

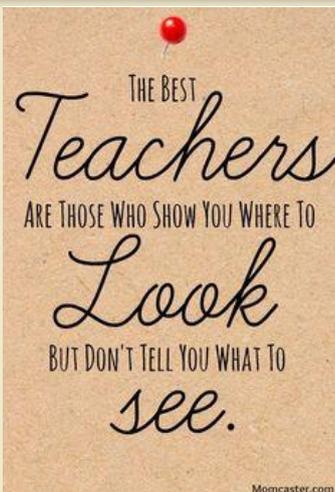
POLICY BRIEF

A TEACHER INCENTIVE FRAMEWORK (TIF) FOR UGANDA: SHORT & LONG TERM STRATEGIES



This policy brief addresses the concerns about the effectiveness of teachers and improved learning outcomes that are growing across both developed and developing nations such as Uganda. Today, there is widely reported increasing teacher attrition, absenteeism and shortages of competent and well-motivated teachers in Uganda. The details in the policy brief are based on a synthesis of evidence from primary and secondary data on a project concerning “A Teacher Incentive Framework (TIF) for Uganda”. The actual need for an appropriate reward system with both intrinsic and extrinsic variables is a matter of urgency matter for policy makers. Here short-term strategies that can cause change in teacher motivation are highlighted.

IMPROVING TEACHERS’ MOTIVATION



At the heart of any sound education system, the 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. Therefore the Teachers should always become central actors in the education system and their motivation needs to be a primary concern for policy makers and government.

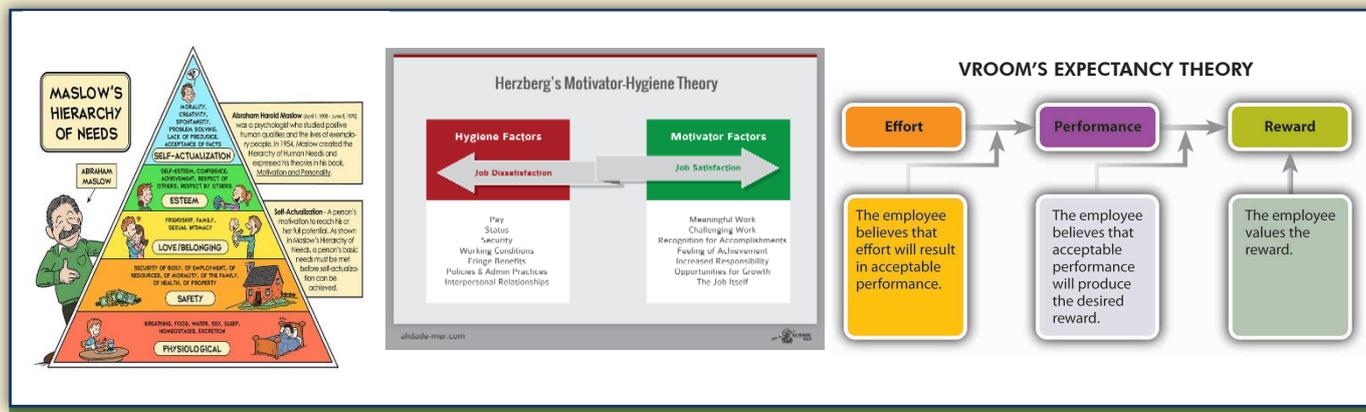
At the core of teachers’ work, they define:

- What should be taught,
- How it should be taught
- How knowledge assimilation and skills transfer should be assessed.

