Places</u>
Nile	110	71	97
Northern	115	101	112
Karamoja	35	45	16
Eastern	109	99	122
Busoga	106	115	83
Central	106	267	150
N. Buganda	95	51	54
S. Buganda	89	98	93
Western	100	78	100
Southern	90	74	108

Notes 1 'Pupils' refers to the home province of the pupils.
 'Places' refers to the number of students at school in the province regardless of their home province

Source: Commonwealth Team calculation

The Roots of Current Problems

8. The school system suffered, just as did other sectors, from the effects of the economic war and the years of declining real budgets, lack of maintenance, and neglect which followed. The departure of the Asians affected secondary level education, and particularly that in mathematics and physics, most severely. Less qualified and inexperienced Ugandans and, in some cases, newly recruited Asians have done their best, but the quality of this part of secondary education has suffered. This is said to be evident in the results in recent 'A' level examinations in which Uganda candidates' performance deteriorated noticeably relative to that of Kenyan candidates. Teacher morale and productivity have also suffered as real incomes fell, individual teachers were harassed, and alternative opportunities for income-earning became increasingly attractive. Teaching supplies and equipment are badly depleted at all levels in consequence of the cessation of book imports, dwindling availability of paper, and the like. In the case of secondary level science teaching, laboratories have often been unusable.

9. The deterioration in the Ugandan school system over the past eight years is primarily a matter of quality rather than quantity. As can be seen in Table 21.2, while there was a slight deterioration in the pupil-teacher ratio (33.5 to 36.5 at the primary level), and a decline in the proportion of primary school leavers for whom there were places in post-primary educational institutions (25.2% to 23%), the intake into the primary schools actually rose steadily from 46% of the relevant population in 1970 to 58% in 1977, and the pupil-teacher ratio at the secondary level has recently been improving.

Table 21.2

Educational Statistics, 1970-1977

	1970	1977
A. <u>Primary</u>		
Intake into government schools as % of relevant population	46	58
Enrolment in government P1 to P5 as % of relevant school age population (6-10 years)	43.3	50.4
Enrolment in P1 to P7 as % of relevant school-age population (6-12 years)		47
- Government schools		20-25
- Private schools		67-72
Total		36.5 (1978)
Pupil-teacher ratio in government schools 33.2		
	<u>1970</u>	<u>1977</u>
B. <u>Secondary</u>		
Intake into all post-primary education as % of P7 examination candidates	25.2(1972-3)	23.0
Pupil-teacher ratio in government secondary schools	24.0(1974)	22.0

Source: Ministry of Education

10. Complete reports on the damage suffered by schools in the recent war and related looting are not yet available. Preliminary assessments suggest that there have been widespread losses from the looting of furniture, radios and TV sets, exercise and text books, laboratory chemicals, tools and vehicles. Damage to school buildings and property is also assumed to be extensive.

The Task Ahead

11. In the field of education, a return to the previous standards (though not necessarily the content) of the school system, while preserving the purely quantitative gains in enrolment, can be the objective of the rehabilitation programme. At the same time, the opportunity of improving the basic structure of the system should be seized. An Education Policy Review Commission reported in December 1978 on the deficiencies of curriculum and other matters, and recommended, among other things, moves towards more universal and practical education, more efficient use of existing facilities, and greater resort to correspondence and non-formal schooling. Any rehabilitation strategy should take its findings and recommendations into account.

12. The priority requirements for a rehabilitation of the schools are:

- school supplies
- the re-equipment of looted schools; and
- particular, identifiable types of teachers for the secondary and technical schools and institutes

The Ministry of Education kindly supplied us with a first assessment of its needs, on which much of our own assessment is based.

13. School supplies can be made available in large part through official or other development assistance. The Ministry knows fairly precisely where the books and other supplies they require are obtained, and can present potential donor governments with detailed 'shopping lists' (complete with book titles and numbers needed) at short notice.

14. Some economies might be effected in the re-equipment of schools with furniture through calls upon local communities, domestic purchasing, and a degree of improvisation. An early priority, however, should be the provision of radios to all schools so that advantage can be taken of high-quality educational programmes again. About 3,000 of them are estimated to be needed. The Ministry's estimate of Shs. 500 m. as the total cost of carrying out repairs and replacing damaged buildings (including their furniture and equipment) can at this point be regarded as no more than a rough guess.

