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# **Uganda case study of literacy in Education For All 2005: A review of policies, strategies and practices**

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# UGANDA CASE STUDY OF LITERACY IN EDUCATION FOR ALL 2005

## A Review of Policies, Strategies and Practices

By Anthony Okech

<b>Contents:</b>	<b>Page</b>
1. Defining literacy and illiteracy in Uganda .....	1
2. Improvement in literacy provision and acquisition since 1990 .....	2
3. Long-term objectives and commitment by the government .....	4
4. Management and financing of literacy .....	5
5. Innovative initiatives .....	8
6. Language and Gender in literacy policy and practice .....	11
7. Conclusions: options for policy and practice .....	13
References .....	15
Appendix – Table A1: Progress in the Achievement of EFA & MDG goals .....	16
Table A2: Literacy by Age Group, Sex, Rural and Urban 2002 .....	18
Table A3: Literacy by Sex Distribution 1991 .....	19
Figure A1: Structure of the Literacy Network for Uganda .....	20
Table A4: Sectoral Allocation as % Shares to the Government Budget and GDP .....	22
Table A5: Uganda Budget 2003/04: Resource Envelope .....	22

### Abbreviations:

ABEK	Alternative Basic Education for Karamoja
CBO	Community Based Organisation
CDA	Community Development Assistant
CSO	Civil Society Organisation
DVV	German Adult Education Association
ECD	Early Childhood Development
EFAG	Educational Funding Agency
FABE	Family Basic Education
FAL	Functional Adult Literacy
FY	Financial Year
GAD	Gender and Development
IDP	Internally Displaced People
LABE	Literacy and Adult Basic Education
LitNet	Literacy Network for Uganda
MGLSD	Ministry of Gender Labour and Social Development
MOES	Ministry of Education and Sports
NALSIP	National Adult Literacy Strategic Investment Plan
NAPE	National Assessment of Progress in Education
NGO	Non-Governmental Organisation
REFLECT	Regenerated Freirean Literacy through Empowering Community Techniques
UNEB	Uganda National Examinations Board
UPE	Universal Primary Education
WID	Women in Development

## **1. Defining Literacy and Illiteracy in Uganda**

Uganda's National Adult Literacy Strategic Plan (NALSIP 2001) summarises the difficulty Uganda has faced in defining literacy when it states: "The main problem with the term literacy is that it is too diffuse. There is need for a common denominator as to which person may or may not be called literate". Uganda is still searching for that common denominator. The promotion of literacy is being approached from different angles with different strategies. The concept adopted by the different providers often determines their different approaches.

Government, which plays the most significant role in the promotion of literacy through both formal and non-formal education, has often cited the definitions that have also been used by UNESCO in different forums. Using these definitions government has distinguished between basic literacy and functional literacy. These definitions explain basic literacy using the statement: "*A person is literate who can with understanding read and write a simple statement on his everyday life*" and functional literacy using the statement: "*A person is functionally literate who can engage in all those activities in which literacy is required for effective functioning of his group and community and also for enabling him to continue to use reading, writing and calculation for his own and the community's development*".

The NALSIP document makes clear the emphasis that guides many literacy programmes in Uganda when it says: "Many definitions exist for literacy. All relate in some way, at their core, to an individual's ability to understand printed text and to communicate through print". The document continues to explain that current concepts of literacy see these skills as continuous rather than as fixed levels of mastery. It explains that it is useful to regard a certain level of fluency in reading and writing as "basic" in the sense that its attainment greatly facilitates the further development of these skills. It points out that these skills are of special importance due to their responsiveness to a wider variety of situations. It explains that they are a base upon which diverse activities and further learning can build. Literacy is therefore seen as a key learning tool for knowledge, skills, values and attitudes required by human beings to develop their capacities and to participate fully in development.

NALSIP further asserts that it is inconceivable that poverty eradication can make much headway in the absence of major advances in literacy. This statement is supported on the grounds that literacy is not just about the mechanics of reading and writing, but is about personal dignity, the right to participate, the empowerment of the marginalised and the excluded, and the opportunity to learn in a variety of ways and settings, both formal and informal.

The measurement of literacy in Uganda seems to focus more on the "basic literacy" than on the "functional literacy" level. The proficiency test for literacy in adult literacy programmes tests basic reading, writing and numeracy skills. Those who pass that test are considered to be literate. The national census, held every ten years, measures literacy indirectly by equating a certain level of primary education achievement with being literate. All those who completed five years of primary education are considered at the census to be literate.

An evaluation of adult literacy programmes in Uganda carried out in 1999 sought to establish the level of literacy achieved in Primary education to which the proficiency test was equivalent. Third and fourth year pupils of primary schools were made to sit, in their own environment, a test similar in level and contents to the adult literacy programme proficiency test. Adults who

had completed the nine-month adult literacy programme were also made to sit the same test. Third year pupils performed very poorly, while fourth year pupils compared well with the adult programme graduates.

## **2. Improvement in Literacy Provision and Acquisition Since 1990**

At independence in 1962 Uganda had a well organised system of education which was among the best in sub Saharan Africa. Formal education however was neither free nor compulsory. Consistent with the priorities of that period emphasis was placed on the creation of high level manpower required to meet the needs of a newly independent nation. Owing to civil strife and economic decline during the two decades of the nineteen seventies and eighties, the educational infrastructure and provision in the country seriously deteriorated. It required a major effort in the nineteen nineties to redevelop the education provision in the country, both formal and non-formal.

The government of Uganda introduced free universal primary education (UPE) in 1997. At first, government support was restricted to four children per family but it was soon expanded to include all children. The introduction of UPE quickly resulted in a very rapid increase in primary school enrolment across the country. Enrolment has risen from 2.9 million in 1996 to 5.3 million in 1997 and to over 7 million by 2000, underscoring the desire for education among the people. The sudden increase in enrolment requires massive improvement in infrastructure, availability of scholastic materials as well as training of more teachers to meet the demands of a rapidly growing education sector.

The increased provision of primary education was seen as linked to adult literacy in various ways. In the first place the introduction of UPE created new demands on parents. The new policy demands that parents take a more active role in the management of schools and in the monitoring of their children's learning at school. For parents to effectively carry out these roles demands that they are able to read and write and are also able to comprehend their children's homework and reports at the end of term. This places parents who are illiterate and their children in a disadvantaged position. The children of illiterate parents would not get the much needed support with their work at home and consequently perform poorly at school. Illiterate parents in most cases do not attend school meetings and so school administrators tend to be less tolerant with such children's problems.

To promote literacy among adults, Uganda had in 1992 launched a project in eight representative districts of the country on a pilot basis to gain experiences for wider application in the rest of the country. Apart from the acquisition of reading, writing and numeracy skills, the approach used emphasised the broader functional aspects of literacy and was designed to:

- Help people to be sensitised and aware of the true nature and reasons for their situation and problems, and how their conditions can be improved;
- Enable people to acquire practical knowledge and skills and the proper attitudes to use these to improve their living conditions.

