

A TEACHER INCENTIVE FRAMEWORK FOR UGANDA



Ministry of
Education and Sports



A TEACHER INCENTIVE FRAMEWORK (TIF) FOR UGANDA

Submitted to:

MINISTRY OF EDUCATION AND SPORTS
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Purpose and Intended Audience

This document presents a teacher incentive framework designed for Uganda. The framework is aimed at addressing teacher motivation challenges especially for primary school teachers who form the bulk of the teaching force in the country. Proposals, however, go beyond the primary level to cover all other levels of education. The document discusses the theory of change that provides a chain of activities intended to produce better learning outcomes among the learners. There are detailed strategies presented of how the various stakeholders can address the teacher motivation issues using a systems approach both in the immediate and medium term perspectives.

This document is intended for policy makers, researchers, development partners, community leaders, school administrators, teacher trade unions and other sector players who have an interest in improving teacher performance and learner outcomes. Government needs to demonstrate total commitment to implement the suggested proposals through providing needed policy direction and required resources. We anticipate that the effectiveness and efficiency of strategies proposed in this strategy will be regularly reviewed and updated to reflect the changes in the environment. The framework should also be implemented alongside other policy frameworks critical of which is the National Teacher Policy (2017), The Teacher Competence Framework (2017) and the Scheme of Service (2008) among others. A systems approach to comprehensively dealing with the implementation is proposed.

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FOREWORD

The Government of Uganda through the Ministry of Education and Sports is committed to providing quality education to its citizens at various levels. The Mission of the Ministry is “to provide for, support, guide, coordinate, regulate and promote quality education and sports to all persons in Uganda for national integration, individual and national development” while its vision is “Quality Education and Sports For All”. The Ministry has four strategic objectives intended to achieve its mission:-

1. To ensure universal and equitable access to quality basic education for all children through:
 - Early Childhood Care and Development for children up to 8 years.
 - Universal Primary Education for children from 6 years to 12 years
 - Education for the disadvantaged groups from 6 years to 18 years
2. To improve the Quality of Education:-
 - In Primary Education by ensuring pass rates in literacy and numeracy (at the appropriate class grade) levels through the National Assessment of Progress of Education (NAPE).
 - In Post-primary Education by ensuring achievements attainment targets and pass rates in English, Mathematics, Science and Information Technology.
3. To ensure equal access by Gender, District and Special Needs at all levels of Education.
4. To build capacity of districts by helping Education Managers acquire and improve on their knowledge, skills and attitudes to be able to plan, monitor, account and perform managerial functions.

Concerns about the effectiveness of teachers and improved learning outcomes are growing across both developed and developing nations. In developing countries, however, with the now widely reported increasing teacher attrition, absenteeism and shortages of competent and well-motivated teachers in most parts of Africa, the debate and actual need for appropriate reward systems that touch both intrinsic and extrinsic variables has become an urgent matter of policy and academic discourse.

At the heart of any sound education system in each of the levels of education are teachers. Teachers are the engine upon which the system runs and they play a number of roles singly or collectively to enable the system deliver the desired results. At the core of their work, teachers define what should be taught, how it should be taught and how knowledge assimilation and skills transfer should be assessed. Teachers, therefore, should always become central actors in any education system. Their motivation needs to be a primary concern of any government.

A study report on Teacher Issues in Sub-Saharan Africa, commonly known as the TISSA Report (2013), documented how motivation of teachers was one of the critical factors which were affecting the quality of education in Uganda. While teacher motivation was presumably fundamental to the teaching and learning process at different levels, over half of all teachers surveyed reported that that they were not motivated and that this demanded immediate attention. Other studies at; national, regional and international levels have revealed how job satisfaction, reward systems, professional training and development and work situational-factors affect teacher motivation.

With the support of UNICEF, the MoES through the Teacher Instruction Education and Training Department (TIET) engaged the services of a consultant to develop a framework that can guide the ministry and other different

players in improving the motivation of teachers in Uganda. The major role of TIET is to support training and development of professionally competent, motivated and ethical teachers throughout the education system. The framework has been developed through a consultative process and was preceded by a detailed comparative review of literature of what other countries have done at policy, school, teacher and community levels. The framework has been validated through stakeholder workshops and is now ready for implementation.

This framework provides one central coordinating policy framework upon which different interventions should be based. The framework is based on a community-based foundation logic with three pillars of professional rewards, accountability pressures and financial incentives intended to support the development of a motivated teacher who is effective enough to contribute to better learning outcomes. The framework identifies short-term and long-term strategies around each of these pillars that need to be implemented by government at all levels, the school management in its broad definition, with support of development partners and other critical players to turn around the country's education system. The system will require strong adoption of ICT systems and other appropriate systems and processes for monitoring and inspection.

As a Ministry, our next immediate steps will be to buy in all political and technical players to support the implementation of the policy. The Ministry will develop an action plan for the implementation of the accepted proposals in the framework which will include seeking the necessary financial support of government and other players.

Finally, on behalf of Government of Uganda and the Ministry, I wish to extend our deep appreciation to our development partners (UNICEF) for yet another positive gesture in supporting the development of the framework. I wish to thank the TIET department and other staff of the Ministry who directly supervised this important assignment. We appreciate all other stakeholders who gave their views during this process and to the consultants from Radix Management Consulting and their international specialist for their work in developing the framework.

Mr. Alex Kakooza

PERMANENT SECRETARY, MINISTRY OF EDUCATION AND SPORTS

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This is to extend appreciation to the following individuals and organizations who contributed immensely to the development of this framework. Firstly, Dr. Jane Egau, Commissioner, Mr. Ndyabahika Web, Assistant Commissioner and Ms Annet Mugisha, Senior Education Officer, and Mr. Tabura Andrew from Teacher Instruction Education and Training (TIET) did a commendable job. Secondly, Ms Esther Akwii, Ms Emmie Pakkala and the whole UNICEF team. Thirdly, Mr. James Tweheyo, Secretary General of Uganda National Teacher's Union (UNATU) and his team who were involved at various stages of the assignment. Fourthly, all the members of the Teacher Education Working Group (TWEG), civil society organizations, District Education Officers, inspectors, and school managers for their valuable inputs. Finally, the teachers, lecturers, and tutors in various regions whose views were sought during the development of this framework.

Our international partner, Dr. Paul Bennell, did a commendable job during the execution of the assignment. Radix Management Consulting would also like to thank most sincerely its team of consultants and researchers, research assistants and back office staff who worked tirelessly in ensuring the successful completion of this important national assignment.

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Radix Management Consulting (U) Ltd

LIST OF ACRONYMS

Term	Definition and Description
BOGs	Board of Governors
CCTs	Coordinating Centre Tutors
CPD	Continuous Professional Development
CSOs	Civil Society Organizations
DEOs	District Education Officers
EDP	Education Development Partners
ESC	Education Service Commission
EFA	Education for All
EMIS	Education Management Information System
ESA	Education Standards Agency
ESSP	Education Sector Strategic Plan
GOU	Government of Uganda
ICT	Information Communication Technology
IMF	International Monetary Fund
IPPS	Integrated Personnel and Payroll System
MES	Monitoring and Evaluation Systems
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance Planning and Economic Development
MoLG	Ministry of Local Government
MoPS	Ministry of Public Service
NGOs	Non-Governmental Organizations
NPA	National Planning Authority
NRM	National Resistance Movement
NTCs	National Teacher's Colleges
PTAs	Parents-Teachers Associations
PTCs	Primary Teacher's Colleges
SABER	Systems Approach to Better Education Results
SACCO	Savings and Credit Cooperative Organization
SDGs	Sustainable Development Goals
SMCs	School Management Committees
SWG	Sector Working Group
TIET	Teacher Instruction and Education Department
TIF- Uganda	Teacher Incentive Framework- Uganda
TISSA	Teacher Issues in Sub-Saharan Africa
TOC	Theory of Change

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TORs	Terms of Reference
TSC	Teaching Service Commission
TSS	Teacher Scheme of Services
U7, U6, U5, etc.	Grade on the salary scale, U7 being the lowest
UBOS	Uganda Bureau of Statistics
UNATU	Uganda National Teacher's Union
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children Education Fund
UNTP	Uganda National Teacher Policy
UPE	Universal Primary Education
USE	Universal Secondary Education

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CHAPTER 1: INTRODUCTION

Teacher motivation is a critical issue in the Ugandan education system as it impacts significantly on teacher effectiveness and learner outcomes. Providing an effective teacher requires a set of coordinated policies, systems and structures that ensure attracting the right individuals into the teaching profession; providing good training programmes, ensuring an adequate supply of well trained teachers; providing the teachers with required tools and conducive environment to do teaching, ensuring there are systems and structures for inspection, and monitoring the teachers in the system; ensuring continuous training systems that equip teachers in service with the required new skills and competences through effective systems for teacher management; and career structures that result in consistent, high-quality performance by teachers. To undertake these activities, a framework is needed to provide guided action for all stakeholders.

This document provides the details of a Teacher Incentive Framework (TIF) for Uganda. This introductory chapter sets out the objectives of the TIF, the process description of how it was developed and the structure of the framework.

1.1 Objectives of the Teacher Incentive Framework

The main objective of the TIF is to stimulate thinking about teacher motivation, drive policy development, and energize the implementation of a national teacher motivation strategy in a systematic, pragmatic and sustainable manner. The development of a TIF is formally included in the newly developed Uganda National Teacher Policy (UNTP).

Teacher motivation cuts across a number of stakeholders including government, school management, teacher unions and community. At government level, the focus is mainly on policy development, remuneration, conditions of service, the quality of pre-service training and continuous professional development, and the effectiveness and transparency of the recruitment and deployment processes. These are all key in attracting and retaining motivated teachers at the school level. The nature and ownership of schools, conditions of work, school location and the head teacher's management style are also critical determinants of teacher motivation. At the teacher union level, access to professional development opportunities, contribution to policy development, participation in decision-making processes (having a voice), job stability and welfare are some of the support systems of teacher motivation. And finally, at the community level, teacher recognition, prestige, and the relationship with the community are some of variables for enhancing teacher motivation.

The proposed TIF is informed by an extensive review of teacher motivation issues in Uganda and other selected countries. This comprehensive literature review focused (submitted as a stand-alone deliverable for this assignment) on teacher motivation policies and strategies across a number of countries in East and Southern Africa (Uganda, Kenya, Tanzania, Rwanda, Botswana, South Africa, and Mauritius) as well as Brazil, Finland, Singapore, Chile, and China-Shanghai.

1.2 Methodological Process

The TIF design process comprised of four stages; (1) establishing requirements for the framework through literature review and survey of key stakeholders, (2) design of the TIF with its elements, (3) seeking of stakeholder feedback and (4) refinement of the TIF design and submission to the client. While some of these processes had distinct outputs, there is a linkage between each of the stages and this framework. There is a costed implementation plan attached to this framework.

The preliminary survey of the state of teacher motivation in Uganda was the starting point for this assignment. Various policy documents and studies which have been done on the subject in Uganda were reviewed. A range of inception phase activities were undertaken by consultants in consultation with TIET, UNICEF and the MoES M&E technical committee. The consultants subsequently conducted a survey involving a set of stakeholders- teachers, education policy makers, teacher's union, community, religious leaders, and development partners. This provided a good understanding of the state of teacher motivation across the country and the opinions of various stakeholders on what was needed to address low motivational levels.

A draft TIF was developed and subjected to internal and external review. The review process involved several stakeholder workshop sessions and use of experts. The framework benefited from additional information gathering through conducting specific interviews with key stakeholders in Ministry of Education and Sports, the Education Service Commission (ESC), NATU, Ministry of Finance, Planning and Economic Development and Ministry of Public service. The interviews were supplemented by specific secondary education review of statistics from Education Management information system (EMIS), Ministry of Public Service and Ministry of Finance. This information gathered was used to refine the design of the TIF -Uganda and the strategies proposed to guide implementation.

The draft TIF was presented to a stakeholder's meeting involving various categories of participants from Education Service Commission, MoES, UNICEF, consultants working on other education policies including the national teacher policy, CSOs working on teacher motivation, and the teacher's union.

The consultants subjected the framework to both internal and external quality assurance processes before it was edited and formatted. The framework guided the development of the costed implementation plan based on the action strategies and recommendations that had been made on each of the pillars of the framework. In addition, the relevant instruments/tools for assessment as well as the M&E framework for the assessment of TIF were developed. The final framework was presented to the MOES M&E technical working group for final approval before submission.

1.3 Document Structure

The rest of the document is arranged in seven chapters. Chapter 2 presents the theoretical basis of the model and a detailed description of the TIF. The chapter also discusses the theory of change which inspired the design of the framework. The core pillars of the incentives framework, namely financial rewards, professional incentives and accountability pressures are discussed in detail. Chapter 3 presents a situational analysis which includes the best practices table, the current policies, and the status of implementation to date. Chapter 4 discusses the short-term strategies recommended for implementation while chapter 5 discusses the long-term priority actions. Chapter 6 discusses the monitoring and evaluation arrangements for the TIF. Finally, in chapter 7, we draw conclusions and summary best practices.

CHAPTER 2. TEACHER INCENTIVE FRAMEWORK (TIF) FOR UGANDA

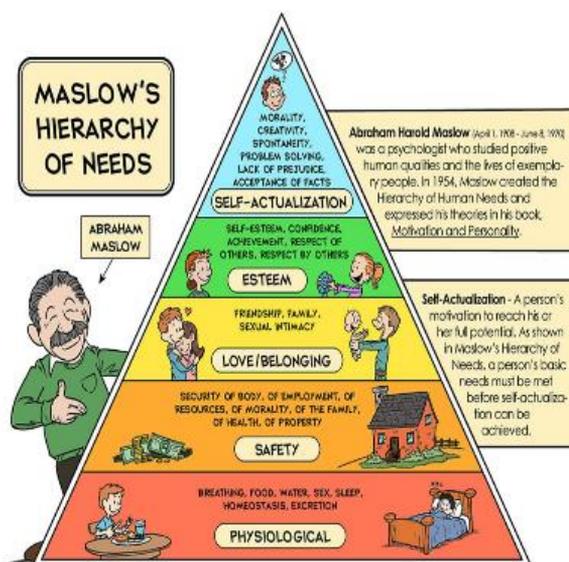
This chapter presents a detailed description of the TIF for Uganda. In section 2.1, the theory of change guiding the framework design is discussed. In section 2.2, the theoretical basis of the framework is discussed. In section 2.3, the framework and its three core pillars namely financial incentives, professional rewards and accountability pressures are described. In section 2.4., the philosophy behind it is discussed.

2.1. The theoretical basis of the TIF

For the purposes of this study, we have used Bennell’s (2004) conceptualization of teacher motivation as “work motivation” and the “psychological processes which influences an individual behavior with respect to attainment of workplace goals”. The thinking behind this conceptualization of teacher motivation is guided by the understanding that personal goals play a key role in shaping an individuals’ motivation to succeed. Teacher motivation theories can be broadly classified into two main groups. First, are economically oriented theories that emphasize monetary and material (extrinsic) rewards as the primary driver of teacher motivation. Second, are more psychologically oriented theories that emphasize non-monetary, (intrinsic) drivers of motivation. Below we describe the key theories of motivation that explain the proposals contained in the TIF for Uganda.

2.1.1. Maslow’s Needs theory

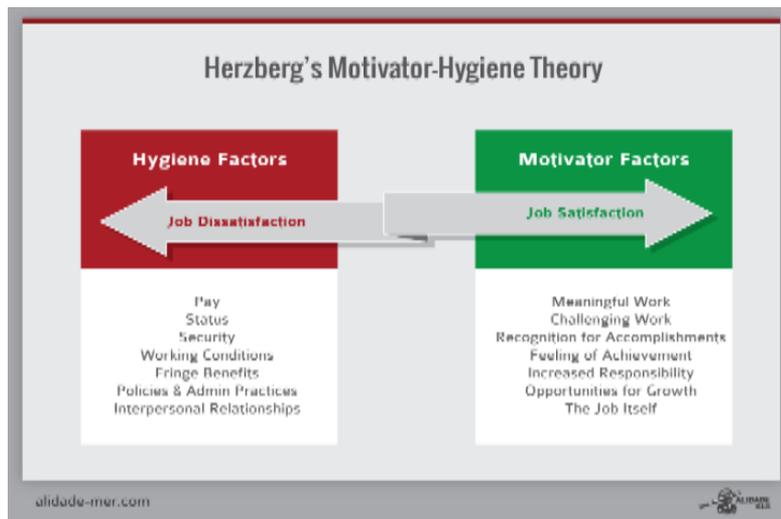
Maslow’s (1943) Hierarchy of Needs theory is based on the satisfaction of both extrinsic and intrinsic motivational needs. The theory defines five levels of needs; physiological (thirst and hunger), safety (security and protection), love and belongingness, self-esteem and self- actualization (Maslow, 1943). A key proposition of this theory is that, if the lower level (largely extrinsic) needs are not fulfilled then the higher level (mainly intrinsic) needs which are absolutely essential to achieve well motivated individuals cannot be realized



Thus, according to Maslow’s theory, the need to satisfy basic survival requirements is an absolute precondition in order for an individual to be adequately motivated. It is therefore, particularly relevant in addressing motivation issues of teachers in emerging economies like Uganda where teachers still face critical survival challenges due to poor and irregular pay and very difficult working conditions. Teachers who are tired and hungry and excessively preoccupied with meeting their basic livelihood needs, are unlikely to be involved in professional development activities, nor will society attach much prestige and recognition to such teachers. Most primary school teachers in Uganda, in particular, are living a life of mere, day-to-day survival. This is not only disastrous for the educational system in the country but also the quality of teaching is profoundly affected by the demotivated teacher. Accordingly, the TIF emphasizes the need to address the basic needs of teachers in a systematic way.

2.1.2. Herzberg's Two Factor Theory

Another particularly relevant motivation theory is Herzberg's (1966) motivation-hygiene theory (Herzberg, 1966). This theory postulates that employee job satisfaction can be enhanced by the existence of hygiene factors and their absence results in demotivation. Teachers in Uganda, just like any other employees, are affected by these hygiene-motivation factors.

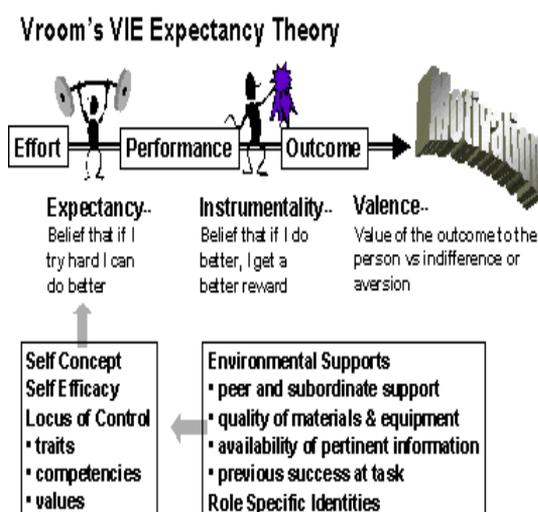


This hypothesis is based on what is often referred to as “Herzberg’s Two Factor Theory”. In the TIF, involvement of teachers in decision-making is considered an important action point to address the professional standing of teachers and improving their professional development status. As the theory suggests, school management can apply Herzberg’s ideas in the motivation of their staff through the involvement of staff in decision-making, professional and personal growth activities, collegial relationships and teamwork.