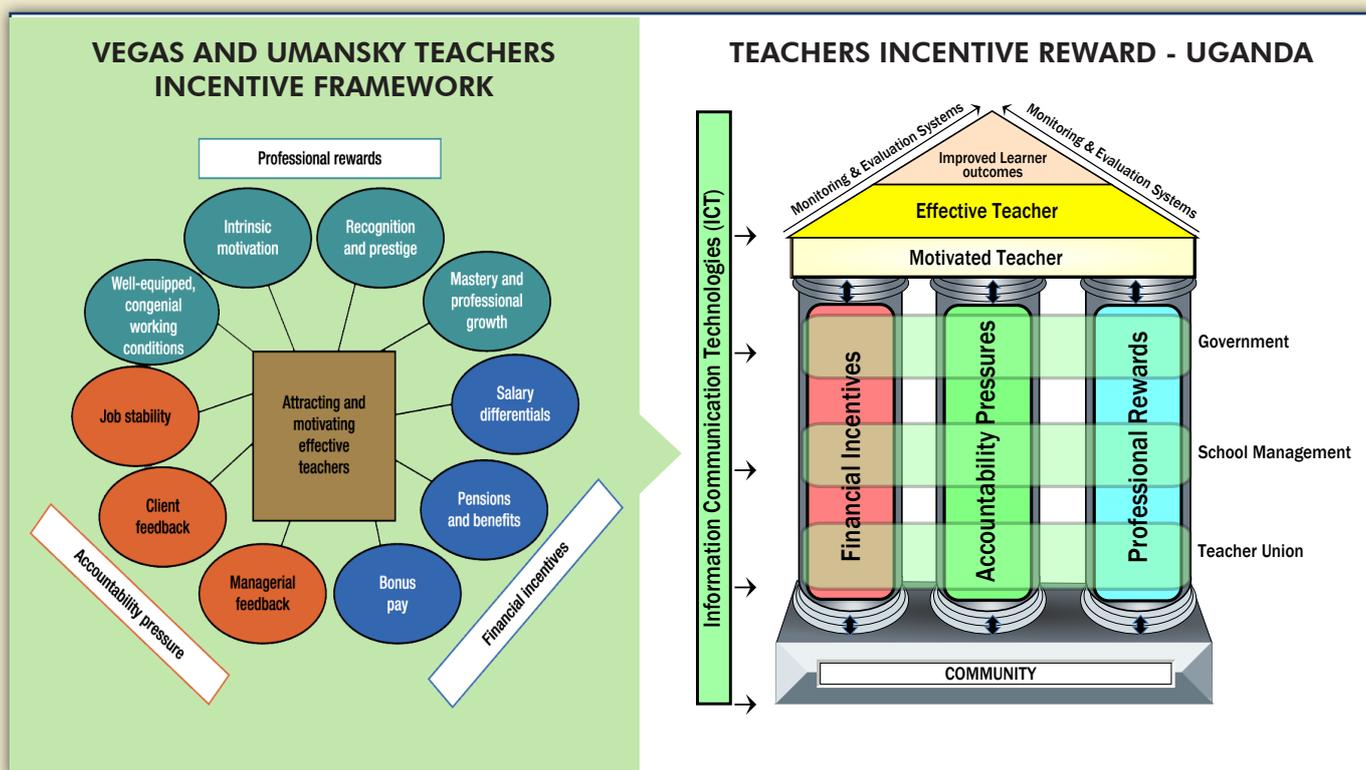
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A study report on Teacher Issues in Sub-Saharan Africa, commonly known as the TISSA Report (2013), documented how motivation of teachers was one of the critical factors which were affecting the quality of education in Uganda. Other national, regional and international levels studies have revealed how job satisfaction, reward systems, professional training and development and work situational-factors affect teacher motivation. To address this problem, a teacher Incentive framework for Uganda has been developed.