A process review of the pilot project carried out by an international team in October 1995 concluded that there was overwhelming demand for adult literacy at all levels, evidenced by the fact that there were almost as many literacy classes outside the pilot project areas which had

sprang up because of the strong demand for literacy as a result of the raised awareness and expectations. The learners, an overwhelming majority of who were women, testified that with literacy they had improved their lives in various ways, including domestic hygiene, agriculture, nutrition, increased self-esteem and confidence in participating in political and economic activities. The review therefore recommended expansion of the functional literacy programme to cover the whole country in a controlled, systematic and planned manner.

The expansion of the programme, referred to as the National Functional Adult Literacy Programme (FAL), started in 1996. From the 8 districts of the pilot project the programme spread to 26 districts by the end of 1998, to 37 by 2001 and to all 56 districts of the country by 2002 when adult literacy was included in the country Poverty Eradication Action Plan. The government FAL programme has achieved significant expansion since then. Apart from the government programme there are a number of non-governmental organisations (NGOs), faith based organisations and community based organisations running programmes in various parts of the country. However, the total coverage is still small even in 2005 because in most cases the programme is operating in only small sections of the district.

The expansion of primary education, with very limited resources, brought in a big challenge of quality. To track the improvement in quality the government, through the Uganda National Examinations Board (UNEB) launched the National Assessment of Progress in Education (NAPE) initiative. The assessment has been conducted twice, first in 1999 and then in 2003, to ascertain the percentage number of primary school pupils in their third and sixth years of schooling who had managed to acquire the requisite literacy and numeracy competence levels. The findings from both studies are presented in Table 1 below.

Table 1: NAPE Assessment Results for P3 and P6 Pupils (1999 & 2003)

	1999			2003		
	% Boys	% Girls	% All	% Boys	% Girls	% All
Literacy P.3	17.5	18.7	18.2	33.1	35.5	34.3
Literacy P.6	11.2	15.7	13.2	20.3	19.5	20.0
Numeracy P.3	41.3	36.0	38.3	43.9	41.9	42.9
Numeracy P.6	45.8	36.5	41.5	25.7	15.3	20.5

Source: NAPE Report 2003

The results in table 1 above, show that while between 1999 and 2003 there has been a clear improvement in the proportionate number of both P.3 and P.6 boys and girls who have attained the stipulated literacy and numeracy competence benchmarks, the overall competency levels are still low. For example, only 34.3% and 20.0% of the P.3 and P.6 pupils respectively had achieved the defined literacy skill grades in English; while 20.5% and 42.9% of the P.6 and P.3 pupils respectively achieved the numeracy skills. The fact that in both assessments pupils in the lower classes scored a higher rate of literacy achievement than those in the higher classes seems to indicate that literacy acquisition is improving. The girls had a lead over the boys in literacy competencies in 1999, but the boys seem to have caught up in 2003. The boys are, however, more competent than girls in numeracy throughout, with the P.6 girls putting up a particularly poor performance in 2003, showing a serious decline since 1999. The weakness of girls in numeracy has undesirable consequences for the percentage of girls able to undertake science courses in higher education.

In the case of adult literacy acquisition, an evaluation of the adult literacy programmes in Uganda showed that the programmes were quite effective. Using a test of the level used as adult literacy proficiency tests in Uganda, the evaluation was able to compare adult literacy graduates with pupils in the third and fourth years of primary schooling in achievement in literacy and numeracy. The adults performed much better than the third year pupils and compared very favourably with fourth year pupils. With about 1.2 million adults who have graduated from various adult literacy programmes over the last decade, even national statistics cite the significant contribution that adult literacy provision has made to an improvement in Uganda's adult literacy rates.

Table A1 in the Appendix shows Uganda's overall progress towards achieving Education For All and the Millennium Development Goal in education. Table A2 gives an overview of the current literacy situation distributed by gender, age and rural/urban divide. Compared to the information in Table A3 from the 1991 census, Table A2 shows a significant increase in the literacy rate for the population aged 10 years and above since 1991. In 1991 the illiterate population aged 10 and above was 5,065,050 out of 11,003,860, giving a rate of 46%. In 2002 the number was 5,048,551 out of 15,887,760 representing only 32%. Thus, in spite of an overall population increase by almost 10 million between 1991 and 2002, the number of the illiterate population has actually reduced, although marginally, resulting in a reduction of the illiteracy rate by over 25% in a period of 10 years.

### **3. Long-term Objectives and Commitment by the Government**

Uganda's long-term objectives are contained in its Vision 2025. Uganda's overall vision according to that document is, "A prosperous people, a harmonious nation, a beautiful country". Within this overall vision, there are partial visions that target specific important sectors. The vision for education is, "An enlightened, well informed and prosperous society", which the National Adult Literacy Strategic Investment Plan (NALSIP) slightly paraphrased to, "A literate, well informed and prosperous society".

The guiding planning framework by Uganda most used by the government of Uganda today is the Poverty Eradication Action Plan with its four pillars of:

- (i) Rapid and sustainable economic growth and structural transformation.
- (ii) Good governance and security
- (iii) Increased ability of the poor to raise their incomes
- (iv) Enhanced quality of life of the poor

Education, both formal and non-formal, is handled in planning under the third and fourth pillars. The two main education programmes seen as very important to increasing the ability of the poor to raise their incomes and enhancing quality of life for the poor are the Universal Primary Education (UPE) and Functional Adult Literacy (FAL). As explained in section 1 above, the NALSIP takes it as inconceivable that poverty eradication can make much headway in the absence of major advances in literacy. Because of this recognised importance of basic education in the struggle against poverty, the government commitment is to ensure access to basic education to all. The government policy on education adopted in 1992 made the emphasis very clearly.

As explained above, the commitment has been implemented through UPE launched in 1997 and FAL for which a strategic investment plan (NALSIP) was prepared and implemented starting from 2002. With a target of achieving a 50% improvement in levels of adult literacy by 2007, and achieving equitable access to basic and continuing education for women and out-of-school girl youths NALSIP was a very ambitious document in the face of the fact that Uganda was at the time estimated to have a non-literate population of almost 7 million. Strategies were adopted that, it was hoped, would lead to the achievement of that target. The strategic objectives are listed below.

- (a) To win national commitment to the programme and incorporate district, sub-county and community level adult literacy action plans into overall development.
- (b) To provide adequate and equitable access to literacy education by all women and men.
- (c) To empower the marginalized and vulnerable groups in society through functional adult literacy to participate fully as equal partners in development programmes.
- (d) To establish a sustainable management framework that will provide direction to the programme towards effectiveness in performance. The management framework will provide for a strengthened institution, greater representation in decision- making and consist of in- built mechanisms to ensure sustainability.
- (e) To improve the capacity of literacy educators for the National Adult Literacy Programme in the country.
- (f) To improve the quality of literacy learners through better delivery systems.
- (g) To provide the knowledge base of theory and Research for Systematic Research-Development-Diffusion process necessary for an effective NALSIP in all aspects of planning, curriculum development, implementation, teaching and evaluation.
- (h) To provide an effective framework for collection, documentation and sharing of information pertaining to strategic adult literacy policy and programme review, planning and implementation of the NALSIP.
- (i) To mobilise additional resources for sustainability of the national adult literacy programme and quality delivery of its activities

To achieve those objectives, the plan was in particular designed to venture into the following new frontiers:

- (i) Information, communication and advocacy to enhance national commitment and incorporate district, sub-county and community level adult literacy action plans into overall development planning;
  - (ii) Developing a national accreditation framework;
  - (iii) Enhancing access for literacy services for people with special learning needs;
  - (iv) Establishment of community/village libraries to promote a literate environment for the neo-literates;
  - (v) Research and Programme Development;
  - (vi) Monitoring and Evaluation system to create ‘a culture of information’;
- (MGLSD, 2002 p.v).