This theory can be applied in compliment with Locke’s (1976) Theory of Participative Definition of Goals which postulates that goal clarity and transparent employee appraisal provide an intrinsic motivation to employees. In short, teachers are strongly (intrinsically) motivated when they are centrally involved in decision making in their schools.

2.1.3 Vroom's Expectancy Theory

Vroom's expectancy theory (1964) focuses on explaining employee behaviors within an organization in terms of efforts and attitude. It also prescribes strategies that organizations can implement to encourage employees to focus their efforts in achieving both organization and individual goals.



This theory is very relevant to teacher management in developing countries because of its recognition that the links between effort and reward may be very tenuous. For example, increased pay for teachers might not necessarily motivate them if they have no confidence in the appraisal system which resulted in the pay increase or if they have higher expectation of their true economic value. It is crucial; therefore, education systems promote merit-based systems of promotion, professional development and deployment.

2.1.4 Equity Theory

Equity theories are also very helpful in conceptualizing the motivational needs of teachers (see (Wilson and Rosenfeld, 1990). As with any other professional group, teachers normally compare their efforts and rewards with professionals with similar levels of qualification. The peers in question may be in other occupations as well as within the teaching profession. Such comparisons are likely to influence teachers' perceptions of their own status and worth. We have, therefore, the proposed salary increments for teachers which are presented in the TIF e have been computed on the basis of a comparative analysis of salary of other similar professions like medical workers, accountants, lawyers and engineers as determined by the Uganda's Equal Opportunities Commission.

2.2. Theory of Change

It is well documented that well motivated and competent teachers are at the very heart of all sound, high performing education systems (Bruns, et al, 2015; Bramwell, et al, 2014; Zeitlin, et al., 2011). At the same time, numerous studies indicate that teacher motivation issues are complex and multi-faceted. As such, they tend to be highly context specific so what works in one country may not necessarily produce positive results in another country. Motivation issues are deeply embedded in the intricate web of social and economic relations in each country and neighborhood. There are, however, certain teacher motivation issues that have become universal due to the consistent research findings that have supported their applicability in different contexts. For example, that the outcome of any education system are better learner outcomes is out of contention. All good education systems thus have this long-term outcome.

While different factors account in various ways to the production of better learner outcomes, the role of teachers is unquestionably clear. Teachers have often been blamed for the problems of the school system and students' deficient learning achievement, but teachers are still seen as crucial for virtually all interventions that are needed to address education problems in any country. Teachers have been referred to as the engine of any good education system as they determine what to teach, how to teach and how to assess whether learner outcomes have been attained. However, for the teachers to positively accomplish this task, their success and failure is dependent on other elements of the education system whereupon the policies, systems and regulations at all levels of government, school and the community must be supportive of their goals to enable them become motivated and effective. The theory of change suggests that for learner outcomes to be achieved, there must be motivated, professional and competent teachers.

To produce motivated, professional and competent teachers is a function of government policies regarding the chain of the teaching cycle. We consider, for example, the teacher training systems, the deployment policies of teachers and professional development policies among others as important processes likely to ensure the caliber of teachers required. These processes relate to a whole range of other factors that make an education system function appropriately. The processes, however, do not work in isolation as they require inputs in the form of finances, personnel, infrastructure and policies.

It should be emphasized that the chain of activities in the theory of change presented below may not always be linear as education systems operate under the influence of internal and external forces. Changes in the environment in which the system operates may create its own changes on the flow of the processes. It is, therefore, important for education planners to consider important assumptions and risks that could be taken into account at planning stages of any teacher motivation intervention initiative.

Figure 1: Theory of Change

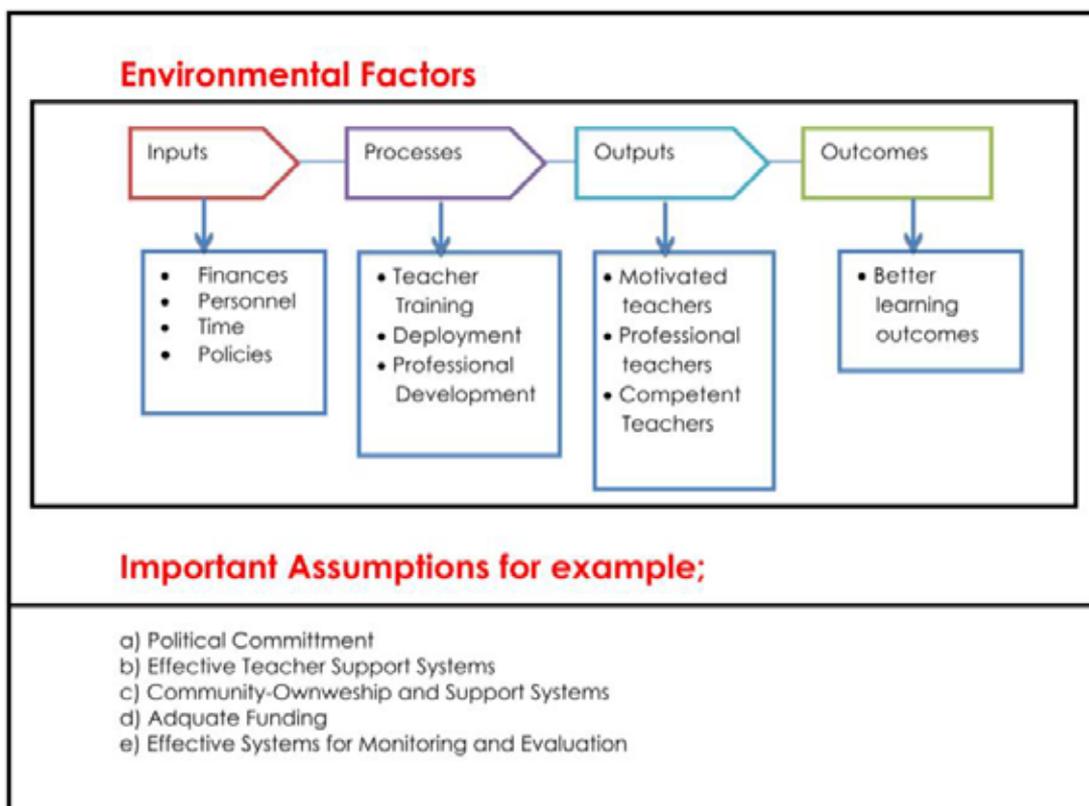


Figure 1: Theory of Change

The theory of changes above assumes that important inputs are required to drive the processes of an education system. These processes, once effectively implemented through appropriate systems and structures of a country’s education framework, should generate outputs which, in this context, relate to better motivated, effective teachers. In the medium-longer term, the changes should result in better learner outcomes. There are however important factors or assumptions to be taken into consideration. The performance of the whole results chain is influenced by the environmental factors positively or negatively. The theory of change works alongside the systems theory logic of education systems since analysing any education system requires systems thinking.

A systems approach should enable education policy planners to analyze effectively the many internal and external ‘environmental’ factors that affect teacher motivations. The internal environment consists of motivational factors that the education system can directly influence such as teacher training and deployment, while the external environment refers to factors outside the control of the education system itself such as the overall performance of the economy, which has a direct impact on the attractiveness of teacher wages and benefits. The internal environment consists of elements and processes which are implemented to stimulate teacher motivation. It is important to appreciate that teacher motivation is driven by both extrinsic and intrinsic rewards. Extrinsic rewards, are economically oriented factors which emphasize monetary incentives and are the primary drivers of employee motivation. Intrinsic rewards relate to more psychologically-oriented, non-monetary incentives.

2.3. Teacher Incentive Framework (TIF-Uganda)

The TIF also draws heavily on the conceptual framework developed by Vegas and Umansky (2005) which groups teacher rewards into three main categories, namely; professional rewards, financial incentives and accountability pressures (see Figures 2 and 3).



Figure 2: The Vegas and Umansky (2005) Teacher Incentive Framework

Financial (extrinsic) rewards focus directly on meeting the basic (physiological) needs of teachers and thus include basic pay, pensions, other monetary and non-monetary benefits and bonus, performance-related pay. Professional rewards consist of strategies designed to stimulate the higher (intrinsic) motivational needs of teacher especially as these relate to teachers’ recognition and prestige in society, the working conditions of teachers and avenues of professional growth. Accountability pressures focus on job stability, managerial feedback, and client feedback. Successful education systems are anchored on strong community involvement and accountability, hence the global trend of decentralizing education service delivery to local governments and communities.

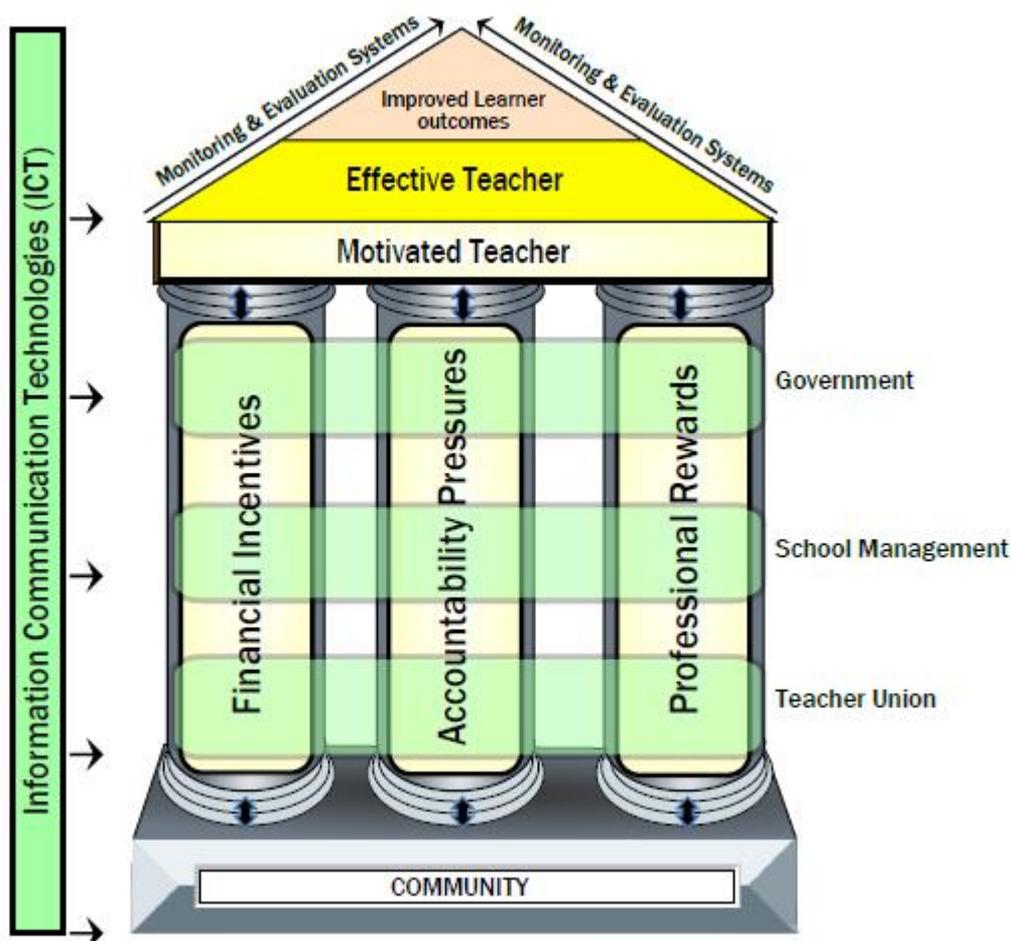


Figure 3: Teacher Incentive Framework for Uganda

The above model sees community systems as being the foundation upon which any improvement strategy should be anchored. Teachers work and live in local communities and the structures in any school environment can be effectively exploited to produce the motivated, effective and competent teacher. The model has three pillars and these should be supported by appropriate policies, structures, systems and regulations at government level, the school level and the teacher’s union among others. The systems at each of these levels should be supported by appropriate adoption of ICT. Government and the education sector must also establish strong systems for monitoring and inspection if attainment of the desired goals-learner outcomes is to be accomplished.

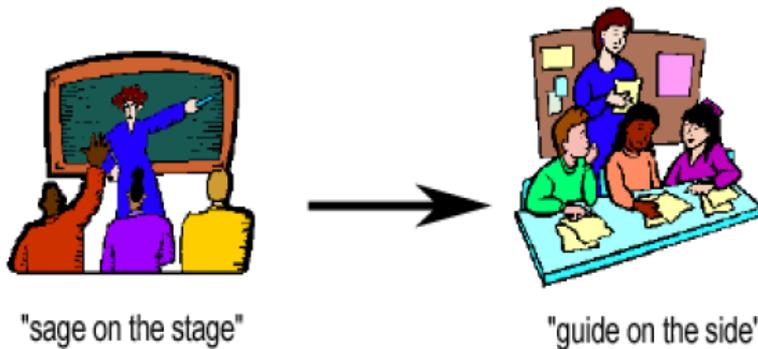
2.4. Philosophy of the Framework and Guiding Principles

Considering what has taken place globally, regionally and within Uganda, it is clear that teacher motivation is driven by some underpinning forces. Once these forces are not taken care of, teacher motivations gravitates to lower levels. The four dominant driving forces are social, political, technological and financial.

The social driving force is inclined towards motivation factors that make the teacher content within the society they live in and these could be both intrinsic and extrinsic factors. The political forces are those attributed to the political environment that the teachers are working in and the value attached to them by the policy makers. Teacher associations play a key role in improving teacher motivation and, therefore, should be given proper

political recognition. If the political environment does not take education as a priority, then most likely the teacher will be greatly affected. The technological factors relate to the deployment of modern technology in education delivery. Timely, regular and adequate pay are the financial factors that influence teacher motivation and yet in Uganda teacher pay still poses a great challenge to teacher motivation. If teacher motivation is to be improved in Uganda these forces have to be taken care of in relation to other teacher motivation strategies.

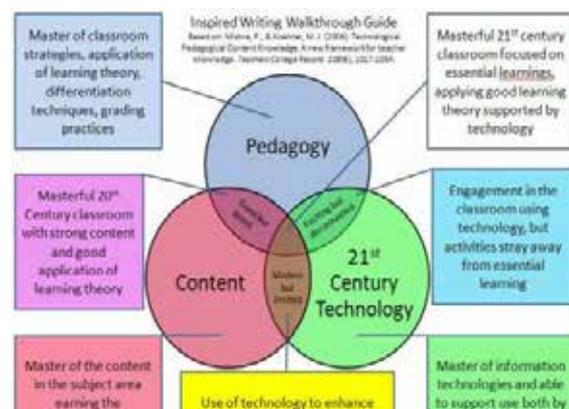
Today, there is a paradigm shift in the way we teach and learn. The role of a teacher has changed or is changing significantly from “sage on the stage” to a “guide on the side” (Pôle de Dakar, 2014). The education system globally is moving from instruction paradigm, in which a teacher transfers knowledge to the learners, to a learning paradigm, in which a teacher’s role is that of coaching and mentorship (Ursulla et al, 2015; Lauwerier, et al, 2015).



The new teaching and learning paradigm requires teachers to be prepared to participate in knowledge co-creation with learners. The acknowledgement of the limitation in the current teacher training systems in line with the new roles of teachers in schools is pushing for reforms on teacher training and management systems (OECD, 2010).

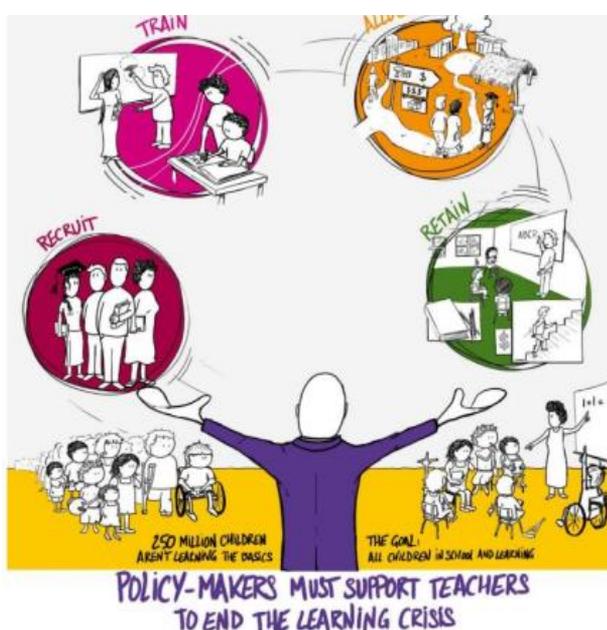
Research shows that the quality of the student’s learning outcomes and knowledge assimilation is greatly improved by the level of teacher dedication and motivation (MoE, 2012; Ursulla et al, 2015; Zablon, et al, 2016). Therefore, recruiting and retaining motivated teachers is key to enhancing the quality of education students receive. But, teacher motivation is linked to teacher training, experience, prestige and working conditions (Aluko, et al., 2013; Onjoro, et al, 2015; Lauwerier, et al, 2015). According to the Education Sector Performance Report of 2016 (Education Planning and Policy Analysis Department, 2016; Museveni, 2016), the Uganda government has positioned teacher training and transition to student centered learning as a cornerstone of the upcoming teacher policy.

Teacher motivation is linked to the attainment of teacher competencies. For teachers to perform their roles effectively they must possess the required competences to facilitate knowledge and skills transfer to students and peers. Broadly, teacher competences are categorized into; mastery of subject matter (knowledge of the subject) and awareness and application of sound pedagogic approaches (means of facilitating learning) (Schieb, et al., 2011). Mastery of knowledge by a teacher refers to awareness and understanding of a given knowledge set a teacher should have (Schieb,et al., 2011). In a British study of the knowledge activities of primary school teachers, Turner-Bisset (1999) referred, to eleven sets of knowledge an effective teacher must have, these include; inter alia, subject knowledge, general pedagogic knowledge, knowledge of learners, knowledge of self, knowledge of educational contexts and knowledge of educational ends, purposes and values.