15. The Ministry's assessment of its priority manpower requirements from abroad related primarily to the decline in 'A' level standards in mathematics and some of the sciences. It would like to recruit from abroad, for each of the 50 secondary schools offering 'A' level instruction, two fully qualified mathematics teachers and one similarly qualified physics teacher; 20 'A' level chemistry teachers and 13 teachers for 'A' level technical, business and home economics subjects at selected schools, are also sought. Apart from this order for 183 'A' level teachers, they seek 11 expatriates to teach various technical subjects (tailoring, leatherwork, plumbing, agricultural engineering) in technical schools and institutes; and 2 teachers for the training of 'O' level teachers of technical education at the National Teachers' College. While there is an undoubted need to upgrade the quality of mathematics and science instruction at the secondary level, this 'manpower bill' seems rather crudely constructed and overly weighted in favour of 'A' level education (provided to roughly 2.5% of the population of the relevant age). It will be necessary to improve the quality of mathematics and science instruction throughout the secondary system if a lasting impact is to be made by an injection of expatriate teachers.

16. We would assign high priority to the immediate re-equipment of the schools with basic educational supplies and to the repair of damaged buildings. A more phased and careful approach to the reconstruction of the overall school system, which takes into account the broader objectives of educational policy, and the possible return of overseas Ugandans would seem for the present to be appropriate in respect of manpower requirements.

2. THE UNIVERSITY OF MAKERERE¹

Dudley Seers

Roots of Current Problems

17. The University was comparatively undamaged in the recent war and looting. Some members of Amin's army forced the main gates in an attempt to take refuge there; some bombs fell on the campus - the windows and outside structure of a few buildings were damaged, and some University houses off campus were also damaged and/or looted. The total damage to University property has been estimated at Shs.13 m. by the University Engineer. The main loss was an exodus of academics, especially expatriates, aggravating an already serious staff problem.

18. 1970 was perhaps the peak year for Makerere. By then it had built a leading reputation among African universities. The first university established in East Africa, it had helped its younger sisters in Nairobi and Dar-es-Salaam and had educated a high proportion of the academic staff teaching there and also of civil servants and political leaders throughout East and Central Africa. This was the year it became fully independent, a university in the full sense with a range of faculties from Medicine and the Sciences to Law and Arts. Nearly 3,000 students were enrolled and it had a faculty of over 300, many with an international reputation, giving a satisfactory overall average student-staff ratio of under nine. Graduate studies had already started, research was flourishing. The Makerere Institute of Social Research was world famous and the University pioneered the way in trying to make teaching in the social sciences relevant to African problems.

19. In the past nine years, however, the University has lost much manpower, especially at the higher levels, due to the personal insecurity felt by many academics, and the increasingly unattractive salary levels (especially in relation to prices of consumer goods) by international standards. Many sent abroad on the Staff Development Programme never returned.

20. To offset its losses it recruited staff abroad, from South Asia and the Arab world, offering expatriates salary levels rather more than 50% above local rates. Apart from its own funds, it had in that period access to two main sources of technical assistance, UNDP and the Arab League (the latter covering most of the staff from Arab countries). However, while the number of established posts rose to 617 for 1978/79, the actual number in post in March 1979 was, at 317 (two-thirds expatriates), only about the same as in 1970, although in the meantime the number of students had increased by nearly 50%. The overall average staff-student ratio of over 12 disguised serious shortages in some faculties, notably Agriculture and Veterinary Medicine.

21. Moreover, there seems to have been some deterioration in quality of teaching, especially if apparent linguistic difficulties are taken into account. In areas such as social sciences, certain subjects were dangerous to discuss, and teaching became of limited relevance to Uganda's needs. Research has virtually ceased.

22. Equipment has also deteriorated. There has been very little construction. Indeed, no building on campus has been completed in this period, even projects started in the 1970-73 triennium. Some faculties have become seriously overcrowded. There is also a growing shortage of living accommodation for both teachers and students, and the University has been accommodating staff in hotels (at a total cost of Shs 185 thousand a month). In student halls of residence, sanitary and cooking facilities have deteriorated and overcrowding increased, to a point where they would be closed by Kampala City Council if they were in the private sector. (Lumumba Hall has no toilets operating at all, the whole drainage system being blocked.)

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1 Based on information supplied by the Vice-Chancellor and Academic Registrar and comments by Dr. Kigundu. I was fortunate, moreover, to be able to compare notes with Dr. Bevan and Mr. Theakstone of the Inter-University Council, and Dr. Niesel of the German Agency DAAD, who were visiting Makerere.