#### **4. Management and Financing of Literacy**

Literacy education is in Uganda managed mainly under two different ministries: the Ministry of Education and Sports for formal education and non-formal education for children out of school, and the Ministry of Gender, Labour and Social Development for non-formal adult education. The

Ministry of Education is the ministry that is mainly responsible for the education sector. The government education policy adopted in 1992 had proposed that all non-formal education be transferred to the Ministry of Education but that has not been implemented, although the debate still continues.

Currently, the Department of Disabilities and Elderly in the Ministry of Gender, Labour and Social Development is responsible for the day to day running of Government adult literacy programmes all over the country. The Ministry has a good staffing infrastructure in the districts, reaching right down to the sub-county level, where it posts Community Development Assistants (CDAs). Government has embarked upon a programme of improving the quality of incumbent staff at the district and lower levels although in a number of places there is still a serious shortage of staff. At the field level there is a good balance between male and female staff.

Primary education through which literacy education is provided to children occupies a very prominent position in the Ministry of Education and Sports. Today it is certainly the greatest preoccupation of the Ministry using the greatest percentage of its budget. Adult education provision, however, occupies a very lowly position in the organisational structure of the Ministry of Gender, Labour and Social Development. Government ministries are divided into Directorates, Departments and Sections or Divisions. Adult literacy provision does not constitute any of those units. It is just considered a set of activities with a coordinator reporting to the head of the Department of Disabilities and Elderly. Many feel that putting adult literacy under that department is already rather inappropriate since one is dealing neither with a disability nor with something for the elderly only.

Apart from Government, there is a variety of other agencies providing adult literacy in Uganda including international or foreign NGOs, local NGOs, and individual initiatives, some of them set up as commercial enterprises, referred to as 'the private sector'. This is in line with the atmosphere of pluralism in educational and developmental efforts which is actively encouraged by Government. The encouragement by Government has given rise to many initiatives all operating autonomously, in most cases without reference to each other.

The pluralism allows the providers to invest in the programme according to their different beliefs and approaches. It therefore enables the beneficiaries to have choices according to their needs and beliefs. This freedom of choice and action is also motivating to the providers because people and agencies have a certain degree of confidence that they can undertake a literacy programme of their own liking and carry it through without being interfered with.

However, in spite of the considerable number of NGOs and CBOs that claim to be providing adult literacy, their input still adds very little to the efforts by Government. Some of them operate in several districts while others may cover only several villages. Some of them have concentrated with intensive programmes in a selected area while others have a sprinkling of provision in different parts of the country. The common characteristic of their adult literacy activities, however, is that they are often small-scale efforts with very limited coverage.

In effect, the scattered sprinkle of interventions has not been able to make much of an impact. Not only do most of them have rather limited coverage, but often their planned duration is fairly short, in line with their project approach. In spite of limited coverage and short duration, practically all the interventions have gone ahead to create an autonomous structure for their programme, a structure which comes and goes with the project, leaving nothing behind to

continue with what they have started. Perhaps the impact would be greater if there was more joining of efforts to strengthen a common provision structure.

The NALSIP incorporated a framework for collaboration between Government and the civil society in the provision of adult literacy education. This collaboration is being implemented through memoranda of understanding signed between the government and various organizations. There are, however, a number of organizations offering adult literacy autonomously without such formal agreements.

The growth in the number of NGOs and Community Based Organisations (CBOs) on the Uganda scene in recent years has seen quite a number of them involved in literacy and adult education. Some of them were formed specifically for adult education to try and do something about the declining provision of adult education when government provision was low. Others were formed with a focus on some other aspect of social welfare and social development e.g. child-care or health, but in the course of their work found illiteracy and lack of knowledge among adults to be a hindrance to their work. They were as a result drawn into adult literacy and basic education work.

The scope of provision by these organisations varies greatly, as noted in the 1999 evaluation of adult literacy programmes in Uganda. Some of them operate in several districts while others may cover only several villages. Some of them have concentrated with intensive programmes in a selected area while others have a sprinkling of provision in different parts of the country. The common characteristic of their adult literacy activities, however, is that they are for the moment small-scale efforts with very limited coverage.

NALSIP was designed to increase access to adult literacy education through a phased expansion at an annual diminishing rate of 100% between FY 2002-2003; 75% between FY 2003-2004; 50% between FY 2004-2005; 25% between FY 2005-2006 and 10% between FY 2006-2007. A total of 3,500,000 adult literacy learners were to be reached through 180-216 literacy contact hours per learner.

A Social Sector Development Strategic Investment Plan developed by the government shortly afterwards, realised that the target set in the NALSIP was too high and lowered the target to about one-third of the above. In view of the financial and other implementation constraints being experienced, this new target may indeed be more realistic. If even this lowered target could be achieved, it is quite likely that Uganda will have reduced its adult illiteracy rate by 50% by the year 2015, the target adopted for all countries in the Dakar Framework for Action 2000.

Education has during the past decade steadily had the largest share of the annual national budget, stabilising in recent years at about 25% of the budget, as displayed in Table A4 in the Appendix. Unfortunately, it is not easy to obtain clear figures for EFA as a whole, because some EFA activities have expenditures hidden in Gender and Labour and Social Services. The specific budget for adult literacy in the Ministry of Gender, Labour and Social Development is just about 1% of what goes to the mainstream education sector managed by the Ministry of Education and Sports.

Financing of education and literacy in Uganda has greatly benefited from external cooperation. In formal primary education, the Educational Funding Agencies Group (EFAG) plays a very significant role. This is a group of donors mainly from the European Union who put all their

support in “one basket” to provide the government of Uganda with budget support for education. EFAG and government have agreed on certain conditions for the funding, one of which is that government must allocate a certain percentage of the annual budget to education. That has ensured the high allocation to the education budget that is managed by the Ministry of Education and Sports amounting to around 25% of the national budget. Uganda has over the past decade been in the weak position of having almost 50% of its overall national budget financed by external funding in the form of grants or loans. This is now improving as can be seen in Table A5 in the Appendix.

Financing of adult literacy programmes has also benefited from external funding, although on a smaller scale. Government received support for the pilot project in 1992 from UNESCO through technical assistance to plan the project, and financial support for its implementation from UNICEF and the German Adult Education Association (DVV). UNICEF supported the programme until the year 2000 while DVV support has continued to date. Another German organisation DED, gave technical support for monitoring the programme for a few years.

From 1992 to 2001, external financing played a more important role in the programme than government funding, as exemplified by table 2 taken from the 1999 evaluation of adult literacy programmes in Uganda (Okech et al). However, since 2002 when FAL was included under the Poverty Action Fund the role of external funding has become insignificant compared to government funding. Some external financing of adult literacy provision in Uganda also comes in through non-governmental literacy programmes. As already explained, most of these programmes are on a small-scale basis and so the funding cannot be very significant.