Bosted and Johnson's (2005) in their study on teacher competences, observed that teachers should have: knowledge about learning; knowledge of curriculum content; a wide range of teaching practices and methods; knowledge and understanding of particular pupils; knowledge about the complex and compelling forces that influence daily living in a changing world and the ability to adapt teaching practices and methods. It is important to note that the evolution of Information Communication Technologies (ICT) and the paradigm shift in education systems, have led to increased demands on teachers as the ICT have created boundary-less classes/school with the concept of any time and any place is learning time and place.

Support systems are necessary to help improve instruction at the school level. In order to constantly improve instructional practice, teachers and schools need to be able to analyze specific challenges they face in classroom teaching, have access to information on best practices to address these challenges, and receive specific external support tailored to their needs. The SABER-Teachers model that considers three-policy intervention that schools can implement to achieve this goal including availing professional development opportunities to teachers, enhancing peer collaboration and experience sharing, and contextualizing professional development to reflect the individual teacher needs is an important guiding considering to be relied upon by education planners to shape motivation policy interventions.



Assessing how well teachers are teaching and whether students are learning is not only essential for devising strategies for improving teaching and learning, but also for motivating teachers. Identifying low-performing teachers and students is critical in order to provide adequate support and improve the educational outcomes of the learner. The teacher and student evaluation also helps to identify good practices which can be shared across the entire educational system. The crisis that exists around monitoring teaching and learning is that there is no formal system that has been deployed across schools to track and evaluate that teaching and learning is going on. Centrally, it is very hard to know how teaching is being undertaken and correlate it to students' performance. Data that is generated from tracking and monitoring teaching

and learning can be very effective in decision-making on issues that relate to performance of teachers. Therefore, hardworking and weak performing teachers are treated the same way without rewarding those who work more and hence demotivating others. An ICT based appraisal system that is transparent and believed in by the teachers can generate good data that can be used reward teachers. However, this does not exist and the manual appraisal system in place is not supported by the teachers who believe it is prejudiced.

CHAPTER 3: SITUATIONAL ANALYSIS

This chapter discusses the situational analysis of teacher motivation issues in Uganda and other countries. The chapter discusses the current policy framework, and the implementation status of previous interventions based on the pillars and dimensions of the TIF.

3.1. Policy, Legal and Institutional Arrangements

The TIF for Uganda needs to be implemented within the context of the country's current policy, legal and institutional arrangements and as changes are effected in the long run. The Constitution of the Republic of Uganda provides the overriding legal framework for Education. **Education (Pre-Primary, Primary and Post-Primary) Act, 2008 provides a** Policy on the provision of education and training, and Responsibilities of stakeholders in education and training among other policy provisions. MoES has a strategic sector investment plan that provides an overall framework for the coordination for the sector. There are, of course, international commitments to education that Uganda needs to consider in its endeavour to improve education standards. The Sustainable Development Goals (SDGs) is only one of the many international policy frameworks to consider in the country's education planning.

At the policy level, teacher's expectation is clearly set by MoES according to the Education Act of 2008 (Parliament of Uganda, 2008; MoES, 2010a; Education Planning Department, 2004). MOES through its relevant agencies is responsible for setting goals and aims of the education sector; defining and enforcing the implementation of the national curriculum, and determining the language and medium of instruction (Directorate of Education Standards, 2007). The national curriculum is determined by the National Curriculum Development Center (NCDC), and all districts need to comply with it. Functions of the NCDC are: to carry out curriculum reform, to initiate new syllabuses and revise existing ones; to draft teaching schemes, textbooks, teachers' manuals and examination syllabuses in cooperation with teaching institutions and examining bodies; and to design and develop teaching aids and instructional materials, among other activities. For example, the "In-service" guidelines for teacher on the teaching of Reading and Writing" provides for each grade in the lower primary school the topics to be covered each term and the competences that students are expected to master (NCDC, 2005).

The responsibilities of teachers and associated duties are officially stipulated in the Scheme of Service for Teaching Personnel (Service for Teaching Personnel, 2008; Directorate of Education Standards, 2007; Ministry of Education and Sports, 2012). There is also the New Teacher Policy for Uganda (2017) which provides for the vision, mission, guiding principles and objectives for teachers in Uganda. The policy stipulates the expected outcomes and strategies for teacher management, teacher training, teacher standards and qualifications, the adoption of ICT in education, Gender inclusion and equity considerations, and sustainable development. The policy also provides for implementation arrangements that hinge on a partnership based approach. Roles and responsibilities of various stakeholders are discussed and the policy provides coordination mechanisms.

Official teacher tasks vary depending on the rank of the teaching career ladder the teacher belongs to. The teacher scheme of service specifies that Education Assistants (primary schools classroom teachers) are expected; to prepare lesson plans and schemes of work in line with the national curriculum, conduct lessons, evaluate student performance, keep class records, and participate in co-curricular activities and community activities. Principal Education Assistants (classroom teachers in the highest rank of the teaching career ladder) are expected to carry out the same tasks as Education Assistants, but must, in addition, mentor other teachers

and coordinate departmental academic programs, community engagements and work plan (Ministry of Education and Sports, 2012).

While the general expectations for teachers are set at national level, the education decentralization policy mandates school administrators (school level strategy) to define teachers' effort distribution among the core tasks in line with the local context needs during the official working time, which is essentially 40 hours a week per the public service standing orders (MOES, 2010a; 2012; MOES Education Planning Department, 2004; Government of Uganda, 2010). Therefore, the crisis sighted around setting clear expectations for teachers is that the teachers' hours of work (working time) and the specific distribution of efforts on the teachers' roles are not well defined and hence not recognized during appraisal. This means that the teachers end up doing more than they are supposed to be doing which is never recognized hence leading to de--motivation.



To become a licensed teacher in Uganda, the aspirant has to complete an approved course of training as a teacher and obtain a certificate in teaching as stipulated in the Education Act of 2008 (Parliament of Uganda, 2008) and the Scheme of Service of Teaching Personnel 2008 (Education Service Commission, 2008). For primary school teachers, such a certificate can be obtained after successful completion of a two-year teacher education course at a Primary Teacher College (PTC). In order to be admitted to a PTC, a candidate must have completed lower secondary education, that is, 11 years of education. Secondary school teachers can obtain their teaching certificate either at a National Teacher College (NTC), through a two-year course that takes place after the end of secondary school (13 years of education), or at a three-year course at university that leads to a Bachelor's degree in Education. These entry requirements largely signal teaching, particularly primary school teaching, as a lower status profession as compared to other professions that require a university degree, potentially making it less attractive for talented secondary school graduates when making their career choices. Rational, Competitive and Regular Pay and Access to

Finance: For long it has been a public secret that, teachers in Uganda are among the lowest paid professional civil servants.

3.2. Best Practices and Implementation status

The table below discusses the elements of the teacher incentive framework for Uganda.

	Evidence base	Best practice	Current initiatives		Implementation
			Agency (central and local governments, NGOs)	Objectives, activities and resources	Progress to date and key issues
FINANCIAL AND OTHER MATERIAL INCENTIVES					
Pay level	<p>Good and is strongly supported by Maslow’s Hierarchy of Needs motivation model. The model suggests that teachers who cannot meet basic household needs are highly dissatisfied leading to low work commitment, high levels of absenteeism and attrition, widespread ‘moonlighting’/ secondary income activities, and poor learning outcomes. Equal opportunities commission of Uganda has computed pay differentials among the public sector in Uganda and this can be a benchmark for government intervention.</p>	<p>At the very least, a minimum ‘living wage’ that meets basic needs and which is not eroded by inflation is an appropriate policy intervention for effective education systems. Teachers should also be paid equitably in relation to other (equivalent) professions in the public sector (Principle of Fair Comparison).</p>	<p>Ministries of Public Service, Finance, Education and Sports and Local Government, Education Service Commission and Equal Opportunities Commission.</p> <p>Others include Boards of Governors of individual secondary schools, UNATU and advocacy education NGOs.</p> <p>Policy advice from EDP especially the World Bank, UNICEF, UNESCO and IMF is critical</p>	<p>GoU policy is to increase teachers’ salaries substantially. The objective is to increase teacher’s net pay in line with the cost of living. According to the Makerere University Academic Staff cost of living analysis report of 2014, a teaching assistant who is a bachelors holder (same rank as teacher with a degree) needs between 1.5-3.5million Ugx per month to guarantee a decent living in Kampala.</p> <p>A minority of secondary schools, especially those in urban centers, supplement teachers’ salaries with PTA allowances of an average of 500,000 UGX</p>	<p>Total approved budget for the Education and Sports sector in FY 2015/16 stood at a share of 11.08% of the national budget corresponding to a 2.39% sector budget share in relation to the FY 2014/15. Wage was the biggest expenditure category standing at 41.19% followed by non-wage at 7.84%, domestic development at 3.58% and external financing at 4.55%. The 2016/17 budget framework paper of government allocates the education sector 11% of the national budget. The public current expenditure on primary education for example as a percentage of GDP has ranged between 2.23% in 2002 to 1.02% in 2016. While substantial pay increases have been awarded to teachers since 2002, this has not been adequate due to the sector budget limitations. The payments have also not been benchmarked against the national cost of living. TISSA report refers to Slight increase for PST between 2001/02 and 2011/12 (19% but big falls for SST: diploma (U5U) 29% between 2003/04 and 2011/12 and graduate (U4L) 27% between 2001/01 and 2011/12. As a result, salary increases have been quickly eroded by inflation. PTA pay top-ups are not available to all teachers as government only allows around 170 non-USE schools to charge PTA fees. PTA salary increments are often small in size, especially among lower grade teaching staff. Real incomes have deteriorated most significantly among secondary school teachers since the early 2000s years, while fluctuating for primary school teachers.</p>

A TEACHER INCENTIVE FRAMEWORK (TIF) FOR UGANDA

			Current initiatives		Implementation
	Evidence base	Best practice	Agency (central and local governments, NGOs)	Objectives, activities and resources	Progress to date and key issues
Grading structure	Good across all types of organizations regardless of sector or location. Lack of career progression is highly de-motivating	At least 4-5 major grade levels with well managed promotions based on seniority but, increasingly, meritocratic criteria is necessary for Uganda.	The Ministry of Public Service, MOES and, in particular, the Education Service Commission and UNATU	<p>GoU has undertaken a number of reform initiatives over the last 10 years to strengthen civil service performance.</p> <p>The Teacher Scheme of Service, which was formally introduced in 2008, provides a good, four-tier, grading structure and well-conceived service and performance criteria for promotion.</p> <p>The objective is to ensure that there is meaningful career and pay progression for all teachers that is well-structured, meritocratic, and transparent.</p> <p>Able teachers can remain in the classroom without having to be promoted into school and other management positions.</p>	Implementation of the teacher pay grading scheme was suspended in 2012 for financial reasons
Salary structure	Good	Minimum of 25% salary increase from one major promotion grade to another. At least 250-300% pay differential between starting and maximum salary on teacher pay scales would be appropriate for creating the type of teacher expected for a better education system. Performance-related annual salary increments of least 4-5% would be	President's office/State house, The Ministry of Public Service, MOES, Ministry of Finance, Parliamentary Budget Committee, Education Service Commission, and UNATU.	The teacher salary structure (TSS) is in line with best practice objectives with regard to salary structure.	Limited progress has been made due to the suspension of the teacher scheme of service. Teacher salary differentials, particularly between primary and secondary school teachers have narrowed significantly. Salary compression is also evident within each of these teaching cadres. At Senior level (Graduates), the annual difference between the highest paid officer and the least paid officer is USh. 5,853,225USh while at Entry level (Graduates), the annual difference between the highest paid officer and the least paid officer is USh. 6,367,521USh. In Uganda, the least paid worker under the general public service salary structure earns USh.2, 251924 per year and USh.187,660 USh. Per month. On the other hand, the highest paid officer is paid USh. 59,424,702USh. per year and USh. 4,952,059 per month.

A TEACHER INCENTIVE FRAMEWORK (TIF) FOR UGANDA

			Current initiatives		Implementation
	Evidence base	Best practice	Agency (central and local governments, NGOs)	Objectives, activities and resources	Progress to date and key issues
					In this regard, the difference between the highest paid work and the least paid work under the general public service structure is USh. 57,172,778USh. In other words, it takes 26 years for the lowest paid work to earn what the highest paid worker earns in one year.
Performance-related bonus pay	Limited with no clear conclusions on best practice. Successful schemes are highly context specific. Permanent bonus payments are costly and seldom effective		There is no official performance-related bonus pay scheme and thus no implementing agencies. Individual secondary schools with PTA salary supplementation is in existence in some schools. It is mainly initiated at school level by school governance boards and implemented by the school management committees (SMC)	PTA salary supplementation is, in effect, a form of performance-related pay, but is limited mainly to non-USE schools. PTA salary supplementation is, in effect, a form of performance-related pay, but is limited mainly to non-USE schools.	Little or no information is available on PTA salary supplementation including the range and effectiveness of payments
Other financial (non-performance reacted) allowances	Reasonable for location allowances. Limited for subject-specific allowances	Hard-to-staff school allowances have to be relatively sizeable (at least 40-50%) in order to have any significant impact on teacher deployment patterns. Relatively small allowances for 'shortage subjects' have little or no impact.	MOES, Ministry of Public Service and Ministry of Finance	Redress the critical staffing situation in mainly rural primary and secondary schools with the payment of a 30% remote location allowance. Attract science and math graduates from universities and teacher training colleges to become science and math teachers with the payment of a 30% Subject allowance.	Some of the performance based allowances include; hardship allowance which is 30% of the teachers basic pay for all teachers in hard to staff schools in about 24 local governments classified as hard to work in or stay. Subject allowances mainly for science teachers, marking allowances, overtime allowance among others are planned but not implemented.

A TEACHER INCENTIVE FRAMEWORK (TIF) FOR UGANDA

	Evidence base	Best practice	Current initiatives		Implementation
			Agency (central and local governments, NGOs)	Objectives, activities and resources	Progress to date and key issues
Housing	Limited	<p>Provide decent teacher houses with basic amenities at or near day and boarding schools which lack adequate and affordable rented accommodation in their immediate localities and are hard-to-staff. Use of low-cost construction methods is recommended.</p> <p>Hostels for single male and female teachers would also be appropriate.</p>	<p>Construction Unit of the MOES, MoLG and Ministry of Defense Construction unit. A few government schools (mostly secondary schools) charge development fees which are used for teacher housing. EDP and NGO's, Faith based organizations have also been helpful and could be a useful source of financing this initiative</p>	<p>To accommodate teachers at hard-to-staff schools This not only reduces transport costs which are very high in Uganda due to lack of a functional public transport system, but also makes the teacher comfortable as they can attend to their home chores easily if they reside at school. GoU has identified construction of teacher houses as one of its priority actions during the 2016-2021 presidential term. The targets will be set in the new Education Sector Strategic Plan (ESSP) which is still under development</p>	<p>Housing is mainly provided to teachers at boarding schools. We're unable find data on the numbers and locations of teacher houses constructed in recent decades, and the existing housing shortfall. There is not easily accessible information on progress made. The 2016 annual report of the Education sector reports of having completed construction works in 10 PTCs (Kisoro, Rukungiri, Rakai, Kabukunge, Christ the King, Erepi, Busuubizi, Kabale- Bukinda, Kabwangasi and Kaliro); (iii) Rehabilitated, constructed new facilities and equipped three (3) National Teachers Colleges (Unyama, Kaliro and Muni)NTC's and National Instructors College Abilonino and Mulago Health Tutors College</p>
Health-care	Good A basic household need especially for teachers on very low incomes	Comprehensive health insurance cover for the teacher and immediate family members	MOES, MoPS, Ministry of Health,	<p>Aiming at making basic healthcare available to teachers and their families Government through free healthcare initiative offer teacher's healthcare benefits which include consultation, drugs, and surgery in government health facilities. Some schools which have access to PTA fees provide additional healthcare benefits for their teachers.</p>	<p>According to UNATU a significant number of teachers are not aware of these health benefits. Besides, most government health facilities are poorly equipped and under staffed to offer the required quality of service. Therefore many teachers seek healthcare services from private healthcare service providers.</p>
Leave	Good School holidays (typically three months a year) are a major attraction especially for female teachers.	Teaching staff should be entitled to at least 30 days of annual leave, and adequate maternity, sick and study leave.	The Ministry of Public Service (under the public service standing orders) provides a generous menu of leave benefits to teachers. These include; annual, sick, special, study, leave without pay, maternity, and paternity leaves	<p>The leave options are designed to enable teacher recovery from hectic work sessions, attending to further training opportunities, but all attending to any social pressures without losing their jobs. Leave benefits in public service are generally much better than in private sector.</p>	<p>According to UNATU, most teachers do not access annual leave due to understaffing in schools. However, a good number of teachers especially at secondary level have taken study leave in order to upgrade. Sick level is regularly accessed by teachers especially due to HIV/AIDS related illnesses. All female teachers especially those in primary school do take maternity leave when they qualify.</p>

A TEACHER INCENTIVE FRAMEWORK (TIF) FOR UGANDA

	Evidence base	Best practice	Current initiatives		Implementation
			Agency (central and local governments, NGOs)	Objectives, activities and resources	Progress to date and key issues
Pension	Good	Every teacher receives retirement benefits which guarantee decent living after long years of service. To minimize the risks of an unsustainability of pension schemes due to ageing populations, contributory schemes are also being encouraged	MOES, Ministries of Public Service and Finance	The objective is to guarantee a decent living after years of service to the country. Permanent teachers in service are entitled to retirement benefits. The benefit schemes consist of: a monthly paid pension commensurate with the teacher rank, salary and length of service; gratuity paid at the beginning of the retirement. A teacher can access this benefit where they clock 60 years of age, or has served for a continuous pensionable period of at least twenty years or on medical grounds. In addition a number of schools and teacher unions are running SACCO's and private retirement schemes to complement government pension scheme. Also the government is reforming the sector through liberation in order to create competition with a hope of guarantee better results of pensioners.	The public service pension scheme is operational, but very ineffective and is shrouded in corruption as teachers who retire take years in some cases 10 -15 years without ever getting their benefits. In recent years the government has installed information systems (IPPS) to track civil servants data as a means of streamlining pension processing. Furthermore, the government has established a Uganda retirement and benefits Authority to spur innovations and regulate the sector.
Payroll management and teacher records	Limited/reasonable	Decentralizing salary payment management to operational centers helps to ensure timely update of payroll information Reliance on integrated systems to process teacher payrolls	Ministry of Public Service	MoPS has installed an integrated personnel and payroll management system and decentralized the management of payrolls to accounting officers (who are head teachers for schools) teachers. The objective is to (i) streamline the processing of the payroll and eliminate 'ghost' teachers; and (ii) decentralize the teacher payroll to accounting officers in order to facilitate the timely update of the payroll information. UNTP objective states that 'teacher records linked to national ID Register and all schools linked through a GPS system in three years	According to the assistant commissioner HR in the MoPS, all teachers' records are in IPPS. However most of the challenges of missed salaries and slow upgrade of teacher pay scales after promotion are due to slow or no updates of the information into IPPS by the accounting officers, in this case head teachers.