23. Teaching materials and aids have also become scarce, chemicals and other scientific supplies virtually unavailable. Purchases of books and periodicals have sharply declined (whereas the University once subscribed to more than 2,000 periodicals, it now receives only 360), and there are serious gaps in the University's collection of books published in the 1970s. There are also few vehicles left for fieldwork, though these are especially necessary for faculties such as Agriculture and Forestry. Academic staff have rarely been able to travel to conferences with colleagues overseas.

24. At the root of these physical problems has been the growing inadequacy of financial appropriations and foreign exchange supplies. The approved block grant has been declining in real terms and, since 1973, the University has in any case been receiving a declining share of what was due; in effect, the triennial system has been abandoned and the appropriation has been negotiated yearly. The consequences are brought out by the following table.

Table 21.3

Univeristy Revenue and Foreign Exchange Allocations: 1973/74-1978/79¹ (Shs. m.)

	Recurrent grant approved by Government on triennial plan	Grant Actually Received	Foreign Exchange Allocation
1973/74	53	50	1
1974/75	55	43	-
1975/76	58	43	9
1976/77	73	54	4
1977/78	95	63	8
1978/79	100	78	2

1 In 1970/71 the grant, both approved and received, was Shs. 33m.

Source: Submission of the Vice-Chancellor to the President, 1979

25. The rise in the receipts of 56% since 1973/74 was much less than the rate of price inflation. The University puts its foreign exchange needs (including the savings of expatriates) at about 25% of its total expenditure, i.e. at Shs. 19 m. for 1978/79. The actual provision has been meagre and uncertain, especially affecting the library.

26. In the circumstances, the University's survival has been remarkable. External examiners continued to be employed (though from different countries than formerly) and pass rates remained high in most degrees (except B.Sc.) up to 1976/77, the last year for which results are tabulated. However, that was too early to reflect the education being received in the really bad and worsening period from 1975 to 1979, and a small question mark arises over the professional capacity of recent graduates, at all events in some faculties.

The Task Ahead

27. It should be possible to get the University functioning more or less satisfactorily by the start of the academic year 1981/82, though it would be optimistic to expect Makerere to have regained its leading position by that date, especially if (as it hopes) it succeeds in innovating syllabuses appropriate for local needs. The rebuilding of staff and syllabuses, including the replacement of inadequate staff, takes a long time (especially since it is very difficult to dismiss some of the incompetent staff recruited in the recent past). An adequate research programme would take several years to re-establish.

28. For 1979/80, an intake of over 1,400 students is expected, bringing the total enrolment to over 4,200, compared to 3,932 in 1978 (and 2,712 in 1970). This is a big intake, especially in view of the staff situation. Not merely had the actual staff in post fallen to 317 by March; some of those who left during the war (especially the 15 financed by the Arab League) are unlikely to return. Many courses will not be run in the coming year.

29. Heavy capital investment is needed to make good the deficiencies in buildings and equipment outlined above. The University estimates its needs at some Shs.800 m. (see Annex 21.1). Particularly necessary is new accommodation for staff and students to match the expansion in student numbers since 1970. But the projected new University Centre and related facilities would be of a lower priority.

30. A major source of manpower is Ugandan graduates in exile, especially former staff members and those who went abroad on a Staff Development Programme but did not return. There are altogether over 200, more than half in East and Central Africa. The University has in fact sent individual letters to those it can trace. Many, however, have personal reasons for not returning home (career prospects, house mortgages, children's education, etc.) at least for some years. Altogether applications from 120 Ugandans (including those who did not leave the country) are before the Appointments Board.

31. One constraint on recruitment will be travel costs. The shortage of staff accommodation mentioned above will be another obstacle to recruitment. The feasibility of the construction programme depends on the capacity of the building industry in Kampala and on the other demands on it. (See the paper on Housing).

32. Moreover, the salary level at the University is now very low. Thus a Senior Lecturer at the bottom of the scale gets Shs.42,900 (if there are no expatriate allowances), compared to Shs.55,440 in Nairobi, where living costs are lower, and the comparison is even more unfortunate further afield - eg. the equivalent of Shs.95,150 in Ahmadu Bello.

Policies and Resources Needed

33. Although the start of the academic year has been postponed by a month (to 4 August) there is very little time to solve these problems, if teaching of an adequate range and level are to be provided.