Table 2: Donor and Government Funding of Programme 1996-1999 (Million Ugandan Shillings)

	UNICEF	DVV	Government of Uganda	Total	Percent Government Funding
1996	46	35	80	161	50
1997	89	36	76	201	39
1998	108	36	64	208	31
1999	80	36	54	170	32
Cumulative	323	143	274	740	37

Source: Okech et al 1999, p.162

## **5. Innovative Initiatives**

### ***LABE and partnerships***

An important characteristic of the adult literacy work in Uganda as discussed above is the promotion of pluralism in the provision. As also explained above, the promotion of pluralism in the provision has given rise to many small initiatives operating autonomously in an isolated manner. Although this has advantages, as already explained, the failure to share ideas, knowledge and resources for the maximum benefit of the same targeted beneficiaries has often led to inefficiency and ineffectiveness in the face of limited resources.

A national non-governmental organisation known as Literacy and Adult Basic Education (LABE) saw the need for more effective forms of networking and collaboration and vigorously promoted this, as a result winning the UNESCO Noma Literacy Prize in 2002. The jury that awarded LABE the prize particularly appreciated LABE’s promotion of the development of partnerships in literacy work.

In 1999, LABE had mobilised the entire literacy fraternity into a coalition called the Literacy Network for Uganda (LitNet) as an advocacy and lobbying network aiming at raising the profile of literacy nationally to make sure it is recognised as one of the national priorities for eradicating poverty. Membership is drawn from NGOs, CBOs and Faith-Based Organisations providing literacy and adult education services in the country. LitNet emphasises active collaboration with the Government at both the central and the decentralised local levels. Districts have formed themselves into satellite literacy networks e.g. Arua Literacy Network, Iganga District Literacy and Adult Education Network (IDLAEN) and Bugiri District Literacy and Adult Education Network.

Along with advocating and developing basic education policies, LitNet helps to ensure these efforts are implemented at the local level. Through capacity building, training and the facilitation of information access to local district and regional literacy organisations, these organisations are enabled to implement and monitor policies. The LitNet's flexible format also facilitates the sharing of information between member organisations, allowing innovations while allowing their voices to be heard. The structure of LitNet is displayed in the Appendix as Figure A1.

Apart from enabling different organisations to share experiences and sometimes resources, among the major achievements of LitNet has been the promotion of the practice of government consulting and working together with civil society providers on key issues. One of the key events to which the civil society, through LitNet, contributed significantly was the development of the National Adult Literacy Strategic Investment Plan. This plan turned into reality LitNet's goal of having adult literacy recognised as one of the national priorities for eradicating poverty.

Another form of partnership that LABE promoted was that between formal and non-formal education through its experimental Family Basic Education (FABE). FABE, being piloted in one district in Eastern Uganda, targets improved educational performance among both primary school children and their parents by promoting shared learning among the two groups. This is done through: sensitisation of parents on their parental responsibilities in children learning; training school teachers and adult instructors in children and adult teaching methods; producing learning materials for use in adult and children classes and organising parent-share learning sessions. The results have been: increased literacy skills among parents; increased visits to school by parents to discuss their children's school progress; improved home and school learning environment and improved performance by the children. Through FABE, LABE has also built strong links with the government education authorities in the district.

### ***Alternative Basic Education for Karamoja***

Alternative Basic Education for Karamoja (ABEK) is a government initiative undertaken in collaboration with UNICEF, Save the Children, the World Food Programme and other development partners. Karamoja is the region in North Eastern Uganda with the lowest development indicators in the country. The literacy rate there is around 20% as compared to the national average of 68%. Formal education has had very little impact for the semi-nomadic population of the region, who have maintained a strong attachment to their traditional culture and have generally found conventional school education irrelevant to their way of life which heavily relies on cattle keeping in a semi-arid environment.

Concern over relevance led to the conception of a project promoting community-based approach to education known as Alternative Basic Education for Karamoja (ABEK), which has attracted

not only children but also adults. ABEK, launched in 1997, was an educational approach designed to fit into the lifestyle of the people of Karamoja using contents developed out of their experiences with their intensive involvement. The initiative targeted children aged 6 to 18 years of age. Learning was organised as agreed upon with the community, only early in the morning and late in the evening in ABEK learning centres established in the communities. This was to allow the children to participate in the arduous work at home and looking after the cattle in their usually harsh environment. The facilitators were specially trained for this special form of educational provision.

The parents and other adults in the community, ever jealous of their culture and wary of its being eroded, insisted on following the children to the learning centres to know what their children were being exposed to. They were encouraged to do this because the learning programme had room for their inputs. In the process, the adults realised that while they had some inputs they could make in the learning programme, there was something useful for them to learn too. They were not eligible to register as learners but were allowed to participate in the learning. A number of ABEK learning centres have ended up regularly having adults learning behind the children. They provide a unique sight of lifelong learning in practice. Many adults have acquired literacy and some other elements of basic education in the process. Above all it is leading to increased interest in education in the region.

The project has proved so interesting that the Ministry of Education and Sports is in the process of mainstreaming it in the provision of education in the region. It currently covers the districts of Kotido, Moroto and Nakapiripirit. Current enrolment stands at 13,734 male learners and 19,126 female learners who are spread over 196 established centres. However, for the moment ABEK is not offered as a system complete in itself, but is meant to feed into the mainstream of formal education through primary education. This is something that may need to be reconsidered. The success of ABEK so far seems to suggest that a more flexible offering may in certain circumstances be more fruitful than the straight jacket of formal education for all.

### ***REFLECT***

An exciting and significant addition to adult literacy provision in Uganda is the REFLECT approach, introduced by Action Aid, a British-based international NGO. The architects of REFLECT explain that the approach seeks to build on the theoretical framework developed by the Brazilian Paulo Freire, but provides a practical methodology by drawing on Participatory Rural Appraisal (PRA) techniques. An important characteristic is that in REFLECT there is no textbook, no literacy 'primer', no pre-printed materials other than a guide for facilitators that is produced locally, preferably with the input of the facilitators themselves. The 'REFLECT Mother Manual' states:

'If most literacy programmes have failed then perhaps abolishing the primer may be one of the keys to success' (Archer and Cottingham 1996).

In 1995 the pilot phase of REFLECT was evaluated in the three countries where it was being piloted: Uganda, Bangladesh and El Salvador. The findings were published in the British Overseas Development Administration (ODA) Education Paper, Number 17, 1996. The Paper concluded that REFLECT was more effective than the literacy approaches using primers.

Some NGOs in Uganda and also the government programme in some districts have adopted REFLECT or some of its aspects. However, the 1999 evaluation of literacy programmes in

Uganda did not find any significant difference in effectiveness between the REFLECT and the government approach (Okech et al 1999; Carr-Hill ed. 2001). The great strength of REFLECT is that it offers a great tool for community participatory learning and action. It may not really be superior to methods using primers in promoting the acquisition of literacy as has been claimed by some of its promoters but it certainly promotes participation and action together with learning. That is most likely why it is being increasingly adopted alongside other literacy approaches in Africa and other places in the developing world. More on REFLECT can be found on the Action Aid website [www.actionaid.org](http://www.actionaid.org).