A TEACHER INCENTIVE FRAMEWORK (TIF) FOR UGANDA

	Evidence base	Best practice	Current initiatives		Implementation
			Agency (central and local governments, NGOs)	Objectives, activities and resources	Progress to date and key issues
Access to financial services	Limited	Teachers access to mortgages and other financial service	GoU	The teachers SACCO was established in 2008 in order to enable teachers to access financial services especially credit facilities at affordable rates of interest. GoU commitment to capitalize SACCO with U.Sh. 25 billion.	Full roll-out has been seriously constrained by cash liquidity and it is not available to all teachers. Get more information from UNATU on numbers, amounts, repayments, and type of activities credit used for.

PROFESSIONAL REWARDS

Working conditions	Good	Ensure a conducive working and learning environment. Reasonable class sizes (not more than 35-40) and adequate teaching and learning materials	MOES, MoLG, PTAs/BoGs, NGOs, local communities	The goal is improve on teacher recruitment and deployment. Increase the unmet demand for qualified teachers in the sector by 30% in the next five years. Deployment: Improve staffing levels up to 50% in all schools in the next five years. Also the construction of more class rooms in order to decongest classes	According to EMIS, the government has constructed 32,412 class room at primary between 2002 and 2016, and the number of class rooms at secondary level has increased from 11,923 in 2002 to 27,237 in 2016. However, it was not clear how many of the new class rooms were constructed by government given the fact that government only operates 1,041 (31.7%) of secondary schools in Uganda. The goals of teacher recruitment and deployment are stated in the new Uganda National Teacher Policy (UNTP) which is yet to be finally approved and implemented. Also a new Education Sector Strategy is being worked on which addresses the issues of teacher working conditions in more clear terms.
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A TEACHER INCENTIVE FRAMEWORK (TIF) FOR UGANDA

	Evidence base	Best practice	Current initiatives		Implementation
			Agency (central and local governments, NGOs)	Objectives, activities and resources	Progress to date and key issues
Continuous professional development	Good	School-based, collegial, regular meetings and class observations, good mentorship arrangements, especially for newly qualified teachers. Directly linked to assessment/appraisal systems	TIET MOES, MoLG, Institutions and Universities	The main goal of CPD is to enhance teacher professional and career development as a means of ensuring delivery of relevant and quality education. According to UNTP, 'CPDs must be institutionalized and used in teacher assessment, appraisal and career progression by all schools in five years' time'. And targets to have at least 'half of all teachers performing above 70% in assessment tasks on literacy, numeracy and specific areas' after five years of UNTP implementation	Currently the MoES has only 540 CCTs supporting all the schools in the sector. Most CCTs lack resources to conduct regular schools visits. Teachers are too demotivated and they lack leadership at school level to ensure effective school-based CPD. In the financial year 2015/16, the sector annual performance report states that the sector completed construction works in 10 PTCs(Kisoro, Rukungiri, Rakai, Kabukunge, Christ the King, Erepi, Busuubizi, Kabale-Bukinda, Kabwangasi and Kaliro); (iii) Rehabilitated, constructed new facilities and equipped three(3) National Teachers Colleges(Unyama, Kaliro and Muni)NTC's and National Instructors College Abilonino and Mulago Health Tutors College.
Teacher voice	Limited	Teachers and their unions should fully participate in decision-making at all levels (school, district, province, national)		2008 Education Act provides framework for full teacher participation. UNTP states that 'teacher Council should be formed in the next three years'.	Teacher union involvement in consultation and decision making processes still remains limited.
Peer mentorship	Reasonable	Well managed, high quality and frequent/continuous mentorship especially of NQTs (None Qualified Teachers) is highly effective.	TIET MOES, school managers, UNATU	The teacher scheme of services provides for supervisor –teacher mentorship, CCT support initiative, and peer mentorship especially between senior teachers who are normally assigned leadership positions in schools either other heads of departments or subject leaders and lower cadre teachers especially new entrants.	No hard evidence is available on the impact of teacher peer mentorship programmes in schools.

A TEACHER INCENTIVE FRAMEWORK (TIF) FOR UGANDA

			Current initiatives		Implementation
	Evidence base	Best practice	Agency (central and local governments, NGOs)	Objectives, activities and resources	Progress to date and key issues
Professionalizing the teaching profession: qualification upgrading	Limited	<p>Improve the qualification profile of teachers to same level as other 'professions', especially certificate level primary school teachers.</p> <p>Create a unified teaching profession with respect to qualifications across all primary and secondary schools</p>	MOES, UNATU	The objective is to encourage teachers to upgrade their qualifications. The MoES through the TSS offers study leave provisions of up to three years on full pay which is very generous.	<p>The MoES sponsored 20,335 teacher trainees in PTCs, NTCS, Instructors Colleges; and Mulago Health Tutors College. Many teachers have not received increased pay from upgrading which is causing major dissatisfaction. The number of qualified teachers in the pre-primary sub sector in the period under review increased from 15,332 (1,885 Male; 13,447 Female) in FY 2014/15 to 16,741 (2,262 Male; 14,479 Female). This translates into a 9% point increase.</p> <p>The number of qualified teachers during the period under review increased by 0.7% from 191,217 (111,272 male; 79,945 female) in FY 2014/15 to 192,566 (111,177 male: 81,389 female) in FY 2015/16. This increase in the number of qualified teachers in the sector was mainly attributed to use of the new teacher recruitment guidelines distributed to private schools</p>

ACCOUNTABILITY PRESSURES

Job security and tenure	Good especially with regard to contract teachers.	Teachers are licensed and, as such, are employed on fixed-term contracts which are automatically renewable subject to well-specified job performance standards.	MoPS, TSC, MOES	<p>The objective is to use job security tenure as an incentive to motivate teachers. There has been little serious effort to reform 'permanent and pensionable' teacher contracts which is a major impediment to ensuring that teachers are adequately incentivized. Some tentative discussions have taken place on introducing teacher licensing as a means of reforming permanent job tenure.</p> <p>PTA teachers are effectively short-term contract teachers. How does their performance compare with colleagues on permanent contracts? Usual pros and cons of contract teachers.</p>	Little or no formal move towards periodic teacher licensing. Get information from HR Commissioner in MOES
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Client feedback (vertical accountability)	Good	Strong accountability by teachers to students and parents and local leaders can be highly effective	MOES, MoLG, UNATU	Establishment of PTAs and BoGs with sufficient power to hold school managers and teachers accountable.	Abolition of primary school fees has effectively undermined the expected functioning of PTAs to hold primary schools accountable since parents/guardians no longer feel that they have a major fund-raising role. BoGs in secondary schools are far more powerful.
System and school management (lateral accountability)	Good	Effective management of teachers especially at the school level is essential. At the level of school system, clear, unambiguous lines of authority responsibility must be established.	MOES, MoLG, MoPS, UNATU	Improve significantly school management/ leadership through implementation of teacher scheme of service and good quality and concerted management training. Establish strong autonomous, well-staffed and resourced Education Standards Agency In order to supervise regularly schools.	School management remains generally weak. Based too much on seniority criteria and school managers are not effectively supervised by school inspectors and other relevant personnel from both MOES and MoLG. The current teacher training curriculum which is used to produce head teachers provides very minimal management training. ESA was established in 2007, it is operational put with a thin structure and resources to be effective. Decentralization of primary education to the districts has adversely affected the accountability of schools to MOES.

Table 1: Elements of the Teacher Incentive Framework for Uganda

3.3. Implementation coordination mechanisms and key stakeholders

The framework will need to be implemented through a partnership-oriented model involving Government at both central and local levels, school management systems, the community, CSOs, cultural and religious institutional systems, the private sector, the media as well as Education Development Partners (EDPs). A holistic and multi-sectoral approach will be needed and the correct interfacing of the political-administrative systems of government will be critical. Strong political leadership provides the necessary policy direction while the administrative leadership will be the lead implementing agencies. The teacher’s union should also be a central player in successfully implementing a number of priority strategies. Educational institutions in the business of training teachers and the various local and international education consultants will also be critical in providing advisory services that will see effective implementation of this framework.

The key education stakeholders will have different roles. The Uganda National Teacher Policy (February 2017) elaborates the roles of MoES, the Education service Commission and District Service Commissions, the National Curriculum Development Centre, the Directorate of Education Standards, the Universities and other tertiary institutions, the education development partners, the Ministry of Finance, Planning and Economic Development, the Ministry of Public Service, the Ministry of Gender, Labour and Social Development, Business and Technical Vocational Education Training (BTVET), school governing councils, school management committees and Boards of Governors, examination bodies, head teachers and principals, District Education Authorities, the proposed National Teachers Council, the private sector and other stakeholders (teachers and their representatives, scholars, researchers and think tanks, parents and their representatives as well as Directorate of Industrial training). All these are still important stakeholders for the successful implementation of the TIF-Uganda.

3.4. Immediate Activity Recommendations

After final approval of the framework and proposals made therein, the following immediate actions will be needed to provide a firm foundation for successfully implementing the TIF-Uganda:-

1. Undertake a feasibility study for the establishment of a teacher-Licensing body which is central for implementing this framework
2. Undertake capacity building sensitization workshops for teachers, community, School Management Committees and other stakeholders about the TIF-Uganda and the role of different stakeholders in its successful implementation
3. Undertake a baseline study for benchmarks and guidelines for the administration of the proposed personality test for teachers as proposed in this framework
4. Developing a data base and a responsibility mapping exercise of different categories of teachers at all levels in Uganda
5. Sign MOUs with exiting institutions offering courses in Institutional Management and Leadership and provide funding for management courses to be attended by all Head teachers and Deputy Head teachers to improve their management and leadership capacities which are critical for implementing this framework.

CHAPTER 4: SHORT-TERM PRIORITY IMPLEMENTATION STRATEGIES

This chapter presents the recommended short-term strategies needed by the Ministry and its stakeholders in implementing the TIF-Uganda. The strategies are described for each of the pillars of the framework. Top priority intervention which need to be implemented immediately are discussed with respect to the three core motivational pillars of financial rewards, professional incentives and accountability pressures. For each intervention a responsible stakeholder should be assigned.

4.1. Financial Incentives short-term implementation strategies

The following strategies are recommended in the short term regarding financial motivation:-

- 1) **Pay level:** teacher pay level in relation to the cost of living is still low as the small annual salary increments within each grade are easily eroded by inflation. As a matter of priority, teacher salaries and benefits must be raised in line with increases in the costs of living.
- 2) **Pay and career structures.** The teacher scheme of service describes a logical pay structure, and, if fully implemented, has potential to address some of the teacher demotivation factors. The selective implementation of this scheme has been a source of envy, anger and discontent among teachers. Therefore, it is a top priority that the teacher scheme of service is fully implemented as soon as possible in a transparent manner.
- 3) **Qualification upgrading:** Those teachers who have upgraded their qualifications should subject to satisfactory job performance, be awarded the stipulated pay for their qualification grade level according to public service regulations.
- 4) **Caretaker school managers:** The government should with immediate effect freeze the caretaking practice in the education sector. The practice not only demotivates progressive teachers, but also creates a leadership vacuum in schools, resulting in weak accountability as most caretaking teachers are never paid for the caretaking responsibilities. The government should promote or confirm all teachers in caretaking positions and qualify for such positions
- 5) **Provision of financial services:** SACCO should as top priority be promoted and expanded to reach to all teachers by both government and the teachers union.
- 6) **PTA Fees:** Only a relatively few secondary schools are allowed to charge PTA fees which are and used to top-up teachers' salaries. In a spirit of promoting school community ownership and removing the current unfairness in access to PTA allowances, the government to allow all schools to charge PTA fees in line with the local economic conditions.
- 7) **Payroll management:** Teachers are not only motivated by a better pay, but also by **timely pay and convenience** of accessing their salary. Issues of mismanaged payroll are some of the leading frustrations that teachers in Uganda fac. In order to address the challenges of payroll mismanagement especially by ill equipped head teachers, **all new head teachers should be trained to work with all critical systems of government either before taking up a new position or during probation. This should be the role of school management committees and teacher union.** The training should be the responsibility of the teachers unions as a means of creating value for its members.

4.2. Professional Rewards short-term implementation strategies

The following short-term professional reward strategies need to be adopted:-

- 1) **Professional Values System:** The government through the relevant agencies and departments should apply the principle of “Value based teacher training and recruitment”. *Values and behaviors-based training and retention find and keep people with the right values, behaviours and attitudes to work in the profession and know what it means to provide quality education.*
- 2) **Personality Tests:** The government should, *through the teacher training institutions, administer a personality test to all candidates aspiring to join the teaching profession* (as it is done in Finland and Singapore). This test will help to eliminate candidates who do not have a calling for teaching but join the profession merely in order to earn a living. Care should be taken to recruit candidates with better academic grades, not those with failure grades.
- 3) **Capacity Building for PTCs / NTCs:** The *government should build up the capacity of PTC / NTC managers and instructors* since they play a critical role in the lives of teacher trainees. They must possess a diversity of knowledge in order to offer an all-round mentorship and coaching to the teacher trainees. Skills in institutional management, leadership, financial management, human resource management, communication and public relations **MUST** be enhanced.
- 4) **Representation in Decision making:** MOES should work with district officials, School Management Committees, PTAs and school administration to ensure that teachers are represented in *all appropriate decision making forums* to enhance their voice.
- 5) **Teacher Union Utilisation:** Encourage, *support and strengthen the teacher unions and associations* especially to ensure that teachers can meet regularly to share their concerns and frustrations. MOES should work with teachers and teacher unions to come up with an agreed definition of motivation for work.
- 6) **Teacher recognition and prestige:** Work with local communities and local institutions such as churches and civil society organizations (CSOs) to stress the importance of teachers in society and establish awareness campaigns to enhance the prestige and status of the teaching profession. Encourage affirmative action of teachers in activities of government undertaken in localities where schools are located.
- 7) **Teacher exhibition and benchmarking:** Create quarterly and annual forums at local, national and regional level for teachers to show off their talents, innovations and share best practices. Hold teacher achievement fairs or community recognition activities like teacher-school-community open day dialogue on challenges faced by schools within a given locality.
- 8) **Capacity for Coordinators:** Related to capacity building at PTC, MOES **MUST build capacity for CCTs to deliver on their mandate.** CCTs need more training and resources to be effective in their work
- 9) **Workload Management:** Current class sizes at primary level are relatively high with an average of over 67 students per class. This creates a high workload for teachers. The government should *reduce the class sizes to manageable numbers as per the Education Standards Policy* through the use of morning and afternoon shift approach as it has been done in public schools in Tanzania and Kenya.
- 10) **Teacher Deployment:** ESC should *streamline teacher deployment based on established positions and norms.* Care should be taken in deploying teachers to minimize social pressures like family separation. To enable teachers plan their personal development and career progress, on recruitment, teachers should be attached to specific regions or districts and their redeployment should be limited within those regions or districts.
- 11) **Flexible Teaching Schedule:** The government and school management should *implement flexible teaching schedules for breast-feeding teachers and those with toddlers.*

- 12) **Teacher Licencing:** There should be a licensing body working with teacher union to strengthen teacher professional and career development. The **teacher union and licensing body MUST certify teachers and bind them to a minimum standard code of conduct**. Besides, certifying teachers the union should take the lead **in negotiating teacher terms of service and enforcing teacher accountability** to schools and community.
- 13) **Teacher Annual Awards:** The **TSC and the teacher union should initiate annual teacher awards** as means of raising the teacher recognition and prestige in society. These can easily be funded by sector players through event sponsorships.
- 14) **Feedback to Teachers:** Provide teachers with positive verbal feedback and praise about their accomplishments and ensure there is a mechanism to recognize and reward specific behaviors such as leadership and teamwork.
- 15) **Teacher Identification System:** There should be introduction of a teacher identification mechanism which could include designing a national uniform for different categories of teachers for easy identification and recognition in society as is done for the Military, Police, Prisons, Scouts, Medical doctors, Pilots, e.t.c.
- 16) **Affirmative Action Awards:** This could include the introduction of Best Female, Best Special Needs, Best Innovative, Longest Serving teacher awards based on a criterion jointly developed and agreed upon with teachers, school leadership and community leadership.

4.3. Accountability Pressures short-term implementation strategies

The top priorities to implement immediately under the accountability pressures include;

- 1) **Education Standards:** The government through the ministry of education and sport should **operationalize a strong, autonomous, well-staffed and well-paid Education Standards Agency (DES)** in order to improve the education service delivery monitoring. For this intervention to be effective, each ESA officer should be responsible for not more than 30 schools within a specified radius. These officers need to be regularly rotated to avoid building social relationship with those their monitoring which could compromise their independence and objectivity of their work.
- 2) **Care-taking Positions:** ESC should phase **out caretaking positions within the school management** as it contravenes the requirements for accountability of public resources. It has been noted that in some cases teachers have been caretaking for many years without being confirmed in these positions and it is logically inappropriate to demand accountability from people who have no legal obligations to account,
- 3) **Strong Leadership and Management:** Any successful education system relies heavily on strong school leadership. Accordingly, **head teachers and other teachers with key leadership responsibilities in schools should be degree holders and must have formal training in institutional management and leadership** before deployment e.g. Master in Institutional Management or a diploma in the same.
- 4) **Length of Probation:** Once teachers are made permanent and pensionable, it is difficult to remove them from the payroll given the requirements of natural justice and fairness as enshrined in the continuation of Uganda and the public servant standing order of 2010. In most well performing countries, teacher work on renewable contracts subject to good performance. Therefore, it is recommended that government through the teachers service commission **increase the length of probation for non-qualified teachers to a minimum of 2 years with a rigorous assessment at the end** before being made permanent and pensionable. It is well documented in literature that, the threat of losing one's job is a powerful incentive to motivation someone to work harder.

CHAPTER 5: LONG TERM INTERVENTION PRIORITY IMPLEMENTATION STRATEGIES

This chapter discusses the long-term priority strategies for implementation of the TIF-Uganda. Long-term strategies are those which need more resources and structural adjustments to implement. Again, these strategies are also discussed per motivational pillar and each strategy is assigned a responsible stakeholder(s) to implement it.

5.1. Financial Incentives long-term implementation strategies

Studies have shown that piece meal or selective increment of public servant salaries and benefits causes uneven supply of money resulting into more demotivation. It is for that reason that countries in the region (Kenya and Rwanda) are taking a holist approach to public service pay structure reforms to harmonize it across all the sectors.