UNDERPINNING THEORIES OF THE FRAMEWORK



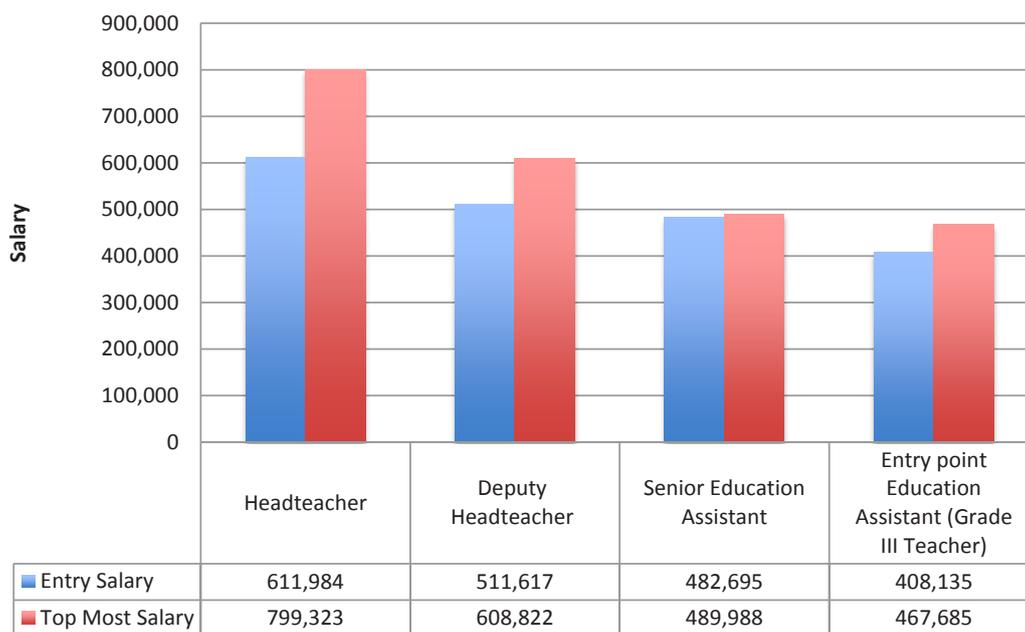
DIMENSIONS OF THE TEACHER-INCENTIVE FRAMEWORK



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.

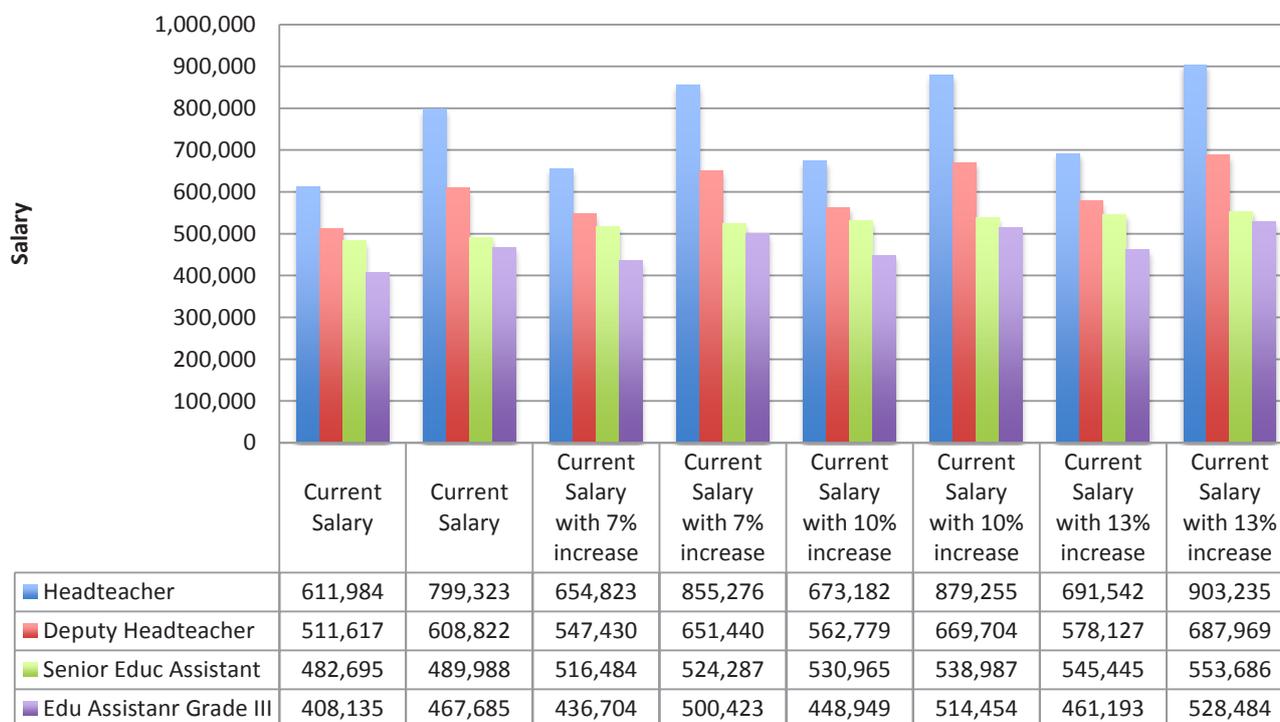


SALARY STRUCTURE FOR PRIMARY SCHOOL TEACHERS FOR FY 2015/2016



There are salary disparities among teachers. Case in point is that teachers in Kampala Capital City Authority (KCCA) are paid under the Ministry of public service structure yet their counterparts in the same organization are paid under the KCCA salary structure. This leads to demotivation.