34. The quality of a university depends fundamentally on its teaching staff. There are a number of instances of universities thriving despite inadequate buildings, eg. in wartime, but none without adequate academic staff. To operate at all fully, a recruitment of 150 staff members is urgent. The rate and nature of expansion after 1981 needs to be based fundamentally on the country's manpower needs¹ and related to the expansion of secondary schools.² (See the respective papers). If it were possible to reach regional agreements on specialisation, some small faculties might be abandoned, and new faculties planned (in Dentistry, Pharmacy and Nutrition) might not be needed. But the staff in the mid-1980s will not be much smaller than the present establishment, though perhaps with a somewhat different balance.

35. A high policy priority is adequate salaries. The University is requesting the Government to enable it to match Nairobi levels, as was the case in 1970 - i.e., to raise salaries by about 15 - 30%. This seems entirely justified and necessary if Ugandans, especially those now in Nairobi, are to be attracted back.

1 It would be useful in faculties such as Social Science to conduct refresher courses, aimed at those who took their degree in the past few years.

2. The shortage of science teachers described in the section on School Education is reflected in a shortage of good candidates for science courses at Makerere.

36. The need for staff recruitment implies a priority also for staff housing. However, the University's capital needs would be lower if salaries were raised by enough to enable them to rent or buy private housing (see the paper on housing policy), and this need not imply any increase in recurrent spending, since rents of its houses are heavily subsidised.

37. The tasks outlined above imply very roughly the needs outlined in the following table.

Table 21.4 Finance needed for Rehabilitation

Year	Government Recurrent Grant	Capital Expenditure	Foreign Exchange	Net Academic Staff Recruitment
	(Shs. m)	(Shs. m)	(Shs. m)	
1979/80	150 ¹	150	27 ²	150
1980/81 ³	175	250	25	75
Past 1981 ³	400			50 ⁴

Notes

- 1 Shs 146 m. actually requested from Government not allowing for salary increases as indicated above, or for wage increases which are expected to come to about 30%. On the other hand, the submission apparently assumed that about 500 posts will be filled, which seems optimistic, especially for earlier stages of the academic year. It also assumed an intake of 1,700.
- 2 The University has asked the Government for Shs. 15 m. worth of foreign exchange immediately and Shs. 1 m. a month. These figures, which seem reasonable, do not include the foreign exchange element in capital expenditure
- 3 At 1979/80 prices
- 4 Would bring the number of staff to 575.

38. The expenditure over two years of Shs. 400 m. on capital investment shown in Table 21.4 would allow residential facilities to be built, easing shortages that will increase sharply at the beginning of the next year. This figure would also allow a start to be made on the expansion of teaching facilities as well as the completion of projects already in hand (including the Mechanical Engineering Block and the building for the Faculty of Veterinary Medicine).

Contribution of External Assistance

39. The shortage of teaching and research staff is so acute that an appeal should be made for a special Makerere Emergency Rehabilitation Programme, addressed to academic colleagues abroad, especially in Africa. Most universities are themselves in some financial difficulties nowadays, but they could spare a few staff on a temporary basis, and, if the burden were spread widely, no more than two need be provided from any particular university. Many academics would doubtless offer their services voluntarily, especially those with past Makerere connections. It would be, in particular, a chance for Nairobi and Dar-es-Salaam to repay their professional debt to Makerere.

40. The target for such a programme might be to provide 50 academics for most of two years. This injection should help to re-establish both teaching and research at former standards, though all concerned should be aware that teaching and research priorities need careful tailoring to Ugandan requirements, which are very different indeed from those in donor countries. Otherwise the external contribution could make the task of building appropriate syllabuses more difficult. Short visits to Makerere would also help end the University's isolation.

41. Makerere would no doubt as usual cover local salaries and possible housing for expatriates but overseas agencies would need to cover travel and could 'top up' salaries, such as the BESS scheme which used to be operated by ODM. In order to avoid complicated sharing of finances by various donors, one of them could be asked to meet all such costs, the total of which would not in fact be great. The Inter-University Council, which is financed by ODM, would be a possible administrative agency, capable of organising a rapid response to Makerere's needs (as they did earlier in Nigeria). The IUC is in fact planning to provide five academics in key faculties for the first term of the next year, plus a team of technicians.

42. In addition, other technical assistance channels might be utilised to obtain staff, some on longer contracts. Due to the procedures of these agencies, it would be unreasonable to expect quicker recruitment than say 20 in the course of 1979/80 and 40 in 1980/81.