Accordingly, ***a remuneration and benefits commission should be established which regularly sets salaries and benefits*** for all public officers in relation with known best practices.

the following strategies are recommended;

- 1. Salary Bench-marking:** The ESC and PSC should benchmark teacher's salary in relation to national living standards costs in order to ensure that teachers receive a living wage.
- 2. Teacher Housing Provision:** MOES in collaboration with MoLG should provide teacher housing for hard to reach schools.
- 3. Subject Allowance:** The current subject allowance (science allowance) has been sighted by teachers as being discriminatory, hence causing unease among teachers. We recommend a review of this policy.
- 4. Hardship Allowance:** MOES should restructure the criteria of awarding hardship allowance from district based to school based criteria.
- 5. Teacher Retirement Benefits and Pensions:** The government should improve management of teacher retirement benefits and pension through undertaking necessary system reforms. On retirement, teachers should be able to access their benefits within a period of 30 days in order to enable them transit to a new life. The government should also increase the benefits to reflect the prevailing cost of living.
- 6. PTA Fees:** The government should regulate and harmonize the PTA fees across all government schools in order to minimize the current inequality in accessing PTA allowances since some schools especially those in rural areas are not allowed charge PTA fees.
- 7. Cost Sharing:** In order to address the resource constraints from government coffers, the government should promote education cost sharing with parents in terms of other school development programmes and provision of feeding for children.
- 8. Teacher Entrepreneurship:** The government and the teachers union should promote teacher

entrepreneurship in order to ensure that teachers like other professionals have a household income which is comparative with the national living wage.

- 9. Community Partnerships:** Mobilize the community to provide monetary and non-monetary contributions such as childcare, labor, security, cleaning, cooking, and classroom assistance to teachers as it was in the past. The community could help to provide housing, school-based meals, and income generating activities to teachers.
- 10. Performance bonuses and other benefits:** Provide bonuses for improved teacher attendance, performance and student learning. Provide teachers with microfinance products such as health insurance, housing credit, or small income-generating credit. Provide subsidized housing facilities for all teachers in public schools throughout the country. Remunerate non-school duties of teachers such as counseling and guiding services

5.2. Professional Rewards long-term implementation strategies

The top long-term priorities with respect to professional reward include;

- 1. Professionalizing the teaching career:** The government should layout frameworks to professionalize the teaching career through implementing the proposals in the teacher policy and the competence framework.
- 2. Teacher Technology Mediated Academy:** TIET should initiate the processes required to establish a technology mediated teacher academy to provide systematic continuous teacher professional development.
- 3. Teacher Mentorship:** Lessons from Shanghai, Finland and Korea which are some of the most successful education systems in the world, indicate that Teacher Mentorship and Peer collaboration is one of the pillars of retaining motivated and effective teachers in their education system.
- 4. Strengthening CCTs:** The CCTs initiative needs to be enhanced through the school based supervisor and peer coaching and mentorship programme as it is the case with the successful education systems like that of Finland. These activities should be allocated official working time and must have a weight on the comprehensive teacher appraisal.

5.3. Accountability Pressures long-term implementation strategies

Key strategies under the long-term accountability pressures include;

- 1. Community based systems:** The government should mobilize the local community and sensitize school management committees, community leaders and parents on their role to hold school managers and teachers accountable. This can be done through the open government policy, which enables citizens access key school performance data like budgets, teacher work load and performance appraisal as a means of empowering them to demand accountability from school administrators and teachers.
- 2. Systems Accountability:** The government should streamline system accountability approaches. Primary education has been decentralized to local governments and the district education officials are not directly responsible to the ministry this creates a supervisory vacuum. Thus, the DES should streamline the role of district education officers and the inspectorate department of the ministry to work in a complementary manner.

- 3. Teacher Surveys:** The ESC and the DES should regularly conduct teacher satisfaction and absenteeism surveys.
- 4. ICT Intergration:** MOES should integrate ICT systems in various business processes like teacher recruitment, deployment, promotions, payroll, and funds release among others in order to provide real-time monitoring of teacher and school performance. The systems should provide interactive features to enable the general public and other stakeholders in the sector to provide critical feedback.
- 5. Management Accountability System:** Government needs to streamline the teacher and school management policy to explicitly define powers and responsibilities of various actors in the school.

CHAPTER 6: MONITORING AND IMPLEMENTATION FRAMEWORKS

This chapter discusses the monitoring and evaluation systems and guiding principles for the TIF-Uganda. The chapter should be read alongside the monitoring and evaluation tools appended to this document.

6.1. Monitoring and Evaluation (M & E)

Monitoring and Evaluation are two distinct but complementary processes that mutually reinforce each other. The monitoring and evaluation component of TIF-Uganda is designed to monitor the impact of progress of programme activities, against the overall goals, objectives and targets. Furthermore, the M&E should be used to assess the outcome relevance, impact of the strategies as well as the efficiency and sustainability of their implementation. In education reforms, the effectiveness of a strategic intervention like a teacher incentive framework is increasingly judged on the basis of effective learning outcomes.

Therefore, the implementation of the TIF should be monitored by the established service delivery monitoring systems of government through MOES, MoLG and OPM. Other voluntary –based structures like the citizen feedback portals, parents and teachers associations, school board of governors, social media platforms will be instrumental in monitoring the implementation of this framework

Central to the implementation of this M&E is the integration of information communication technologies like the Education Management Information System, teacher and student daily attendance, the online teacher academy, output-based budgeting tool (OBT), Citizens portal, social media platforms and the Teacher Management Information System (TMIS) among others. Through information systems, data about key parameters most notably teacher absenteeism, CPD, student and parent feedback, student outcomes, access to housing, caretaking, and appraisal among others will be collected, analyzed and disseminated to relevant stakeholders for their information and action.

6.2. Monitoring and Evaluation Guiding Principles for the Framework

The monitoring and evaluation of this framework shall be guided by a number of principles which include;

1. Community centered monitoring and evaluation system. This principle emphasizes the need to mobilize and empower parents, local communities and the general public to demand accountability from school managers and teachers.
2. Timeliness of feedback. This principle emphasizes the need to have timely feedback both horizontal and vertical to guide effective decision-making.
3. Cost-effectiveness. This principle emphasizes that the monitoring and evaluation actions will be implemented in a cost-effective manner using the existing structures in order to guarantee a good return on investment.
4. New understanding. This principle emphasizes that the monitoring and evaluation efforts will be aimed at generating new understanding about the framework implementation especially progress on activities, challenges and emerging issues. The knowledge generated will be used to relevant stakeholders to inform their decisions on future actions of the framework implementation.
5. Reporting and communication. This principle emphasizes the need to have streamlined reporting and communication structures as a means of improving the efficiency and effectiveness of M& E actions.

6. Reporting and communication. This principle emphasizes the need to have streamlined reporting and communication structures as a means of improving the efficiency and effectiveness of M& E actions.

6.3. TIF-Uganda Evaluation Mechanism

The 2017 UNTP sets out three main performance indicators/objectives with regard to ‘increasing the satisfaction of teachers with their work’ namely ‘Teacher Motivation Framework fully implemented in the next five years’, ‘50% of teachers satisfied with their work in the next five years’ and ‘social dialogue institutionalized in the next three years. Also, another key goal is the ‘reduction in teacher absenteeism by 50% in the next five years from the current levels’.

The newly established ESA in collaboration with the School Inspectorate and Education Planning and Policy Analysis Departments should evaluate the implementation of the TIF and provide regular annual progress reports to MoES top management. The evaluation shall involve the assessment of implement of activities against the annual work plans, identification of inhibiting factors and overall impact of the activities on; teacher motivation, effectiveness and learner (student) outcomes.

Besides annual evaluations by the MoES agencies and departments, surveys on teacher motivation (teacher satisfaction and absenteeism), effectiveness and learner outcomes should be conducted at least every three years by external entities including independent consultants, universities and development partners. Such studies should cover a large sample of districts, schools and teachers in order to be able to reach statistically robust findings with respect to all teacher satisfaction determinants/issues. Some of the expected outputs and outcomes from the M & E activities are summaries in the table below.

Incentive pillar	Expected impact (Outcomes)	Data Sources	Frequency	Performance indicators
Financial incentives				
Pay & career structures.	A competitive teacher remuneration.	MoES, MoPS, UBOS, National Budget Framework, MoFPED	Annual assessment	<ul style="list-style-type: none"> • Annualized salary increment of at least 7% per year • Salary benchmarked on the living costs • Teacher pay structure fully operationalized • 90% of teachers who quality for any allowances receiving their pay on time • At least 80% of teachers who upgraded received their new salary within one year of their promotion • 70% of all allowances pegged on teacher performance
Provision of financial services	Increased access to credit facilities by teachers	UNATU, Teachers SACCO, UBOS, Bank of Uganda	Annual assessment	<ul style="list-style-type: none"> • Increasing coverage of the teachers SACCO to 90% of the schools both public and private • Increase in the number of teachers accessing financial services by 50%

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PTA Fees regulation	Improved distribution and accountability of PTA fees	MoES	Annual assessment	<ul style="list-style-type: none"> • A regulation on PTA fees established • Number of teachers accessing PTA allowance increase to 80%
Payroll management	Timely payment of teachers' salaries, allowance and other benefits	MoPS, MoFPED, MoES, BoU	Annual assessment	<ul style="list-style-type: none"> • Reduction on the number of complaints on missed salaries and delayed payment by 90% • Reduction of ghost teachers on the payroll by 99% • Teacher information linked to the national identification number.
Professional rewards				
Working conditions	70% of teachers satisfied with their work and working environment by 5th year	TSC, MoES, LoG, TTI, Academia, NPA, UBOS, OPM	Annual assessment	<ul style="list-style-type: none"> • Increase teacher housing by 50% especial in hard to staff areas within 5 years • Increase access to well-developed learning materials by 90% by the 5th Year. • Reduce the class sizes to about 35 students per class • 70% of teachers reporting participation in decision making at school level • Reduction in teachers' absenteeism by 50% in the next 5 years from the current levels. • The National Teacher Policy fully implemented in the next 5 years
Teacher training	Increased number of qualified and competent teachers in service	TSC, MoES, LoG, TTI, Academia, NPA, UBOS, OPM	Once every 3 years	<ul style="list-style-type: none"> • All teachers in service to have undertaken a personality test within the 5 years. • At least 65% of teachers have access to profession mentorship and peer collaboration by the 5th year. • At least 50% of all schools have a teacher development grant to support teacher capacity building. • The teacher training curriculum revised to accommodate the different career options. E.g, school management and leadership, content development (education material expert) and class room teaching (Instructional specialist) • Improved teacher performance by 90% in subject specifics areas. • Reduction in the number of NQT by 70% by the 5th year

School management	Improved school management and learner outcome	TSC, MoES, LoG, TTI, Academia, NPA, UBOS, OPM	Annual assessments	<ul style="list-style-type: none"> • Reduction in teacher absenteeism by 80% by the 5th year • Reduction in the caretaking head teacher position by 90% by the 5th year • Increase in number of head teachers with training in institutional leadership and management by 60% in the 5th year. • Increased number of teachers (60%) reporting improved social dialogue between teachers and school management by the 5th year from the current levels.
Accountability pressures				
School supervision	Improved school performance and learner outcomes	TSC, MoES, LoG, TTI, Academia, NPA, UBOS, OPM	Annual assessment	<ul style="list-style-type: none"> • Improved student performance in NAPE by 40% from the current levels by the 5th year. • Improved teacher performance by 70% in the 5th year • Reduction in teacher absenteeism by 80% by the 5th year
Job security	Improved teacher performance	TSC, MoES, LoG, TTI, Academia, NPA, UBOS, OPM	Annual assessment	<ul style="list-style-type: none"> • 30% reduction in teacher turnover by the 5th year. • 40% of teachers being employed on performance based contracts by the 5th year.
Client accountability	Improved community appreciation of school	TSC, MoES, LoG, TTI, Academia, NPA, UBOS, OPM	Annual assessment	<ul style="list-style-type: none"> • 70% of community respondents acknowledge improved school performance in their communities by the 3rd year

Table 2: Expected Outputs and Outcomes from the M & E

CHAPTER 7: CONCLUSIONS AND BEST PRACTICES

In this chapter, we discuss the lessons learned from the literature review of global educational trends and the teacher motivation crisis at national and international levels. We discuss the key lessons emerging from this study and present a discussion on the emerging best practices in Uganda and other countries and conditions of their success. Finally, we present the emerging requirements for pragmatic teacher incentive framework and the critical success factors for its implementation.

7.1. Conclusions

This study revealed that teachers are the cornerstone of a vibrant and sound education system and their; competencies, work ethic, motivation are key in guaranteeing quality learner outcomes. We learned that, educational reforms in any educational system are a continuous process as witnessed from studies on Finland, China, Brazil, Rwanda and Singapore. It is worth noting that, educational systems are living systems, who's internal and external environments are constantly changing and hence, inducing the new demands for reforms in order to have the sector remain competitive and guarantee the desired outcomes. It has emerged that there is a paradigm shift in educational systems with the emergence of digital natives from teacher centered learning to student centered learning, and accordingly the roles of teachers are increasingly shifting from instructions to coaching and mentorship. The new roles of teachers require new skills, attitude and incentives for teachers to succeed. These new dynamics of education are very much prevalent in Uganda as well, hence the new to rethink on how we train, recruit, deploy and maintain motivated teachers in the education system.

This study also revealed, in an affirmative way that teacher motivation is a complex phenomenon which is clouded in both intrinsic and extrinsic motivation anchors. As discussed in the preceding chapters, establishing anchors of teacher motivation in a given country and how best to motivate them in a sustainable way for improved performance is a complicated challenge, and largely depends on a number of contextual factors. Numerous studies as reviewed in preceding chapters show that, extrinsic reward approaches which have been tried in the past have generally not produced the desired results in a sustainable way. Experiences from Shanghai and Finland; two of the world outstanding education systems show that teachers in well developed economies are most likely to value more intrinsic rewards such as; self-respect, responsibility, social recognition, and a sense of accomplishment, while their counterparts in emerging economies who still struggle with basics of survival are bond to appreciate extrinsic rewards more than intrinsic ones. This observation clearly confirms to Maslow's law of hierarchy of needs (Maslow, 1943), which is widely cited as a major theory of motivating employees in organizations like teachers

This study further revealed that in communities which value social good, have a natural affection for mentors, and strong social bond like China, intrinsic motivation strategies are well received by teachers, than extrinsic interventions. Relatedly, in developing countries especially those in Sub-Saharan Africa, extrinsic strategies like improved pay, better working conditions, housing, and access to credit among others are more appreciated by teachers than the intrinsic strategies.

Accordingly, the design of any teacher incentive framework must take into account the; culture, social norms and values of the local community as these have strong impact on the success of any teacher motivation strategy. We note that, since teacher motivation is a complex issue, the design of a pragmatic teacher incentive framework must take a systems approach. The system approach is an ideal model to visualize the teacher

motivation phenomenon as the issue has both internal and external environment. The internal environment consists of factors that the education system can influence like teacher training, and deployment, while the external environment refers to factors outside the control of an education system like the performance of the economy, which has a direct impact on the attractiveness of teacher wages and benefits. The internal environment consists of elements and process which are implemented to stimulate teacher motivation, and the results of these actions is a motivated and effective teacher.

The study revealed that for any successful education system, there is need to have a strong involvement of the local community and parents; in policy formulation, school management decision managing, school innovations and co-creation and among others. A strong community involvement in the education section has been linked with, improved teacher and school accountability, improve learner outcomes, increase appreciation and recognition of teachers, hence improved teacher motivation. It is important to note that in countries where social diversity exists like Kenya, Uganda and China, it is important to define single spin motivation framework with room for localizations to allow the adaption of the framework to local contextual needs. However, the core elements of the teacher incentive framework must be defined at national level, to enable aggregation and integration of experiences in the teacher development services.

We observe that a number of teacher reward frameworks exists including the SABER effective teacher model which is based on eight policy goals (World Bank, 2012) and the Vegas and Umansky (2005) teacher motivation model. The Vegas teacher motivation framework postulates that any teacher incentive strategy can be classified under any of the three categories; Professional Rewards, Finance Incentives and Accountability Pressures. Given the clarity of Vegas framework, this study adapted the framework to develop the TIF-Uganda.

It has emerged from this study that in order to motivate teachers, their workload must be rationalized and they should be well facilitated to execute their mandate, excessive work load coupled by poor facilitates are citation as some of the leading factor demotivating teachers in Sub-Sahara Africa. From policy definition to teacher management services, the teacher's expectation must be well defined to avoid miss-marched expectations, which often results into demoralization of teachers. Okurut (2012) found that teachers reported a de facto absence of clear goals and expectation from teachers by local government officials especially the district authorities to stipulate what has to be done and to consistently monitor the teaching personnel on the job. Even when the school inspectors occasionally visited schools, they seemed to be more concerned with searching for technical inadequacies of teachers or administrative lapses of the head teachers, rather than bringing out the best in the teachers. This perception was an indirect failure to recognize teachers as active players in the school and education system as whole which had been reported to be a demoralizing factor among teachers (Edge, 2008). Ejere, (2010) found out that, teacher absenteeism was a repulsive strategy teacher used to respond to their marginalization in schools.

A historical study by Frase and Sorenson (1992) that focused on work content factors in a questionnaire administered to 73 San Diego School District teachers identified feedback and teacher accountability as one of the factors most strongly related to job satisfaction, yet teachers typically received very little, accurate and helpful feedback regarding their teaching. Autonomy and collegiality were the other two additional factors that promoted pride among teachers and hence, their motivation to remain in the profession. Related to work load is the competitiveness of pay and benefits teacher receive. In countries with successful educational systems like Singapore, Shanghai and Finland, teacher benefits are very competitive with other sectors of the economy. This is the reason that countries within the region and Uganda as well are streamlining and rationalizing pay and benefits of public servants including teachers.

In modern organization management, timely availability of reliable information to stakeholders is key in enhancing stakeholders' decisions making abilities. Therefore, logical and optimal integration of information communication technologies (ICT) as an enabler of education service provisioning is key at improving; transparencies, teacher accountability, access to learning resources, sharing of experience, access to professional development among others. The transparency and openness ushered in by ICT, improves teacher's confidence in appraisal outcomes, provide access to critical information like benefits and resource allocation to schools, and provides clarity of promotion opportunities all these contributions to motivating teachers in schools. The teacher motivation is anchored in the understanding that teachers across board are motivated by involvement in decision making either at policy or management levels. That is why in successful education systems, teachers have a strong input in policy and school management practices as experienced in Finland in which the teachers trade union play a critical role in teacher training and deployment policy and teacher working contract negotiations. Accordingly, a pragmatic teacher incentive framework for Uganda must define a concrete and binding role of a teacher in the sector beyond the current of view of a service provider.

Note that successful teacher motivation strategies focus on two levels; pre-service and in-services. At pre-service, the strategies tend to focus on; rising the social profile of the teaching profession, improved teacher training approaches, attracting the best into the profession as the case in Finland and Singapore. While the in-service approaches focus more on improving teacher working conditions, competitive pay and benefits and access to career development opportunities.