## **6. Language and Gender in Literacy Policy and Practice**

### **Language Policy**

Uganda is a multilingual country because of the large number of languages spoken, identified at over 30. Language has as a result been a big challenge in education and at national level in general. English is the sole official language in the country. However, English is spoken mainly by the percentage of the population that has attended school. Only about 70% of the population has ever attended school and some of those did not attend long enough to master English adequately to be able to use it. In spite of several efforts to adopt a national language, it has not been possible because of the failure to agree on one language to adopt. However, the principle that literacy should first be acquired in the mother tongue has been accepted in the education policy and efforts are made to practise it in both primary and adult education.

According to the 1992 Policy on Education, during the first four years of primary education the language of instruction should be the local language of the area, while adult basic education should also be in the local language. The exception for primary education is the urban areas that have a multilingual situation for which English is to be used as language of instruction right from the beginning of primary education. In adult education the policy is fully followed for literacy education. Literacy is taught only in the local language of the area, which is usually the mother tongue of the greatest majority of the learners. Learning materials have been produced in over 20 of the more than 30 languages of Uganda. The big constraint is that most of these languages have hardly been written and therefore have a very limited circulation of written materials for people to read. That is one reason why in most cases, after acquiring basic literacy in the local language most learners demand for literacy in English.

However, in primary education the policy is hardly followed partly because of inadequate resources to develop teaching and learning materials but partly also because of the lack of enthusiasm on the part of the people. English is supposed to become the language of instruction in the fifth year of education and remain so for the rest of the education career. Many feel that their children would be disadvantaged to spend the first four years of their education in the local language when all important examinations will be held in English. The result is that, in effect, primary education, hence literacy education in schools, is usually done fully in English, which is a second language to almost all pupils.

### **The National Gender Policy**

Uganda has over the last two decades made much progress in the effort to redress the gender imbalance that existed and still exists to a great extent. The efforts have been formalised through a gender policy and one of the areas that has been the focus of attention is gender balance in education. The overall goal of the national gender policy is to mainstream gender concerns in the

national development process in order to improve the social, legal, civic, political, economic and cultural conditions of the people in Uganda, in particular women.

- To provide policy makers and other key actors with reference guidelines for identifying and addressing gender concerns when taking development policy decisions;
- To identify and establish an institutional framework with the mandate to initiate, coordinate, implement, monitor and evaluate national gender responsive development plans;
- To redress imbalances that arise from existing gender inequalities to ensure the participation of both women and men in all stages of the development process;
- To promote equal access to control over economically significant resources and benefits;  
*and*
- To promote recognition and value of women's roles and contributions as agents of change and beneficiaries of the development process (MGLSD 1999: 5).

The strategies adopted to achieve the policy objectives include the following that are very relevant to adult education:

- a) Sensitisation on gender issues at all levels;
- b) Promoting a Gender and Development (GAD) approach that is based on the understanding of gender roles and social relations of women and men as well as the Women in Development (WID) approach that focus on women specifically;
- c) Ensuring that the gender policy shall be disseminated, translated, understood and implemented by all sections of Uganda society;
- d) Promoting appropriate education, sensitisation and creation of awareness on the responsibility of all concerned parties in each sector to address the specific gender concerns between the sectors. This should entail consultation on areas of relevance to identification of gender concerns.  
(MGLSD 1999: 6)

### **National Strategy for Girls' Education Uganda**

The government adopted in 1998 a specific strategy for girls' education in Uganda, aimed at redressing the gender imbalance in education at all levels. The goal of the strategy for girls' education is:

'All girls in Uganda (including the destitute and girls with disabilities) will have full access to education opportunities and will be supported by their families, schools, communities, government and the private sector to participate fully in gender-balanced education programmes in order to attain their maximum potential as equal and effective citizens' (MOES 1998)

The strategy identifies two major reasons for intensifying girl education in Uganda. The first one is that the girl-child in Uganda is entitled to equal access to education as a human being. The second is that the educated girl-child is a lynchpin in the development of any nation. As such, the socio-psychological environment should be conducive to the full participation of all girls in education.

The strategy addresses different barriers to equitable female participation in education. These barriers have been identified from both international and national forums on girls' education and their respective documents. They are categorized as follows:

- a) Social-cultural factors with seven barriers such as patriarchal culture, harmful traditional practices, traditional division of labour, in the home, family, instability, some religious beliefs, the insecure environment in and outside schools and differential motivational scope.
- b) School related factors with five barriers, namely, inadequate school facilities lack of comfortable appropriate clothing, school and college personnel, the absence of trained guidance and counselling personnel, shortage of relevant alternative quality education opportunities and facilities and a critical bottleneck to female access to secondary and higher education.
- c) Political/Economic/Administrative factors with five barriers such as insensitivity to importance of girls education by the general public, inadequate of allocation for resources at all levels to respond to the needs of girls education, insecure protection of the girl-child e.g. laws on defilement, unavailability of and access of gender disaggregated data and information and constraints from the poverty on choices available to parents.

The Ministry of Education and Sports is the main government agency in the implementation of this strategy. However, there are numerous partners who work to complement its efforts. Their activities are listed in the document in accordance with the category of barriers they each address. Thus, 20 partners address socio-cultural factors, 55 address school related factors and 51 address political/economic/administrative factors.

The deliberate strategy has greatly increased the percentage of girls in education at all levels. At the lowest levels, girls are more than the boys. If they could be made to complete the primary cycle this would go a long way towards ensuring that all girls acquire literacy. The primary completion rates for both boys and girls are still low, but lower for girls. This continues to sustain the imbalance in the adult literacy rates between men and women.

### **Gender issues in NALSIP**

Two of the expected outputs of NALSIP contain indicators aimed at redressing the gender imbalance in adult literacy rates. The two are stated as follows:

- a) 40,000 community literacy instructors (50% women) able to teach literacy and produce relevant learning and instructional materials
- b) At least 3,500,000 literacy learners reached (70% women, 30% men) proficient in reading, writing and numeracy

The first output is meant to address the situation where the majority of learners are women but women instructors are a small minority, while the second output addresses the imbalance in literacy rates. A comprehensive evaluation of adult literacy programmes in Uganda in 1999 already found that an overwhelming majority of the participants (over 70%) who successfully completed the adult literacy programme were women (Okech et al 1999; Carr-Hill ed. 2001).

### **7. Conclusion: Options for Policy and Practice**

Uganda has seriously taken up basic education for both children and adults as a key strategy in eradicating poverty and promoting development. Literacy is seen as a crucial component of basic education that opens the ways for further education and development efforts, both for the individual and the society. Nine years since the country adopted UPE the enrolment in primary education has trebled but the completion of the cycle remains worryingly low. Through a revived functional adult literacy programme, over 1.2 million adults have been enabled to acquire

literacy in just over 10 years, a still rather small number but an encouraging achievement that has contributed to lowering the overall figure of non-literate youth and adults in Uganda since 1991, in spite of a population rising at the extremely high rate of 3.4% per year.