43. Assistance may also be needed to help cover travel and resettlement costs of returning Ugandans joining the staff. The Ford Foundation has undertaken to pay these for 50 Ugandans abroad, who would be able to teach in Agriculture or Social Sciences (the budgetary allocation of US \$ 200,000 covering families as well). The University's contacts with NUFFIC of the Netherlands, DAAD of Germany and IDRC of Canada should lead to further help of this type, which will also be needed to cover recruitment of expatriates (other than those financed by aid programmes).

44. A revival of the Staff Development Programme for young Ugandans is necessary, especially for those who could not travel in recent years. Short Visiting Fellowships could also be very helpful.

45. Aid agencies might also be requested to cover the foreign exchange element shown in Table 21.5 and the cost of capital investment needs. On these assumptions, we get the following, very approximate, needs for aid.

Table 21.5

Aid Needs

	Technical Assistance	Budgetary Aid	Capital Aid	Total
		1		
		(Shs. m)		
1979/80	11	27	150	188
1980/81	13	25	250	288

1 Note that if these costs are carried by aid programmes, the Government grant towards recurrent spending can be reduced correspondingly to Shs 123 m. and Shs 150 m. for 1979/80 and 1980/81 respectively.

46. Further help will be needed with the remainder of the capital programme after 1981. However, the main focus now should be on the need for responding rapidly to the needs for extra staff.

MAKERERE UNIVERSITY - CAPITAL PROJECTS - ESTIMATED COSTS

(JUNE 1979)

A. FACILITIES FOR TEACHING AND RESEARCH

<u>Project</u>	<u>Estimated Scheme Value</u>	<u>Funds Released</u>
	Shs. m.	
<u>Technology</u>		
Mechanical Engineering	8.0	8.0
Civil Engineering	46.0	12.9
Electrical Engineering Block	52.0	-
Road Works	2.0	-
	<u>108.0</u>	<u>20.9</u>
<u>Veterinary Medicine</u>		
Completion of Phase I	50.0	21.0
Veterinary Farm	10.0	-
	<u>60.0</u>	<u>21.0</u>
<u>Institute of Statistics</u>		
Institute Building	36.0	7.2
<u>Agriculture & Forestry</u>		
University Farm, Kabanyolo	12.35	2.0
Field Station	5.00	-
New Department of Food Science	28.00	-
	<u>45.35</u>	<u>2.0</u>
<u>Faculty of Science</u>		
Teaching Block	60.0	-
Science Workshop	1.0	-
Computer Centre	1.0	-
Gas Plant	1.0	0.9
	<u>63.0</u>	<u>0.9</u>
<u>Faculty of Medicine</u>		
Basic Medical Science Building	60.0	-
Clinical Departments Building	80.0	-
	<u>140.0</u>	
<u>Faculty of Education</u>		
Science Laboratories	39.0	-
<u>Faculty of Arts and Social Sciences</u>		
Teaching Block	24.0	-
<u>Centre for Continuing Education</u>		
Reconstruction of Teaching Facilities	10.0	-
	<u>1.5</u>	-

B. RESIDENTIAL FACILITIES

<u>Project</u>	<u>Estimated Scheme Value</u>	<u>Funds Released</u>
	Shs. m.	
<u>Accommodation for students</u>		
Reconstruction	8.0	-
Rehabilitation	37.5	-
New Residential Halls	73.0	-
	<u>118.5</u>	-
<u>Staff Accommodation</u>		
Reconstruction	2.5	-
250 Senior Staff Housing Units	75.0	-
260 Housing Units for supporting staff	32.5	-
	<u>110.0</u>	

C. FACILITIES FOR CENTRAL SERVICES

New Telephone Exchange	3.6	3.6
University Hospital and X-ray Unit	4.5	2.5
University Guest House	1.2	-
Medical School Library	8.0	-
University Centre	70.0	-
Sports Facilities	2.0	-
Estates Department	4.0	-
	<u>93.3</u>	<u>6.1</u>

SUMMARY OF ESTIMATED CAPITAL COSTS (Less funds already available to the University)

	Shs. m.
Teaching Facilities	471.65
Students and staff accommodation	228.5
Central Service Projects	<u>87.2</u>
TOTAL	<u>787.35</u>

Source: Annex to the submission of the Vice-Chancellor to the President, 1979.