The analysis of literature both published and unpublished material indicate that Uganda by and large has defined excellent strategies to address the teacher motivation challenges. The government has committed to paying teacher a competitive salary and benefits. According to the TISSA report while Ugandan teachers believe their salary is low, it is actually higher than for similarly graded civil service jobs in Uganda and is comparatively good and relatively higher in Uganda than in the average Low Income Countries (LIC) of GDP per capita under US\$ 800. Finally, the study reveal that the public sector is generally more attractive than the private sector, offering better wages to teachers with similar qualifications against the common belief that private schools offer better teacher compensation (Pôle de Dakar, 2014).

7.2. Best Practices

The synthesis of evidence from this study show that countries are deploying strategies to address the challenges of teacher motivation. Some of the best practice frameworks for education interventions are documented World Bank (2012), Kristjansson et al (2009), Paul Bennell (2004), Vega (2005), Bennell and Ntagaramba (2008) and Pôle de Dakar (2014). The World Bank (2012) under the SABER framework examined in this report points out eight (8) policy areas of educational interventions to motivate teachers. A study by Kristjansson et al. (2009) specifically categorized education interventions into five levels: **children, households, systems, schools and teachers.**

Rogers and Vegas (2013) building on the work of Vegas (2005) identified a range of incentives which can be implemented to; attract, retain and motivate effective teachers in the educational system. These incentives include: social prestige and recognition; job stability; pensions and other non-salary benefits; professional growth; adequate teaching facilities and materials; salary differentials and other monetary benefits. On the other hand, Mulkeen (2010) advises education policy makers to focus on four inter-related dimensions of teacher development and management policy in order to produce competent teachers: supply, distribution, quality and cost. He argues that measures to improve teacher supply or improve deployment may require recruitment of teachers with lower entry standards, this approach has implications for quality services students can received

from such teachers. Conversely, measures to improve quality by raising the certification requirements, such as requiring a prospective teacher for a secondary school teaching level to hold a bachelor's degree, may reduce supply and result into increased teacher attrition, as well qualified teachers can easily find alternative high rewarding career opportunities. In his extensively cited work, Bennell's (2004) who assessed the extent to which the material and psychological needs of teachers were being met, recommended that focus should be put on improving levels of; occupational status, job satisfaction, pay and benefits, recruitment and deployment, attrition, and absenteeism.

Lessons from Shanghai, Finland and Korea which are some of the most successful education systems in the world indicate that **Teacher Mentorship and Peer collaboration** is one of the pillars of retaining motivated and effective teachers in their education system. At policy level, Uganda has defined a teacher mentorship programme through the Coordinating Center Tutor (CCT) initiative, which is run by the primary teacher and teacher training colleges (PTC and TTCs). The CCT initiative needs to be enhanced through the school based **supervisor and peer coaching and mentorship programme** as it is the case with the successful education systems like that of Finland. In higher performing education systems which has well-motivated teachers, teacher mentorship and peer collaboration is embedded in the core performance indicators of both the teacher and the mentors. It worth noting that the CCT programme is constrained by limited financial resources to enable the CCT's visit all the schools and teachers under their jurisdiction, besides the CCT's themselves have limited knowledge as they only focus on instructional support as opposed to overall professional and career development. In Finland and Singapore, teacher mentors provide a wide spectrum of support services including career path selections and progression planning.

As alluded to in the preceding chapters in this report, poor working conditions which are characterized by limited access to teaching and learning materials like books, and other teaching aids are some of the leading causes of teacher frustrations and demoralization. The studies on Singapore, Finland and Rwanda education systems show that **integration of Information and Communication Technologies (ICT)** in facilitating the teaching, learning and education service provisioning processes, did improve teachers abilities to access teaching resources, improved teachers access to continuous profession development opportunities like access to the Teachers Academy in Rwanda and the teacher trade union support services in Finland and improve teacher accountability (Aina and Ogundele, 2015; Krishnaratne, et al, 2013). The ICTs are not only being used to improve access to teaching and learning material but also to complete professional development training, school management and planning, teacher appraisal and accountability among others. From this study, it is clear that ICTs have a broader role to play in the implementation of a pragmatic teacher incentive framework. Accordingly, any successful implementation of a teacher incentive framework (TIF) will have to rely heavily on the use of information communication technologies.

The most contentious motivation subject is teacher remuneration. Teacher monetary rewards is the most documented determinant of motivation and for decades has been a struggle between teachers and governments almost in all countries relate to the monetary need to have fair compensation for their efforts. As a strategy to attract and retain motivated and effective teachers most countries including Uganda are implementing strategies aimed at improving teacher **compensation and benefits** guided by Maslow's law of hierarchy of needs. Countries including Uganda aim to improve teacher pay comparative to their GDP and offer some various kinds of allowances like hardship, marking, overtime, settlement, housing among others (Adelabu, 2005). Kenya pays the hardship allowance of an additional 20 per cent of teachers' salary (Hyde, Muito, and Muito, 2005), in Bolivia, teachers are also paid an additional 20 per cent for working in inaccessible areas (Vegas, 2005) and Uganda paying 30% hardship allowance and an additional incentive to science teachers. Rwanda adapted a **performance based pay system** with the aim of rewarding highly performing teachers and punishing the poor performers. While teachers in Uganda complain of poor pay, the TISSA report of 2014

indicates that Ugandan teachers are comparatively well paid compared to LIC indexes and peers of similar rank in public service in Uganda. Studies in Rwanda indicate that teachers are motivated by the performance best system, which recognize an individual effort and value contribution.

Bruns et al. (2011), evaluated an intervention programme in Kenyan pre schools which rewarded teachers with as much as 85 per cent of their salary as a bonus, based on attendance. However, they found that the programme had no effect on teacher attendance, test scores, or pedagogy. Head teachers were given the task of awarding bonuses based on teacher attendance, but the evaluation found that they regularly paid the whole bonus to teachers, even though absence rates did not decline. Conversely, Duflo, Hanna, and Ryan (2007, reported in Bruns et al., 2011) evaluated a programme in Rajasthan (India), that left the attendance monitoring to cameras with tamper-proof time and date functions, monitored by distant NGO workers. The teachers' salaries were a function of their attendance. They received a bonus for each day they attended above the required minimum of 20 days a month, and were fined for each day they failed to attend below this minimum. As a result, teacher absence decreased by half and student scores improved compared to scores in control schools. The evidence from Rwanda, Finland, Singapore and indicate that incentives and performance best pay have positive impact on teacher motivation.

Various studies on teacher motivation indicate that, many teachers have intrinsic factors of motivation among them is the desire to be **recognized, respected and given a voice** within their profession and the communities they live in. In countries which have sound education systems, respect of teacher and educated people is high (Ding, X. (2010). For example, culturally education in China is seen as the only path to climb the complex social ladder and Chinese teachers are traditional well-respected members of the community (OECD, 2010; OECD, 2010F; Zhang, et al, 2016). The case of teacher respect is not a preserve of only China. In the 1960s, the Finnish education system was performing well below the level of other European countries. After the implementation of a series of thoughtful reforms, by 2000 Finland became one of the top-performing countries in terms of education. The secret to Finland's success is believed to be its excellent teachers, of whom Finns are justifiably proud. Thus, countries across the global are implementing teacher respect and recognition as a means of motivating them (Frase 1992, Lucy, 2016, Nganzi, et al. 2014, UNESCO 2013). Data from the National Center for Education Statistics (1997) confirmed that; staff recognition, parental support, teacher participation in school decision making (teacher voice), influence over school policy, and control in the classroom were the factors most strongly associated with teacher satisfaction. Other studies as demonstrated in the literature discussed in the preceding chapters of this report concurs that most teachers need to have a sense of accomplishment and a voice in the education sector if they are to service with enthusiasm and grow in the profession.

Another best practice that has emerged from this study is the promotion of teacher **financial independence and access to credit services**. Given the relatively low teacher pay and the high costs of living, it is difficult of teachers to use their poverty salaries meet their basic obligations, live alone acquire assets like land. According, governments on the regions especially the Ugandan government is at forefront of promoting teacher entrepreneurship and access to finance through operation wealth creation and promotion of teacher's savings and crediting schemes (SACCO). In Uganda, the government capitalize the teachers SACCO with 25billion Uganda shilling in order to improve the liquidity and expand its reach and impact. Rwanda and Kenya are equally promoting teacher SACCO's and providing personal development services through training. Rwanda not provides mortgage facilities for teachers, which is a hole mark for the world's best performing education systems like that of Finland and Singapore.

One of the best practice in a good teacher incentive framework, are strategies designed to reduce corruption in teacher management and **improve transparency and enable equitable** access to career growth opportunities.

In Singapore and Finland, the ministry of education defines distinct career path for teachers which include; educational specialist, management and teaching. These countries have defined clear teacher careers path and access parameters using a point score card check list. In Uganda, such a system is lacking.

Evidence from literature indicate that one of the characteristics of the best performing education systems with motivated and effective teachers is the implementation of decentralization of education service delivery to local administration (Stevenson et al , 2016; Banerjee et al. 2010; Bennell and Ntagaramba, 2008; Filmer and Patrinos 2011; Museveni, 2016). The underlying thinking about decentralization of education delivery to delegate **more decision-making powers** to direct service providers (school administrators) and make them accountable to the students and their parents. The success of this strategy in Singapore and Finland largely depends on the quality of leadership and capacity of the governance structures to ensure ration decision-making and limit corruption tendencies. Bennel and Ntagaramba (2008) from their study in Rwanda strongly recommended the need for professionalizing school management structures if decentralization is to succeed. They identified three sets of measures; (1) school management teams with head teacher, deputy head teacher, and heads of departments being established, (2) school management posts being graded according to school size and school managers being paid substantially higher salaries than classroom teachers in addition to School managers having reduced teaching loads and (3) the MoE creating a cadre of fulltime school management advisers whose main responsibility is to ensure comprehensive management training provision. In this framework, a national school management development programme was recommended with a full-time staff of two-three managers and experts based at MoE head office and, initially at least, one school management adviser in each of the six regions.

Besides, Bennell, et al (2008) approach being implemented in Rwanda, Johnson (1986) gave earliest views about the importance of well-implemented school improvement plans as a mechanism of increasing collegiality and gave teachers the satisfaction to committing themselves to school improvement goals. In different educational systems across a range of countries, there is renewed preference for school-based management interventions that typically decentralize authority to the local level, handing decision-making over to school leadership, teachers, parents, students or other community members, with the aim of improving the financing and quality of education services (Barrera-Osorio et al.2009; Bennel and Ntagaramba, 2008) Bruns, Filmer & Patrinos 201, Stevenson et al, (2016) has supported by appropriate school committees which are given authority and responsibility for one or more of the following: budget allocations, staffing, curriculum development, monitoring performance of teachers and students, and procurement of materials and infrastructure development (Barrera-Osorio et al.2009). Committees may also devise school improvement plans and receive funds to finance implementation of these plans. The characteristics of such programmes vary widely between countries. Bruns, Filmer and Patrinos (2011) suggest school-based management programmes lie on a continuum from weak to strong, based on the degree of devolution of decision-making power.

Banerjee et al. (2010) noted that, there are conditions for the effective implementation of school-based management systems. Banerjee et al. (2010) for example rightly demonstrates that for parents and committees to participate in collective action to improve schools, they must first be aware of the local education situation and what they can do to intervene. In two programmes in India where this process outcome was measured, there was little change in parental and committee knowledge. The infrequency and ineffectiveness of school inspection/supervision has created a power vacuum and more or less a laissez system in which everybody is being allowed to do whatever they like (Kaweesi, 2012; Okurut, 2012; Janet Kataha Museveni, 2016). In education systems where decision-making authority with respect to school operations and funds have been transferred to a school management committee, positive outcomes have been realized. In Philippines which has an Advisory School Council programme and the Programme for School Improvement in Sri Lanka (Aturupane et al. 2014, San Antonio & Diosdado 2008)), evidence shows these interventions gave school stakeholders

some control over funds, although the amount and share of total budget varied across schools.

Another best practice emerging from this study is the nurturing and establishment of **Community-based education delivery monitoring systems**. With the implementation of the decentralization of education delivery to local governments and school management, governments are implementing strategies of enhancing the roles of the local community and parents in the management of their schools. In Finland, schools are community service centres and of that the local community and parents have a strong say on who is recruited as a teacher in their community and they define their expectation from the teachers and the school administration. In Kenya, Tanzania, Rwanda and Uganda authorized are mobilizing parents and community leaders to monitor the delivery of education services and demand accountability from school administrators. The governments are inaction policies which are strengthening the role of the Parent Teachers Association, providing community members with school information and creating awareness of an existing accountability mechanism or to provide information about the current performance of education providers (Reinikka & Svensson, 2007).

One of the Ugandan teacher demotivation factor is the unfair appraisal and inconsequential appraisal. According to Vegas (2005), client and managerial feedback are key to retaining motivated and effective teachers in the education system. Therefore, sound teacher reward frameworks like one implemented in Finland and Singapore emphasizes the implementation of **objective and transparent appraisal system**, which should linked to incentives like bonus pay or salary increment. On paper Uganda has a good appraisal system, but it complicated and it is not linked to any significant benefit with exception of promotion, which largely depend on other factors like seniority in services and attainment of further qualification.

Teachers not only motivated by a better pay, but also by **timely pay and convenient** of accessing their salary. Issues of mismanaged payroll are some of the leading frustrations teachers in Uganda face. In Tanzania, the challenge teachers in rural areas have to travel long distances to urban centers to access their salary. In order to address such challenges, governments world over are shifting to electronic payment systems. In Uganda the government has deployed The **Integrated Personal and Payroll System (IPPS)**, whose overall objective is to streamline payment of teachers' salaries and other public servants in a timely manner. The success of IPPS depends on timely processing of payroll head teachers.

Job stability and access to retirement benefits. The threat of losing one's job can act as a powerful incentive, though it is virtually absent from the teaching profession in the region, due to the fact that most teacher hold the position for life, unless dismissed with disgrace or voluntary retirement.

The reviewed literature also suggests that countries have not focused on all elements of motivation but a core set of elements. Hunger affects children's ability to concentrate and malnutrition adversely affects cognitive development (Kristjansson et al. 2007). Jacoby et al. (1996) observed that the first meal of the day (Breakfast) in particular is key as it, compensates for the decline in 'brain fuel' during the night. However, there are variations of feeding interventions in different countries. Benell and Ntagaramba (2008) supported the introduction of **children feeding programme in Rwanda** whose implementation has been supported by community-based systems. The theory behind the school feeding initiative as a strategy of motivating teachers is the understanding that, teacher get inspired when they teacher progressive learners. Rogers and Vegas (2009) identified nine categories of incentives which when well implemented can; attract, retain and motivate effective teachers in education systems.

The list suggests both monetary and non-monetary factors of motivation. In most countries, recruitment of teachers to work in remote areas has been adopted as a key strategy although it has faced numerous challenges. Interventions have included location-specific rather than central teacher recruitment, targeted incentives for teachers in remote areas, Special provisions for teachers in rural or remote areas including decent housing,

preferably free or at a subsidized rent and special travel facilities (Mpoksa and Ndaruhutse 2008) and Non-salary incentives to work in rural areas such as accelerated access to professional development opportunities and tenure (Mpoksa and Ndaruhutse 2008).

Zemmelman, et al., (1993) noted that teachers' attitudes are crucial to the success of any reform intervention in Education. Indeed, Frase and Sorenson (1992) also long cautioned that not every teacher will always respond positively to educational reform approaches and interventions. This calls for radical re-thinking of the kind of teacher needed to implement the suggested interventions in this framework. The Ministry of Education and Sports would take the advice of Darling-Hammond and McLaughlin (1995:597) which called for staff development interventions that were meant for "providing occasions for teachers to reflect critically on their practice and to fashion new knowledge and beliefs about content, pedagogy, and learners". In Finland and Singapore, besides academic qualification prospective teachers have to sit and pass a personality test. The rationale behind the personality test is the realization that not every sound academic candidate is a good teacher.

Another best practice for designing the reward/incentive system is to take a systems approach, well knowing that, no single strategy can succeed on its own. The systems approach is favored in most countries because of the interconnected nature of education systems. The systemic approach to education sector reform of Rwanda was for example largely informed by the understanding that, education reform in a country can only be achieved by taking a "systems approach", since sectors of the economy are inter-dependent (MINEDUC, 2010; VSO Rwanda, 2009). The key input for quality education service delivery; teachers, facilities, learning materials and curriculum. Accordingly, the government of Rwanda has developed a number of policies as pillars for sector transformations. In summary, the best practices are;

1. Internal motivation. The opportunity to educate children, and thereby improve their well being, can serve as a powerful incentive to attract individuals into the teaching profession.
2. Social prestige and recognition. This can motivate people to become teachers.
3. Job stability. The threat of losing one's job can act as a powerful incentive, though it is virtually absent from the teaching profession in the region, due to the fact that most teacher hold the position for life, unless dismissed with disgrace or voluntary retirement
4. Pensions and other non-salary benefits, such as health insurance. Reliable government pensions that provide for a decent living after a teacher retires can attract people to the career as well as create an incentive for teachers to remain in their jobs.
5. Professional growth. The presence of opportunities for advancement throughout a career can serve to motivate teachers to excel in their work. Unfortunately, this type of teacher advancement ladder is largely absent in the teaching profession in many developing countries.
6. Non-salary job characteristics, such as the availability of adequate facilities and materials with which to teach.
7. Sense of mastery in one's job. People who feel that they can be capable and effective as teachers are more likely to choose to become teachers.
8. Having to satisfy clients and respond to supervisors can be a strong incentive for performance on the job.
9. Salary differentials and other monetary benefits. Differences in salary and over-all compensation exist between teachers and non-teachers and among teachers themselves.