The launch of UPE and the rapid increase in enrolment that followed brought along challenges of quality. The NAPE results of 1999 and 2003 show that there is very poor performance in literacy even at the 6<sup>th</sup> year of primary education. Something therefore needs to be done to bring about improvement in literacy acquisition in primary schools as well as in adult literacy provision.

Basically, it would seem that the policy is right for promoting access and equity but that the big challenge remains in promoting quality. The option does not, therefore, seem to be any major overhaul of policies but a systematic scrutiny of all aspects and levels of the provision to ensure quality in literacy acquisition and development of strategies to promote literacy practice.

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APPENDIX

Table A1: Progress in the Achievement of EFA and MDGs

Goal	Progress	Source of Data
<b>Dakar Framework of Action 2000</b>		
1 Expanding & improving comprehensive early childhood care & education, especially for the most vulnerable & disadvantaged children	<ul style="list-style-type: none"> <li>- A draft Early Childhood Development (ECD) policy was developed.</li> <li>- The learning Framework/ curriculum for 0-6 year old children was developed.</li> <li>- In 2002, a total of 78,257 children (38,581 males and 39,676 females) enrolled in Nursery schools.</li> <li>- In 2003, approximately 1,100 community based and home based ECD centres were established with an enrolment of 44,000 children (21,462 males and 22,538 females)</li> <li>- An assortment of ECD advocacy materials developed and disseminated countrywide.</li> </ul>	Education Management Information System (EMIS), MoES
2 Ensuring that by 2015 all children, particularly girls, children in difficult circumstances. & those belonging to ethnic minorities, have access to & complete free & compulsory primary education	<ul style="list-style-type: none"> <li>- A total of 7,334,225 and 6,687,579 pupils in public schools have access to primary education. This represents a net enrolment ratio of 88.8%, &amp; 88.6% for boys &amp; girls respectively.</li> <li>- The gender disparity in primary schools enrolment is now levelling out i.e. <u>49.4% to 50.6% for girls &amp; boys respectively was enrolled in 2004.</u></li> </ul>	Education Management Information System (EMIS), MoES
3 Ensuring that learning needs of all young people & adults are met through equitable access to appropriate learning & life skills programs.	<ul style="list-style-type: none"> <li>- National Adult Literacy Strategic Investment Plan (NALSIP) developed.</li> <li>- Needs assessment surveys for different categories of people (communities) e.g. pastoral communities (Karamoja), fisher folk (Kalangala and Mukono-Buvuma) and people in difficult circumstances (IDPs) have been conducted.</li> </ul>	Ministry of Gender, Labour and Social Development
4 Achieving a 50% improvement in levels of adult literacy by 2015, especially for women; & equitable access to basic education & continuing education of adults	<ul style="list-style-type: none"> <li>- Literacy programs have been designed and are being implemented using appropriate delivery mechanisms for the fishing communities and pastoral communities.</li> <li>- Review of Functional Adult Literacy curriculum has been done to include psychosocial support/ training to the people in the war-ravaged area.</li> <li>- Needs of persons with special learning needs integrated in Adult literacy curriculum.</li> <li>- 1.2 million illiterates have graduated at various levels (76% women).</li> <li>- Sensitisation of community leaders has been done at various levels for ownership and sustainability of the programme.</li> <li>- 20,000 literacy instructors have been trained.</li> <li>- Gender sensitive literacy materials have been developed.</li> <li>- Qualifications framework for adult learners is in the process of being developed</li> <li>- '0 Policy on adult literacy is being formulated.</li> <li>- Management information system for adult literacy is in place</li> <li>- Monitoring and evaluation indicators have been developed.</li> </ul>	
5 Eliminating gender disparity in primary & secondary education by 2005, & achieving gender equality in education by 2015, with a focus on ensuring girls full & equal. access to & participation in quality basic education	<ul style="list-style-type: none"> <li>- <b>In the Primary Education</b> Sub-sector, in <b>1996</b> the ratio of girls to boys stood at 46.3% to 53.7%; <b>1997</b>: 46.6% to 53.4%, <b>1998</b>: 47.7% to 52.7%; <b>1999</b>: 47.5% to 52.5%; <b>2000</b>: 48.2% to 51.8%; <b>2001</b>: 48.9% to 51.1%; <b>2002</b>: 49.4% to 50.6%; <b>2003</b>: 49.3% to 50.7% and <b>2004</b>: 49.4% to 50.6%. The parity in the year 2004 is tending to almost 1:1.</li> </ul>	Education Management Information System (EMIS), MoES

**Uganda Case Study of Literacy in Education for All 2005**

Goal	Progress	Source of Data
	<ul style="list-style-type: none"> <li>- <b>In the Secondary Sub-Sector</b> there have been improvements in the representation of girls. In 1996 the ratio of girls to boys stood at 40% to 60%. <u>These ratios have improved to 45.2% to 54.8% in the year 2004.</u></li> </ul>	
<p>6 Improving all aspects of the quality of education, &amp; ensuring excellence of all so that recognized &amp; measurable learning outcomes are achieved by all, especially in literacy, numeracy &amp; essential skills</p>	<ul style="list-style-type: none"> <li>- The frame for measuring learning outcomes has been developed by the Education Standards Agency. The agency is in the process of developing benchmark basic competencies per grade</li> <li>- The primary school curriculum has been reviewed. The review of post primary education curricula is ongoing</li> <li>- The quality of teachers has steadily improved because of focused Pre-Service &amp; In-Service training interventions</li> </ul>	
<p><b>Millennium Development Goals</b></p> <p>To "Ensure that by 2015, children every where, boys &amp; girls alike, will be able to complete a full course of primary schooling"</p>	<p>The estimated completion rates in primary stand at 62% with 72% and 54% for boys and girls respectively.</p>	