SALARY STRUCTURE FOR PRIMARY SCHOOL TEACHERS FOR FY 2015/2016 WITH PROPOSED % INCREASES



STRATEGIES FOR ADDRESSING MOTIVATION AMONG TEACHERS IN UGANDA

Financial Incentives short-term implementation strategies

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

- 1 Pay level:** As a matter of priority, teacher salaries and benefits must be raised in line with increases in the costs of living by 7%.
- 2 Pay and career structures:** 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 government should promote or confirm all teachers in caretaking positions how 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:** In a spirit of promoting school community ownership and removing the current unfairness in access to PTA allowances, the government should allow all schools to charge PTA fees in line with the local economic conditions but with policy guidelines on its management / utilisation.
- 7 Payroll management:** 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.

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 for teaching profession:** 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 PTCs / NTCs managers and instructors since they play a critical role in the lives of 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 **Teachers 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 for a teacher in Uganda
- 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 **Work-load Management:** 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. Affirmative action for female teachers, special needs e.t.c. should be considered.
- 11 **Flexible Teaching Schedule:** The government and school management should implement flexible teaching schedules for breast-feeding teachers and those with toddlers.
- 12 **Licensing and Professionalisation:** 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:** There should be annual awards for teachers to include the Minister of Education and Sports annual award, ESC annual awards and the teacher union 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.



Accountability Pressures short-term implementation strategies

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

- 1 Pay level:** The government through the ministry of education and sport should operationalize a strong, autonomous, well-staffed and well-paid Directorate of Educational Standards (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-taker Position:** 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 School-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.
- 5 Retired teachers:** There should be a policy to use retired teachers to participate in mentorship and building management systems based on individual experience and professionalism.

Financial Incentives long-term implementation strategies

The following strategies are recommended in the long term regarding financial incentive:-

- 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

Professional Rewards long-term implementation strategies

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

- 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.

Accountability Pressures, long-term implementation strategies

The following strategies are recommended in the long term regarding financial incentive:-

- 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.

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.



Monitoring Mechanisms

If these strategies are to be effectively implemented, they will need a good monitoring principles that will involve:

- 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.

IMMEDIATE 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 database 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.



KEY POLICY RECOMMENDATIONS/PROPOSALS

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

TEACHER LICENCING

A teacher licencing body with a mandate to certify teachers in collaboration with the teacher union should be established to strengthen teacher professional and career development.

2

CARE-TAKING POSITION

Government should freeze the Caretaker school manager's role with immediate effect in the education sector. Government should promote or confirm all teachers in caretaking positions who qualify for such positions.

3

COMMUNITY BASED SYSTEMS

In order to promote school community ownership, government should allow all schools to charge the PTA allowance fees. These fees will always be determined from time to time by MoES and schools to determine the fees within the prescribed range.

4

TEACHER ACADEMY

Government should establish a technology mediated teacher academy to provide systematic continuous teacher professional development.

5

PERSONALITY TESTS

The government should carry out a mandatory personality test for all pre-service and in-service teachers. The test should be administered from the teacher training institutions and the proposed Teacher Technology Mediated Academy.

6

TEACHER IDENTIFICATION

Government should introduce a National Teacher Identification System such as uniforms, badges, tie, e.t.c.

7

CAPACITY BUILDING

Government should introduce mandatory Management and Leadership Capacity building for Principals, Deputy Principals, CCTs, Head Teachers and Deputy Head Teachers.

8

SALARY ENHANCEMENT

The government as a matter of priority should raise the teacher salaries and benefits in line with increases in the costs of living. This will be revised on annual basis.

9

CLASS SIZE

The government should reduce the class sizes to manageable numbers as per the Education Standards Policy.

10

ACADEMIC QUALIFICATION

The school Head teachers and Deputy Head teachers should at least be degree holders and must have formal training in institutional management and leadership before deployment

11

PROBATION PERIOD

The length of probation for non-qualified teachers should be made two (2) years minimum with a rigorous assessment at the end before being made permanent and pensionable.