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APPENDICES

APPENDIX A: SHORT AND LONG TERM IMPLEMENTATION DESCRIPTIONS

A. IMMEDIATE, SHORT-TERM STRATEGY FRAMEWORK

Incentive pillar and intervention	Expected Target/ Performance indicators	Key actions, stakeholders and timetable	Implementation costs (UGX) billion	Risks
Financial incentives				
Pay level	7 % annual teacher increment to cater for inflation	<p>MOES implements the teacher promotional policy provided for in the scheme of service by July 2018</p> <p>MoES and MoLG should mobilize the community to provide monetary and non-monetary contributions such as childcare, labor, security, cleaning, cooking, and classroom assistance to teachers</p> <p>MoES and MoLG should mobilize the community to help provide housing, school-based meals, and income generating activities</p>	14,541	<p>Luck of funds to implement competitive teacher remuneration.</p> <p>Managing the politics of teacher pay</p> <p>Non update of the payroll register to reflect new salary structures</p> <p>No clear sensitization strategy for the community on how to contribute to teacher improvement</p>
Pay & career structures.	Introduce annual systems to improve teacher evaluation systems to support the implementation of the scheme of service and promoting merit-based mechanisms for promotion of teachers.	<p>TSC should ensure that teacher promotion is based on established teacher's knowledge and skills rather than seniority in service.</p> <p>The MoES should implement competence-based school systems which should be based on a known system for testing subject masterly and pedagogical knowledge.</p> <p>TSC and the MoPS should operationalize the position of principal teacher as recommended in the teacher scheme of service (TSS) by December 2017</p> <p>MoES should contract a professional agency to design and administer teacher evaluations.</p> <p>TSC, MoPS and MoFPED should implement the scheme of service fully and the benefits associated with additional qualifications</p> <p>The MoES, MoPS and the Equal opportunities commission must initiate reforms to expand the number of promotions but decompress the gap between the highly based teachers and the low paid teachers</p>	145,4	Resistance by senior teachers who have been in service for a long time. Inability and dishonesty of supervisors who are in charge of appraisal and promotion. Lack of fund to operationalize the policy

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Qualification up-grading	All teachers who have upgraded and whose promotions have been effected must be awarded expected receive salary increases within six months.	<p>School head teachers and the TSC should maintain an accurate database of all teachers undergoing training and project the salary changes to be effected in a given financial year.</p> <p>The ESC must annually publish details of budgeted upgrade positions available for the teachers.</p> <p>Teachers who have upgraded their qualifications should receive stipulated pay increases. But, this should be made conditional on minimum teacher performance standards being met.</p>	727,0	<p>Poor and ineffective record keeping by the school administrators.</p> <p>Teacher upgrade becoming a job threat to the school heads.</p> <p>Risk of losing well trained teachers to other professions let alone to private schools.</p>
Caretaking positions	Increased reduction in caretaking positions by 80% by the year 4 of the TIF Uganda Strategy	<p>MoES and MoPS should redress by promoting managers who have been caretaking for more than three years and have performed well.</p> <p>Teachers should be able to be promoted to Senior Teachers after three years but promotion posts have exist/be funded.</p> <p>Phase out the caretaking role within the school management.</p>	173,4	<p>Managing politics of promotion at both school level and ministry.</p> <p>Non qualifying personnel within the schools to take up roles.</p>
	14,541	Luck of funds to implement competitive teacher remuneration.		
Provision of financial services	Access to financial support schemes to at least 50% of teachers by year 4 of the TIF Uganda implementation.	<p>UNATU should ensure that the teacher's SACCO should become fully operational with capacity to reach all teachers who want to participate.</p> <p>Promote social enterprise initiatives and microfinance solidarity groups in schools.</p> <p>Provide teachers with microfinance products such as health insurance, housing credit, or small income-generating credit.</p>	36,4	<p>Non-availability of teacher permanent address for easy tracking.</p> <p>Few resources to tap into within the SACCO as compared to the number of teachers.</p> <p>Low commitment from government to support the SACCO.</p>
PTA Fees	Regulated PTA fees	The MoES and associated agencies should design and implement a policy framework on levying, collection, utilization and accountability of PTA fees.	484,7	<p>Non leveled ground?? on the PTA fees collection</p> <p>Non-compliance by schools to charge PTA fees</p>

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Bonus	Performance based bonus introduced by the 4th year of TIF Uganda implement	<p>The MoES should design a policy on school-based level bonus pay based on agreed upon performance parameters assessed termly by the school management committees.</p> <p>The TSC should design contextual incentives which target individual and group bonuses with unique characterizes. For example special needs teachers and teachers in rural areas with poor public transport to their duty stations.</p> <p>The MOES and her partners should introduce annual school-level performance-related scheme for schools. For example, teachers at most improved school in each district awarded one month salary bonus and certificates, trophy etc. Should be piloted in limited number of districts before full roll-out.</p>	14,5	<p>School politics between teachers and administrators.</p> <p>Agreeing to common and national parameters for selecting those teachers to receive bonus pay.</p>
Payroll management	Clean and update payroll	<p>The MoES, MoPS and MoFPED should draft a payroll management Service Level Agreement (SLA) between the MoPS and head teachers. The SLA should define sanctions for deliberation omissions or commissions by school accounting officers (head teachers). SLA should be implementation by year 2 of TIF-Uganda implementation</p> <p>The MoPS should design a mandatory course for all head teachers and their deputies on payroll and IPPS management.</p>	1,5	<p>Lack of resources to run the short course in payroll and IPPS management.</p> <p>Lack of time from head teachers to follow the course.</p>
Professional Rewards				
Personality test	A mechanism of conducting a teacher personality test established by year 3 of TIF-Uganda implementation	<p>TSC should conduct a personality test on all in-service teachers by year of TIF-Uganda implementation.</p> <p>By year 2 of TIF Uganda implementation, all teacher training institutions should be conducting teacher trainees' personality tests as basis of recruitment to the institution.</p>	2,9	Corruption during the personality tests, deployment. The corruption practices which might result into the selection of less capable candidates for the teaching professional during the entry into the teacher training institutions.

<p>Teacher Prestige</p>	<p>All teachers who have met the new requirements developed as per the TIF Uganda strategy should be identifiable and strategically placed as role models within their schools and communities.</p>	<p>District Local Governments (DLG) and school administration to implement teacher participation in decision making affirmative action as a means of enhancing teacher voice and prestige in their community</p> <p>MoES and associated agencies should introduce teacher annual awards for best performing teachers by year 3 of TIF Uganda implementation</p> <p>TSC, MoES and DLG should develop and implement merit-based teacher deployment policy guidelines by year 2 of TIF Uganda implementation.</p> <p>The MoES and DLG should encourage, support and strengthen the local teacher unions and associations as a strategy of complimenting peer mentorship and profession development.</p> <p>MoES should work with teachers and teacher union to come up with an agreed definition of motivation for work.</p> <p>MoES should encourage affirmative action of teachers in activities of government undertaken in localities where schools are located.</p> <p>MoES should work with local communities and local institutions like the church and Civil Society organizations (CSOs) to stress the importance of teacher's in society and establish awareness campaigns to enhance the prestige and status of the teaching profession.</p> <p>MoES and UNATU should create quarterly and annual forums at local, national and regional level for teachers to show off their talents, innovations and share best practices.</p> <p>The MoES should organize teacher achievement awards or community recognition activities like teacher-school-community open day dialogue on challenges faced by schools within a given locality</p>	<p>36,4</p>	<p>Not a well sensitized community on the important of the teaching profession.</p>
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		<p>SMC and head teacher should provide teachers with positive verbal feedback and praise about their accomplishments and ensure there is a mechanism to recognize and reward specific behaviors such as leadership and teamwork.</p> <p>The MoES should promote community and civil society involvement in education service delivery.</p>		
Intrinsic Motivation	A comprehensive selection criteria for prospective teacher and onboarding mentorship programme established.	<p>The TSC should define a framework of how SMC and head teachers should provide quality support for all teachers joining the profession through low-cost induction interventions like use of experienced senior and retired teachers.</p> <p>Involve veteran and retired teachers in continuous mentorship and coaching initiatives for new teachers who have joined the profession.</p> <p>Offer specifically designed tailor-made programs for entry teachers at different levels.</p>	2,2	Lack of resources to mount the programmes.
Pre-service training	Top priority for TIF Uganda is to improve teacher quality and 'can-do' motivation especially by improving the quality of PTC managers and instructors who are also critical role models for teacher trainees.	<p>TTI should explore alternative approaches of offering tailor-made teacher development programmes like use of ICT applications and modern pedagogy by year 3 of TIF Uganda implementation</p> <p>MoES must offer scholarships to teachers to pursue qualifications that are in line with their professional fields of development.</p> <p>Design and effectively implement special teacher development programmes for teachers in rural and hard to reach areas</p> <p>Ensure that teachers are recognized for participation and completing successfully professional development programmes</p>	1,5	<p>Lack of funds set aside for teacher development at school and ministry level</p> <p>Managing both school and ministry politics on who accesses the training</p> <p>Retention of teachers who have undergone further development within their current schools</p>

<p>CPD</p>	<p>Provide adequate resources for existing CCTs to be effective and properly trained themselves. Need more subject specialist tutors especially in English, science and math.</p>	<p>Undertake training for improving class effectiveness through lesson planning, student assessment, efficient use of class time, strategies for keeping students engaged, and more effective teaching techniques.</p> <p>Undertake specially designed content masterly trainings for filling the gaps or depending teacher's expertise in subjects they teach and how to teach them more effectively.</p> <p>Undertake training for rural areas specifically targeting how to use locally available resources to deliver training for better learner outcomes.</p> <p>TTI institution and the MoES should design a framework for peer collaboration which are preferably school-based or cross-school that provide opportunities for small groups of teachers to observe and learn from each other's practice and collaborate on curriculum development, strategies for student assessment, research and other activities that contribute to the system quality and teacher's professional development</p> <p>Initiate capacity building activities for PTC Managers and instructors by August 2017</p> <p>The MoES should implement an online teacher academy to offer an efficient means of CPD</p>	<p>0.4</p>	<p>Overloading CCTs with work since they are few in number</p>
<p>Working conditions</p>	<p>Significantly reduce class sizes in lower primary classes which will require many more teachers. Need to create established positions in school (by teacher grades) based on properly enforced staffing norms. School grants increased to original value in real terms.</p>	<p>Introduce a policy on the minimum class size for subjects of study and allocation of teaching materials</p> <p>The TSC should design flexible teaching schedules for teachers with a gender-based affirmative action</p> <p>Strengthen the role of teachers in decision making both at school level and policy level</p> <p>MoES and the SMC should provide subsidized housing facilities for all teachers in public schools throughout the country</p>	<p>43,6</p>	<p>Lack of funds to implement the recommendations</p>

		<p>The MoES should provide support to remotely deployed teachers; such as bicycles, mobilizing the community to provide housing, food, and ensuring such teachers have access to resource centers and training materials.</p> <p>Train supervisors in the same techniques and material that teachers are learning</p> <p>Train supervisors to fulfill a supportive role as well as an inspecting role</p> <p>Train supervisors and communities to use a range of tools to hold teachers accountable</p> <p>Provide headmasters with high-quality training in school management and leadership</p> <p>Advocate and implement transparent and fair systems for deployment and promotion of teachers</p> <p>Advocate for or provide teachers with greater autonomy in classroom pedagogy</p>		
Workload challenges		<p>MoES should provide training on large class size management, active learning, and student assessment</p> <p>Reduce and remunerate non-school duties of teachers such as counselling and guiding services</p>	0.1	Lack of funds to implement the recommendations
Learning materials	Provide adequate learning materials to all teachers and children	<p>The MoES and DLG should mobilize the community to contribute materials and improve facilities</p> <p>The ESA should ensure adequate hygienic facilities in the school, especially for women</p> <p>The MoES should provide a merit-based learning materials awards for high-performing teachers</p>	58,2	Corruption in procurement and distribution of learning materials might be a challenge.

Accountability pressures				
School supervision	Fully operationalize Education Standards Agency (ESA) by year 3 of TIF- Uganda	<p>The ESA and DLG must mobilize communities to participate in school supervision. The ESA must develop links with community leaders to continuously support school performance</p> <p>The MoES must develop matrix for measuring school performance to be used by community and ESA officers</p> <p>Adopt a national school performance index that is open and accessible to the public.</p> <p>Strong, autonomous, well-staffed and well paid ESA absolutely essential especially given the unlikelihood of strengthening the (SMC) client accountability channel (at least in the short term). Each ESA officer should be responsible for no more than 30? schools so that she is able to visit regularly and monitor the behavior and performance of teachers.</p>	43,6	<p>Corruption among the ESA staff is a big risk and a challenges since, the whole success of effective school supervision relies heavily on integrity and honesty of school inspectors.</p> <p>Lack of resources to facilitate the ESA staff.</p> <p>Lack of community support to school supervision initiative</p>
School management:	Recruit and retain motivated and capable school leadership by 3rd year of TIF Uganda implementation.	<p>School leadership is critical. Must be capable and motivated. Concerted effort needed, therefore, to recruit and train teachers who have demonstrated attitudes and capabilities to be school managers. Recruit university graduates (preferably B.Ed.) to primary schools and most capable put into accelerated promotion scheme to become school managers. Professionalize school management with strong in-house capacity. ESA perhaps the most appropriate organization to train school managers. Key actions include;</p> <p>Head should be degree holders and must have formal training in institutional management and leadership</p> <p>Establish a teacher management and leadership career programme</p> <p>Phase out caretaking in school leadership</p> <p>Teacher representation in decision making.</p>	5,8	

Job security	Improved teacher	Increase the length of the probationary period of NQTs to two years with rigorous assessment at the end. Only those who meet clearly defined standards should be made P&P. ESA officers should take appropriate action to discipline and dismiss consistently misbehaving and/or under-performing teachers.	2,9	
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B. MEDIUM-LONG TERM STRATEGY FRAMEWORK

Incentive pillar and intervention	Expected Target/ Performance indicators	Key actions, stakeholders and timetable	Implementation costs (UGX) billion	Risks
Financial incentives				
Basic pay and secondary income	<p>Establish a competitive teacher pay (salary and benefits) scheme.</p> <p>As long as PST pay does not cover basic household needs, it will be very difficult to redress the motivation crisis and ensure that professional development objectives and incentives, in particular, can be realized. . Given financial constraints, it is not possible to increase significantly PST basic pay in the short term. So have to be pragmatic about secondary income. Accept that most teachers need to supplement substantially their basic pay. They need to do this while, at the same time, being committed to their government teaching jobs. Also, pay should be increased in real terms over time to a level where the minimum basic needs of school teachers can be met.</p>	<p>MoPS should set up a remuneration and benefits commission which must conduct extensive stakeholder consultation to define a framework for salaries and benefits for teachers and other public servants for the next 30 years by year 3 of TIF Uganda implementation.</p> <p>Benchmark teacher’s salary on the national cost of living standards by December 2018</p> <p>Institute efficient measures to deal with processing and payment of teacher retirement benefits by May 2018</p> <p>Undertake and carefully plan selected career path reforms that signal substantially higher-long-term financial rewards for talented teachers.</p>	1,1	Power struggle among different centers of power in government like Ministry of Public service and Equal opportunities commission

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<p>Create an enabling but strong regulatory environment for private schools.</p>	<p>Rapid expansion growth in private school enrolments in last 10-15 years with growing dissatisfaction with education quality and learning outcomes especially in government primary schools. Takes enrolment and resource pressures off these government schools and allows increased financial scope for at least maintaining teacher pay in real terms and increasing operational funding for schools (school grants)</p>	<p>Cost sharing Teacher entrepreneurship</p>	<p>NIL</p>	<p>Resistance by senior teachers who have been in service for a long time. Inability and dishonesty of supervisors who are in charge of appraisal and promotion. Lack of fund to operationalize the policy</p>
<p>Housing</p>	<p>Ideally, teachers at the hardest-to-staff schools should receive good basic housing and the remote area allowance. In addition, the isolation of working and living in these locations could be lessened with provision of satellite television, electricity and digital connectivity. New technologies available and affordable?</p> <p>Reduce unit costs. e.g. Economies of scale of constructing blocs of studio flats for single teachers (e.g.as in Rwanda).</p>	<p>MoES should construct houses for Teacher in hard to staff schools</p>	<p>29,0</p>	<p>Budgetary cuts from government</p>
<p>Remote area allowance</p>	<p>Need school-based selection criteria (rather district wide as is currently the case). Should be increased for most difficult locations (as indicated by vacancy and transfer rates, STRs, qualification and experience profiles and learning outcomes).</p>	<p>The MoES and MoPS should expand access to hardship allowance from teachers who qualify to</p>	<p>0.4</p>	<p>Budgetary cuts from government</p>
<p>Subject allowances</p>	<p>Ration allowance from work??</p>	<p>Subject allowance (science allowance) Hardship allowance</p>	<p>29,0</p>	<p>Budgetary cuts from government</p>

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Working conditions	Design strategies for sustainability and strengthening working conditions of teachers	<p>MoES should provide teachers with subsidized housing facilities for all teachers in public schools throughout the country</p> <p>The MoES and SMC should advocate and implement transparent and fair systems for deployment and promotion of teachers</p> <p>Advocate for or provide teachers with greater autonomy in classroom pedagogy</p>	As planned and costed under the short term priorities	Budgetary cuts from government
Professional Rewards				
School management and leadership	Revitalize and empower school management committees (SMCs)	<p>MoES should promote community monitoring of teachers through mechanisms such as having students photograph teachers for attendance, having parents and students submit teacher report cards, etc.</p> <p>Train supervisors in the same techniques and material that teachers are learning</p> <p>Train supervisors to fulfill a supportive role as well as an inspecting role</p> <p>Train supervisors and communities to use a range of tools to hold teachers accountable.</p> <p>Provide headmasters with high-quality training in school management and leadership.</p>	As planned and costed under the short term priorities	
Teacher licensing Board	Establish a teacher licensing commission with powers to register all teachers in the country	<p>Introduce annual teacher licensing mechanisms based on agreed minimum professional hours</p> <p>Providing for re-certification of all teachers after every five years and implementing decisions including downgrade of salary and scales to the non-compliant</p>	As planned and costed under the short term priorities	
Recognition and prestige	PST professionalization especially by phasing out of certificate-level teachers (through attrition including, possibly, early retirement), minimum entry qualification of teaching diploma and gradual build-up of trained university graduates especially in school management positions.	<p>MoES should promote increased community and civil society involvement in the education system and in specific areas such as gender awareness.</p> <p>School management teams involve veteran and retired teachers in continuous mentorship and coaching initiatives for teachers who have joined the profession.</p> <p>Offer specifically designed tailor-made programs for entry teachers at different levels.</p> <p>Explore alternative approaches for offering tailor-made teacher development programmes like use of ICT platforms to provide self-driven-tailor made continuous professional development programmes.</p> <p>Offer scholarships to teachers to pursue qualifications that are in line with their professional fields of development.</p>	As planned and costed under the short term priorities	

		<p>Design and effectively implement special needs teacher development programmes.</p> <p>Ensure that teachers are recognized for participation and completing successfully professional development programmes.</p> <p>Streamline the teacher-training curriculum to prepare teachers for career options within the teaching profession, which include; class room instruction, school leadership, and research and policy development among others.</p> <p>Advocate and implement transparent and fair systems for deployment and promotion of teachers.</p> <p>Implement affirmative action policies for female teachers to accommodate their special family needs and status needs. Especially the provision of breastfeeding and day care facilitates in schools, flexibilities of their work schedule to enable them attend to their family core duties besides their teaching obligations.</p> <p>Increase the length of probation for Non-Qualified Teachers (NQT) to a minimum of 2 years with a rigorous assessment at the end</p>		
Resourcing CCTS		<p>Promote the use of ICT's in teaching and learning as means of improving the quality of instruction.</p> <p>Ensure adequate hygienic facilities in the school, especially for women and young children.</p>	As planned and costed under the short term priorities	
Accountability pressures				
Education Standards Agency	Improved monitoring and inspection of education systems throughout the country and providing timely information to guide decision-making.	<p>MOES should operationalize a strong, autonomous, well-staffed and well-paid Education Standards Agency (ESA) in order to improve the education service delivery monitoring. We recommend for this intervention to be effective, each ESA officer should be responsible for not more than 30 schools within a specified radius. These officers need to be regularly rotated to avoid building social networks with those they are monitoring which could compromise their independence and objectivity of their work.</p> <p>Designing and implementing automated tracing systems for assessing the performance of different players on key education indicators based on set parameters at government, regional and global levels like SDGs</p> <p>Sequencing key education reforms to ease adoption and implementation, monitoring and evaluation. This requires trend analysis and benchmarking guidelines by the Ministry of Education</p>	As planned and costed under the short term priorities	Lack of funds to keep.