Source: Education Planning Department, 2004

**Table A2** Literacy Status by Age Group and Sex for the Population Aged 10 Years and Above

Age Group	Literate			Illiterate			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
<b>Rural</b>									
10 to 14	1,119,191	1,104,901	2,224,092	457,331	436,463	893,794	1,576,522	1,541,364	3,117,886
15 to 29	2,117,697	1,984,607	4,102,304	504,727	946,494	1,451,221	2,622,424	2,931,101	5,553,525
30 to 44	1,006,414	708,020	1,714,434	353,885	749,788	1,103,673	1,360,299	1,457,808	2,818,107
45 to 59	389,225	216,620	605,845	175,209	444,766	619,975	564,434	661,386	1,225,820
60 to 74	196,046	64,908	260,954	172,237	322,646	494,883	368,283	387,554	755,837
75 and over	46,603	17,871	64,474	87,546	122,316	209,862	134,149	140,187	274,336
<b>Total</b>	<b>4,875,176</b>	<b>4,096,927</b>	<b>8,972,103</b>	<b>1,750,935</b>	<b>3,022,473</b>	<b>4,773,408</b>	<b>6,626,111</b>	<b>7,119,400</b>	<b>13,745,511</b>
<b>Urban</b>									
10 to 14	159,856	185,633	345,489	20,674	24,986	45,660	180,530	210,619	391,149
15 to 29	475,960	524,337	1,000,297	36,275	68,075	104,350	512,235	592,412	1,104,647
30 to 44	217,608	168,052	385,660	20,106	41,979	62,085	237,714	210,031	447,745
45 to 59	57,833	41,009	98,842	7,785	21,397	29,182	65,618	62,406	128,024
60 to 74	16,888	11,621	28,509	5,959	16,485	22,444	22,847	28,106	50,953
75 and over	4,357	3,952	8,309	3,506	7,916	11,422	7,863	11,868	19,731
<b>Total</b>	<b>932,502</b>	<b>934,604</b>	<b>1,867,106</b>	<b>94,305</b>	<b>180,838</b>	<b>275,143</b>	<b>1,026,807</b>	<b>1,115,442</b>	<b>2,142,249</b>
<b>UGANDA</b>									
10 to 14	1,279,047	1,290,534	2,569,581	478,005	461,449	939,454	1,757,052	1,751,983	3,509,035
15 to 29	2,593,657	2,508,944	5,102,601	541,002	1,014,569	1,555,571	3,134,659	3,523,513	6,658,172
30 to 44	1,224,022	876,072	2,100,094	373,991	791,767	1,165,758	1,598,013	1,667,839	3,265,852
45 to 59	447,058	257,629	704,687	182,994	466,163	649,157	630,052	723,792	1,353,844
60 to 74	212,934	76,529	289,463	178,196	339,131	517,327	391,130	415,660	806,790
75 and over	50,960	21,823	72,783	91,052	130,232	221,284	142,012	152,055	294,067
<b>Total</b>	<b>5,807,678</b>	<b>5,031,531</b>	<b>10,839,209</b>	<b>1,845,240</b>	<b>3,203,311</b>	<b>5,048,551</b>	<b>7,652,918</b>	<b>8,234,842</b>	<b>15,887,760</b>

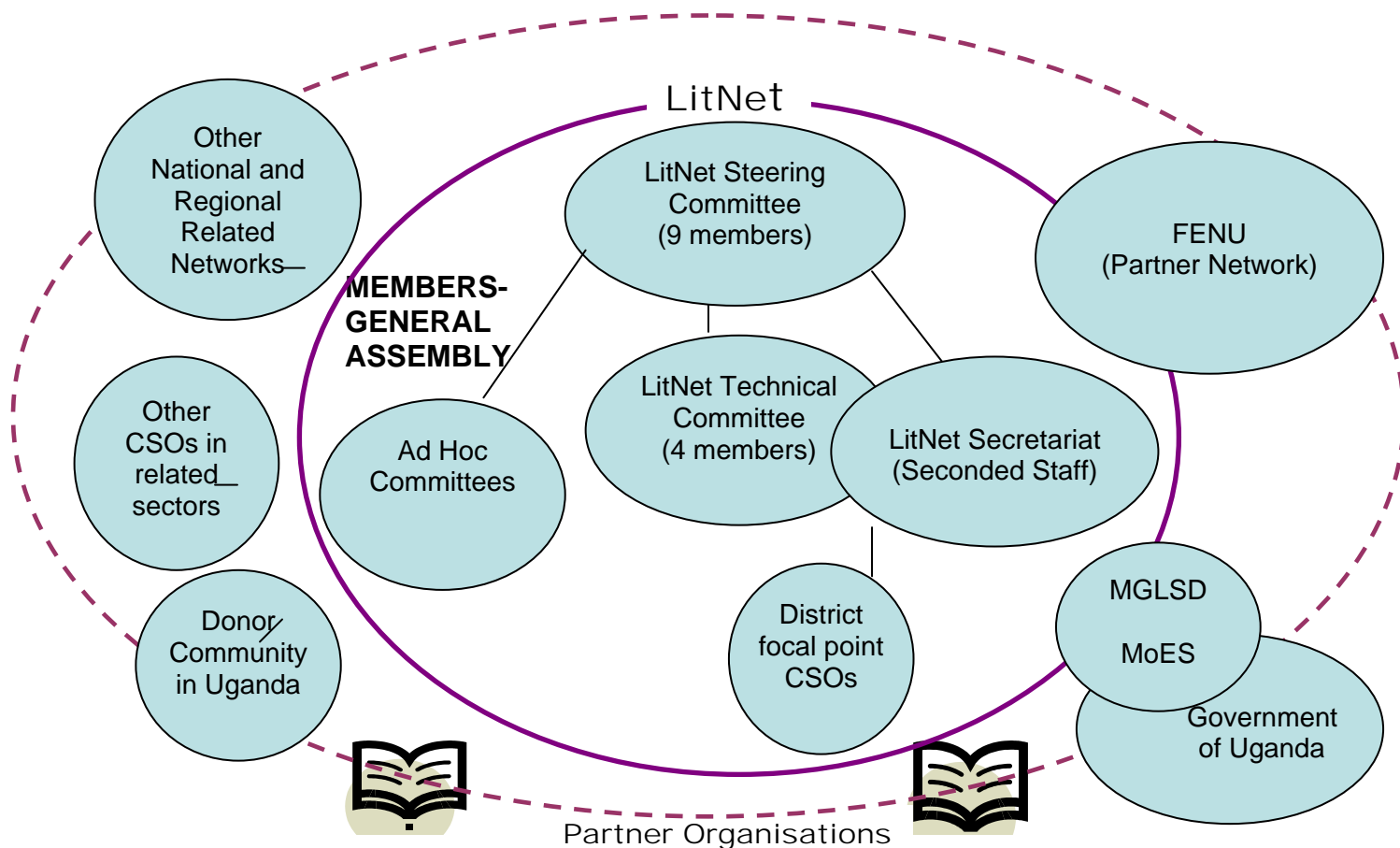
Source: Uganda Bureau of Statistics (2004), National Population and Housing Census 2002