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Client accountability	Continue to sensitize/mobilize SMC members, community leaders and parents as a whole on the importance of ensuring that SMCs function effectively and are able to hold school managers and teachers to account.	<p>Promote community monitoring of teachers through mechanisms such as having students photograph teachers for attendance, having parents and students submit teacher report cards, etc.</p> <p>Increase the transparency of performance appraisal system, by use of centralized information management systems.</p> <p>Attach benefit on results of the performance appraisal</p> <p>Revitalize and empower school management committees (SMCs).</p>	1,017,876,294.45	
System accountability	Strong ESA will go a long way to ensure that primary schools are properly monitored and regulated by MOES.	Streamline the school inspection throughout the contract.	As planned and costed under the short term priorities	
UNATU involvement		<p>Building long term alliances with the teacher union and government taking a positive role of teacher's union in enhancing teacher motivation</p> <p>Providing accurate information by government to teachers unions and promoting regular communication on key policy initiatives affecting teachers</p> <p>Increase the political space by government in positively negotiating with teacher's union about major education reforms and teacher policies</p>	290,821,798.42	

APPENDIX B: TIF-UGANDA MONITORING TOOLS

In this section, draft tools for assessing teacher motivation and effectiveness, and learner outcomes are proposed. These tools should be reviewed and updated regularly to reflect any relevant changes in the environment.

A. Teacher Motivation (Satisfaction) Assessment Tool

Suggested outline of teacher satisfaction monitoring and evaluation questionnaire

1. Personal information

Gender, date of birth, marital status, children, total household dependents , spouse occupation, spouse living with you (y/n), home area, highest academic qualification, highest professional/teaching qualification with year awarded, currently upgrading qualifications, PSC grade, years teaching, year qualified, years at current school, number of schools employed as teacher, distance and time to work, health status (list stress related illnesses), class or subject teacher, if subject teacher, subjects taught. Requesting transfer?

2. Job satisfaction

From the list below, tick the three things that satisfy you the most about working at this school

My teaching colleagues

Location

My head teacher

Housing

My students

The classroom environment

School facilities (science and computer labs, library,)

3. List others

1.

2.

3.

4. Now, please, select the three things that most dissatisfy you about working at this school

1.

2.

3.

Trends in job satisfaction

5. During the last three years my overall level of job satisfaction has

Decreased a lot Decreased Stayed the same Increased a lot

6. Give the three main reasons for this (if possible, in order of importance)

1.

.....

2.

3.

Pay and other benefits

7. What is your monthly government salary? Gross Net

8. Do you receive any additional income from the school? (e.g PTA payments?)

9. What was your net salary when you started teaching?

10. Any work outside teaching? yes/no

11. What is this work? teaching at another school, private tuition, vending, taxi/ boda boda driver, farming, other specify

12. How many hours, on average, does this work take up each week during the term time?

13. Number of people in your household who are in waged employment:

14. What is the (approx.) monthly expenditure of your household on the following items:

Food Rent Transport Education

15. Total monthly household expenditure:

Other financial benefits

16. Apart from your pay and pension, which of the following financial benefits do you receive? (list the ones they could/should be receiving after consulting with MOEST/PSC)

a. Housing: Yes/No Amount

b. Remote area: Yes/no amount

c. Subject allowance: yes/no, subject, amount

d. Loan(s): Yes/No Amount

e. Transport Yes/No Amount

f. Others Yes/No Amount

17. Are you member of SACCO? Yes/no

18. Have you taken out any loans? Amount

Non-financial benefits

19. Which of the following non-monetary benefits do you receive? (list the ones they could be receiving)

a. Housing: Yes/no How adequate?

b. Study leave

c. Medical

d. Others

20. Have you ever been on study leave? How satisfied? Qualification obtained. Has your pay been

increased to appropriate level?

21. Apart from higher pay, what suggestions do have to improve financial and non-financial rewards for teachers? Be specific as possible

- 1.
- 2.
- 3.

Professional rewards/Professional development

22. How many times has your head teacher/supervisor observed you teaching since the start of the school year?

23. How many times did other teachers observe you teaching last month/appropriate time period?

24. How many times have school inspectors (or equivalent) observed you teaching since the start of the school year in January?

25. Views on study leave

26. Views on CPD/INSET activities

27. Views on school-based PD

28. What suggestions do have to improve professional development for teachers? Be specific as possible

- 1.
- 2.
- 3.

Working and living conditions

29. How many students in your class? (primary school teachers)

30. Periods taught per week (secondary school teachers)

31. Other responsibilities

32. Days absent last month Reasons

33. Requesting or intending to make transfer request to another school: y/n with reasons

34. What suggestions do have to improve working and living conditions for teachers? Be specific as possible.

- 1.
- 2.

3.

5. Teacher management and accountability

Teacher management

- 35. What are the main issues concerning the way you are managed as teachers at this school?
- 36. Teacher and school accountability
- 37. How effective is the School Management Committee?

RATING STATEMENTS

- 1. My overall level of job satisfaction working at this school is
 Very low Low Just OK High Very high
- 2. My overall level of job satisfaction during the last three years has
 Fallen a lot Fallen Stayed the same Increased Increased a lot
- 3. I come to school hungry
 Never Rarely Sometimes Frequently Very frequently
- 4. My housing conditions at this school are
 Very poor Poor Just OK Good Very good
- 5. The overall level of support from my colleagues especially in providing regular feedback and suggestions on my teaching is
 Very limited Limited Just OK High Very high
- 6. The overall level of team work among teachers at this school is
 Very limited Limited Just OK High Very high
- 7. Opportunities for career advancement are
 Very limited Limited Just OK High Very high
- 8. The overall level of support for newly qualified teachers at this school is
 Very limited Limited Just OK High Very high
- 9. The management and leadership skills of the head teacher at this school are
 Very poor Poor Just OK Good Very good
- 10. The level of respect that my head teacher has for me is
 Very limited Limited Just OK Good Very good
- 11. The level of interest that my head teacher has in me is
 Very limited Limited Just OK Good Very good
- 12. The support given to me by the school management team is
 Very limited Limited Just OK good Very good
- 13. Members of the SMT observe my classes
 Never Once year A least once every term At least once a month At least once a week
- 14. Other teachers observe my classes
 Never Once year A least once every term At least once a month At least once a week
- 15. The overall level of student misbehaviour in my class is
 Very low Low Just OK High Very high

16. The impact of HIV/AIDS on teachers at this school has been
Very low Low Just OK High Very high
17. The impact of HIV/AIDS on students at this school has been
Very low Low Just OK High Very high
18. The classroom environment at this school is
Very poor Poor Just OK Good Very good
19. My workload at this school is
Very low Low About right High Very high
20. The overall level of teacher absenteeism at this school is
Very low Low OK High Very high

AGREEMENT STATEMENTS

1: Disagree strongly 2: Disagree 3: Not sure 4: Agree 5: Agree strongly

		1	2	3	4	5
1	I only trained to be a teacher because I couldn't do any-thing else.					
2	I would leave the teaching profession if I possibly could'					
3	Teacher morale at this school is high					
4	Teachers at this school are increasingly de-motivated					
5	Teachers are paid fairly compared to other professions in the public service					
6	I get on well with my students					
7	My students respect me as a teacher					
8	I am not respected in the community					
9	I am happy living in this community					
10	Teacher stress and burn out is a problem at this school					
11	Teachers at this school do not think their trade union is do-ing a good job					
12	I get on well with most of my colleagues					
13	My colleagues do not stimulate me to do a better job					
14	I have made lasting friendships while I have been at this school					
15	I don't have the freedom to make my own decisions about how best to teach my classes					
16	I do feel secure living in this area					
17	My students are not fully engaged in class					
18	My head teacher treats everyone equally					
19	My head teacher turns one teacher against another					
20	My head teacher is a good team player					
21	My head teacher spends too much time away from school on official business					
22	My head teacher does not spend too much time away from school on private business					
23	Good teaching performance is recognised and praised in this school					
24	Promotions are done efficiently and fairly					
25	I do not get on well with my students					
26	The school management board is doing a good job					
27	Teachers and parents at this school do not work well to-gether					
28	School inspectors visit this school regularly					
29	Too many teachers at this school come to work late					

B. Suggestions for head teacher questionnaire

1. School characteristics
 - a. Year established,
 - b. Location,
 - c. Classified as hard-to-staff?
 - d. Ownership (government/church/other),
 - e. Total enrolment,
 - f. Overall repetition
 - g. Dropout rates.
2. Staffing situation
 - a. Number of teachers (government, PTA, others),
 - b. Streams,
 - c. Classrooms,
 - d. Vacancies,
 - e. Transfers,
 - f. Attrition,
 - g. Misconduct cases

Overall job satisfaction and motivation among teachers
3. How many of your teachers are: (if more than 10 teachers in school take a random sample of 10).
Go through list one by one
 - a. Well motivated. adequately motivated poorly motivated
 - b. Highly competent ... adequately competent Poorly motivated
4. Given a free hand, how many of these teachers would you like to replace because of
Poor motivation Lack of competence

Key reasons for adequately and poorly motivated teachers at this school

5. Why are some of your teachers adequately motivated but not others? Key factors (open-ended then prompt)
6. How many of your teachers suffer from major health problems?
7. How many of your teachers suffer from stress related?
8. Are there any noticeable trends in teacher job satisfaction and motivation at this school during the last three years?
Fallen a lot Fallen Stayed the same Increased Increased a lot Not sure
9. Give main reasons (open-ended then prompt)
10. Pay and financial incentives
 - o How adequate pay?
 - o How adequate career progression?
 - o How adequate pensions?
 - o Pay management: Paid on time?
 - o Financial allowances/incentives: location, posting, housing, transport, loans, etc
 - o How adequate/effective?
 - o Suggestions for improvement

11. Non-financial benefits
 - o Housing
 - o How many teachers accommodated by the school?
 - o How adequate is this accommodation?
 - o Suggestions for improvement
 - o Study leave
 - o Issues for management and among teachers.
 - o Suggestions for improvement
 - o Annual leave
 - o Maternity leave
 - o Others
12. Professional rewards
13. Intrinsic motivation
14. How many of your teachers would you say have a strong vocational commitment to teaching? Find it intrinsically very rewarding?
15. Suggestions for improvement
 - o Recognition and status
 - o Respect for teachers in the local community and country at large
 - o Suggestions for improvement
 - o Professional development
 - o How effective in this school? Reasons
 - o How many visits/activities of CCTs?
 - o Induction of new newly qualified teachers
 - o School based: management and collegial support
 - o Study leave
 - o Suggestions for improvement
 - o Working and living conditions
 - o How adequate? Reasons
 - o Teacher work load, class size, facilities, distance to commute for teachers,
 - o Location
 - o Teaching and learning materials
 - o Facilities
 - o Suggestions for improvement
 - o 8. School and teacher accountability
 - o Teacher tenure: Consequences for teachers of poor performance?
 - o Any contract teachers?
 - o Management control of teachers: How effective? Issues.
 - o School management board: How effective in holding teachers and school to account?
 - o Suggestions for improvement
 - o 9. Teacher behaviour and performance
 - o Key consequences of low job satisfaction and motivation on teacher behaviour?

- o Vacancies
- o Commitment to PD
- o Teacher absenteeism: Level and trends
- o Other sub-standard behaviour and misconduct: laziness, disobedience, rudeness, drunkenness,
- o Disciplinary cases:
- o Transfers: Numbers and trends
- o Secondary income: Numbers and trends
- o Student behaviour and performance: absenteeism, drop outs, examination performance

RATING STATEMENTS

1. The overall level of job satisfaction among teachers working at this school is
Very low Low Just OK High Very high
2. Teachers at this school come to work hungry
Never Rarely Sometimes Frequently Very frequently
3. Housing conditions for teachers at this school are
Very poor Poor Just OK Good Very good
4. The overall level of support for newly qualified teachers at this school is
Very limited Limited Just OK High Very high
5. The overall level of collegial support among teachers especially in providing regular feedback and suggestions on their teaching is
Very limited Limited Just OK High Very high
6. The overall level of team work among teachers at this school is
Very limited Limited Just OK High Very high
7. I observe teacher's classes
Never Once year A least once every term At least once a month At least once a week
8. Other members of the SMT observe teachers in their classes
Never Once year A least once every term At least once a month At least once a week
9. Ordinary class teachers observe their colleagues in their classes
Never Once year A least once every term At least once a month At least once a week
10. The overall level of student misbehaviour in this school is
Very low Low Just OK High Very high
11. The impact of HIV/AIDS on teachers at this school has been
Very low Low Just OK High Very high
12. The impact of HIV/AIDS on students at this school has been
Very low Low Just OK High Very high
13. The classroom environment at this school is
Very poor Poor Just OK Good Very good
14. Teacher workload at this school is
Very low Low About right High Very high

15. The overall level of teacher absenteeism at this school is
 Very low Low OK High Very high

AGREEMENT STATEMENTS

Select the most appropriate

1: Disagree strongly 2: Disagree 3: Not sure 4: Agree 5: Agree strongly

1	Spouse separation is a problem at this school	1	2	3	4	5
2	Teacher stress and burn out is a problem at this school					
3	Teachers at this school think their trade union is doing a good job					
4	I get on well with most of my teacher colleagues					
5	Promotions are done efficiently and fairly					
6	The school management board is doing a good job					
7	Teachers and parents at this school work well together					
8	School inspectors visit this school regularly					
9	Too many teachers at this school come to work late					
10	I have the management knowledge and skills to do my job well					
11	I am respected in the community					
12	I am happy living in this community					
13	Secondary employment activities among teachers is a problem at this school					

C: SUGGESTIONS FOR QUICK ASSESSMENT OF SCHOOL AND LIVING ENVIRONMENTS

15-minute tour of school to assess facilities:

- o Utilities: water, electricity
- o Classrooms: Type of construction, current state, (broken windows, leaking roofs)
- o Staff room, science and computer labs, dorms, library,
- o School grounds: security, gardens, playground, sporting facilities
- o Teacher housing
- o State of roads

APPENDIX C: COSTED IMPLEMENTATION PLAN

ACTIVITY	Current total pay Amount per year (UGX) billion	Proposed total pay Amount per year (UGX) billion	Notes: Data from Ministry of Education and Sports Fact Sheet 2002-2016
Total Number of Government Paid Teachers 130,213; teachers paid through PTA 68,809 and total number of primary schools 19,642			
Pay level	13,6	14,541	Total pay for 130,123 (head teacher and senior teacher) for 1 year at the 7% increase of the current pay for a total of 6,800 primary schools
Pay & career structures.	-	145,4	1% of the total Proposed pay
Qualification upgrading	-	727,0	5% of the total proposed pay assuming only 5% teacher upgrade in a year
Caretaking positions	-	173,4	Assuming 20% of both head teachers and senior teachers are promoted and confirmed per year
Provision of financial services	-	36,4	At least 15% of all teachers accessing to financial services per year. If government advanced 0.25% of their total annual pay as a loan to the SACCO
PTA Fees	-	484,7	68,809 of the total teachers in government paid from PTA for their annual salary
Bonus	-	14,5	0.1% of the annual total pay being planned for bonus pay to primary teachers in the country
Payroll management	-	1,5	0.01% used for improving the payroll management (ICT systems, payroll cleaning, backup system, training)
Personality Test	-	2,9	1/3 of the government teachers should have taken the test by year one at a cost of 44,000 each
Teacher Prestige	-	36,4	0.25% of the annual total pay spent on 1/3 of government teachers on improving their prestige
Intrinsic Motivation	-	2,2	0.015% of the annual total pay spent on activities leading to motivation
Pre-service training	-	1,5	0.01% of the total annual pay spent on retooling PTC managers and trainers
CPD	-	0,4	0.003% of the total annual pay spent on training more CCTs and improving existing ones
Working conditions	-	43,6	0.3% used for improving at least 1/2 of the 19,642 primary schools with each getting at most 12 Million
Workload challenges	-	0,1	0.01% of the annual total pay to be used for rewarding extra load such as counseling etc.
Learning materials	-	58,2	0.4% of the annual total pay to be used on learning materials for 19,642 schools with each getting approximately 3 million of learning material
School supervision	-	43,6	0.3% of the annual total pay to be used on improving ESA and establish systems for measuring teacher and school performance
School management	-	5,8	0.04% of the annual total pay to be used on improving school management for 1/4 of the total primary schools in year one

A TEACHER INCENTIVE FRAMEWORK (TIF) FOR UGANDA

Job security	-	2,9	0.02% to be used for evaluating all teachers against set standards at the end of year and 1/4 of the total primary schools are planned for the evaluation
Basic pay and secondary income	-	1,2	0.08% of the annual total pay to be used for establishing the commission, under-taking numerous studies, benchmarking etc.
Create an enabling but strong regulatory environment for private schools.	-	-	Nil
Housing	-	29,1	0.2% of the annual total pay spent on providing housing for 6% of the total number of primary teacher who stay in the hard to staff areas
Remote area allowance	-	0.4	0.003% of the annual total pay spent on providing re-sources to those staying in remote area or as hardship allowance
Subject allowances	-	29,1	0.2% of the annual total pay spent on subject allowance for approximately 25% of the primary teachers
Working conditions	-	-	
School management and leadership	-	-	
Teacher licensing Board	-	-	
Recognition and prestige	-	-	
Resourcing CCTS	-	-	
Education Standards Agency	-	-	
Client accountability	-	1,0	0.007% of the annual total pay to be spent on establishing accountability systems and mechanisms within the community and MoES
System accountability	-	-	To be undertaken through the ESA
UNATU involvement	-	0.3	To be provided to the Union to help in undertaking coordination of teacher activities and publicity