**TABLE A3: Literacy by Sex Distribution for Population Aged 10 Years and Above (1991)**

District	MALE			FEMALE			TOTAL		
	Literate	Total	Percent Literate	Literate	Total	Percent Literate	Literate	Total	Percent Literate
Apac	102,274	145,333	70%	55,577	153,475	36%	157,851	298,808	53%
Arua	131,546	201,169	65%	62,423	223,210	28%	193,969	424,379	46%
Bundibugyo	20,330	37,993	54%	10,294	38,609	27%	30,624	76,602	40%
Bushenyi	111,595	175,530	64%	90,857	193,992	47%	202,452	369,452	55%
Gulu	73,549	113,421	65%	39,410	118,809	33%	112,959	232,230	49%
Hoima	41,945	66,213	63%	32,050	64,834	49%	73,995	131,047	56%
Iganga	167,311	296,438	56%	112,015	318,590	38%	289,326	615,128	47%
Jinja	71,295	95,652	75%	58,318	96,665	60%	129,613	192,317	67%
Kabale	76,668	123,056	62%	60,084	142,745	42%	136,752	265,801	51%
Kabarole	138,649	238,208	58%	99,446	245,590	40%	238,095	483,798	49%
Kalangala	5,720	7,968	72%	3,234	4,477	72%	8,945	12,445	72%
Kampala	244,190	268,174	91%	240,846	280,281	86%	485,036	548,455	88%
Kamuli	74,721	153,886	49%	54,681	163,042	34%	129,404	316,928	41%
Kapchorwa	25,934	37,997	68%	15,137	37,365	41%	41,071	75,362	54%
Kasese	64,374	105,675	61%	43,535	111,558	39%	107,909	217,233	50%
Kibale	41,177	69,380	59%	29,160	69,656	42%	70,337	139,036	51%
Kiboga	29,144	48,784	60%	22,598	45,087	50%	51,742	93,871	55%
Kisoro	23,978	49,637	48%	12,952	62,760	21%	36,930	112,397	33%
Kitgum	68,299	116,219	59%	27,705	128,039	22%	96,004	244,258	39%
Kotido	11,425	58,007	20%	3,766	67,438	6%	15,191	125,445	12%
Kumi	41,056	75,765	54%	26,847	86,507	31%	67,903	162,272	42%
Lira	112,919	164,487	69%	59,093	170,048	32%	167,012	334,535	50%
Luwero	94,225	147,950	64%	81,542	149,105	55%	175,767	297,055	59%
Masaka	176,201	268,745	66%	163,276	276,004	59%	339,477	544,749	62%
Masindi	56,412	88,851	63%	34,435	85,074	40%	90,847	173,925	52%
Mbale	150,876	239,572	63%	115,200	237,245	49%	266,076	476,817	56%
Mbarara	161,241	262,235	61%	120,870	269,970	45%	282,111	532,205	53%
Moroto	9,005	49,411	18%	3,850	63,087	6%	12,855	112,498	11%
Moyo	35,131	56,545	62%	18,696	62,205	30%	53,827	118,750	45%
Mpigi	224,597	298,070	75%	213,993	299,897	31%	438,590	597,967	73%
Mubende	104,207	166,577	63%	86,048	159,982	54%	190,255	326,559	58%
Mukono	178,832	272,182	66%	152,977	268,945	57%	331,809	541,127	61%
Nebbi	66,426	99,683	67%	32,436	111,620	29%	98,862	211,303	47%
Ntungamo	50,838	88,792	57%	37,900	99,132	38%	88,738	187,924	47%
Pallisa	66,226	113,117	59%	43,825	122,755	36%	110,051	235,872	47%
Rakai	73,865	124,277	59%	36,634	128,895	49%	137,499	253,172	54%
Rukungiri	77,068	119,837	64%	65,829	132,500	50%	142,897	252,337	57%
Soroti	87,810	142,324	62%	51,706	154,210	34%	139,516	296,534	47%
Tororo	116,979	182,606	64%	79,527	190,661	42%	196,506	373,267	53%
Total	3,408,038	5,369,766	63%	2,530,772	5,634,094	45%	5,938,810	11,003,860	54%

Source: The 1991 Population and Housing Census, Statistics Department, MFEP.

FIGURE A1: Structure of Literacy Network for Uganda



**Structure Overview:**

**1. Members-General Assembly**

Registered members of the LitNet constitute the General Assembly and participate in the Annual General Workshop. The General Assembly appoints the Steering Committee.

**2. Steering Committee**

The Steering Committee is the overall Governing body of the LitNet. The Steering Committee sets the policy direction and makes decisions by consensus on behalf of the members to ensure that the Network meets its mandates. The members work on a voluntary basis, meeting quarterly.

The Steering Committee elects an Executive Committee composed of a Chairperson, Secretary and Treasurer. The Secretary is from the Host Organisation.

### **3. Secretariat**

The Network Administrator is seconded as staff to the LitNet by the Host Organisation and/or by any other member organisation. The Administrator is responsible for the day-to-day running of the Network. The Secretary and the Host Organisation will provide support to the Secretariat.

The Secretariat is responsible to the Steering Committee

### **4. Technical Committee**

The Technical Committee is appointed by the Steering Committee to undertake and delegate technical work of the Network (e.g. policy analysis, technical reports or instruments, etc.) The Technical Committee acts as a think-tank for the Network on a voluntary basis. Any tasks undertaken by Committee members will be paid as allowed for in the budget.

The Technical Committee keeps in regular contact with the Secretariat and is responsible to the Steering Committee.

### **5. District Focal Point Organisations**

District focal points are identified by the Secretariat to facilitate communication between the local and national level.

### **6. Ad-Hoc Committees**

Ad-Hoc Committees are created as needed to carry out the interests of Network members on specific topics. Committees can be initiated by any body or member of the LitNet with approval of the Steering Committee.

Ad-Hoc Committees keep in regular contact with the Secretariat and are responsible to the Steering Committee.

**TABLE A4: Sectoral Allocation as Percentage Shares to the Government Budget and GDP**

SECTORS	2001/02 Outturn % share GDP	2001/02 Outturn % share Budget	2002/03 Outturn % share GDP	2002/03 Outturn % share Budget	2003/2004 Estimate % share GDP	2003/04 Estimate % share Budget
Accountability	0.2	1.1	0.2	1.2	0.2	1.3
Agriculture	0.4	2.2	0.4	2.3	0.4	2.1
Water	0.5	2.6	0.5	2.6	0.5	2.7
Law & Order	1.2	6.7	1.2	6.9	1.2	6.5
Economic Functions and Social Services	1.1	6.5	1.3	7.2	1.3	7.4
Health	1.5	8.6	1.6	9.0	1.7	9.5
Roads & Works	1.5	8.3	1.3	7.3	1.3	7.3
Security	2.2	12.6	2.5	14.1	2.5	14.4
Public Administration	3.4	19.3	3.1	17.4	2.8	15.9
Education	4.3	24.1	4.2	23.3	4.1	23.0
Interest payments (Domestic and External)	1.4	8.1	1.6	8.6	1.8	9.9
<b>TOTAL</b>	<b>17.8</b>	<b>100.0</b>	<b>18.1</b>	<b>100.0</b>	<b>17.7</b>	<b>100.0</b>

Source: Ministry of Finance Planning and Economic Development (2004), *Budget at a Glance*, Kampala

**TABLE A5: Uganda Budget 2003/04: Resource Envelope (In Billion Shs)**

	2001/02 Outturn	2002/03 Outturn	2003/04 Budget
<b>Inflows</b>			
<b>A. Domestic Resources</b>	1259.60	1456.70	1709.00
Uganda Revenue Authority	1212.20	1408.00	1655.20
Non Uganda Revenue Authority	41.40	24.60	35.70
Loan Repayments	6.00	24.10	28.70
<b>B. Budget Support</b>	712.48	816.40	737.80
Grants	363.83	456.30	537.90
Loans	348.65	360.10	199.90
<b>C. Total Resource Inflows</b>	<b>1972.08</b>	<b>2273.10</b>	<b>2446.80</b>
<b>Outflows</b>			
D. External Debt Repayments	-66.00	-95.00	-159.90
E. Domestic Financing	-75.20	-17.20	100.10
F. Arrears Repayments	-115.20	-53.30	-45.00
<b>G. Total Available for Budget</b>	<b>1715.68</b>	<b>2109.60</b>	<b>2342.00</b>

Source: Ministry of Finance Planning and Economic Development (2004), *Budget at a Glance*, Kampala