

# Disability and the World Bank Safeguard Campaign

## *Effect of UPPET programme on PWDs: Case study of Kasese district*



“We are the ones who know our problems, our needs and solutions. It is only logical that we are left to make relevant choices on who we think is most needy. Let us be involved in deciding the beneficiaries.”



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## **Acronyms**

GoU- Government of Uganda

UPPET- Universal Post Primary Education and Training

USE- Universal Secondary Education

WB- World Bank

CRPD- Convention on the Rights of Persons with Disabilities

PWDs- Persons with Disability

MDG- Millennium Development Goals

SWAP-Sector Wide Approach Program

ESSP- Education Sector Strategic Plan

ICT-Information communication Technology

LCI- Local Council One

## 1:0 Introduction

This report looks at the findings of a case study which was conducted in Kasese district-Bwera and Kuruhe Secondary Schools to assess the extent to which persons with disabilities are harmed/or benefit from the World Bank (WB)funded UPPET programmes in Uganda. The findings relate to both the Banks Safeguards policies and the United Nations Convention on the Rights of Persons with Disabilities (CRPD) *visa vie* UPPET programmes. It uses particularly *article 3 on general principles which include; full and effective participation and inclusion in society; respect for difference and acceptance of persons with disabilities as part of human diversity and humanity; equality of opportunity; accessibility; equality between men and women. It also takes into account the role of international cooperation in addressing the rights of PWDs in development programmes. The case study took a qualitative methodology. The beneficiaries and local policy implementers were interviewed and their ideas and experiences are documented in this case study.*

### 1:1 Background:

Post-primary education<sup>1</sup>—the transitional education sub-sector between the primary and tertiary education sub-sectors—is less well studied and understood than the primary education sub-sector, particularly in developing countries. Traditionally in the developing world, higher rates of return to primary than to higher levels of education have justified expanding and improving primary education. The emphasis on primary education was simply because literacy is fundamental to a minimally educated labour force and an informed electorate.

Meanwhile, equity-based arguments justified broader primary rather than post-primary and tertiary coverage. But the past two decades have shown that, despite the justifications for the primacy of primary education in development strategies, secondary and tertiary education cannot be ignored. Recent empirical work has demonstrated that post-primary enrolment has a positive relationship on real per capita GDP and a negative relationship on fertility (Brist & Caplan, 2000).

UPPET's importance is further underlined by the Millennium Development Goals, to which the Uganda government has signed on. Specifically, the MDG goals for Uganda education are (a) ensure that, by 2015, all children will be able to complete a full course of primary schooling; and (b) eliminate gender disparity in primary and secondary education preferably by 2005, and in all levels of education no later than 2015, (September 2002, Human Development Sector, Africa Region, The World Bank ).

The Uganda *Post Primary Education and Training Expansion and Improvement Project*<sup>2</sup> (Education IV) was therefore, designed to support the Government's education Sector Wide Approach Program (SWAP) as outlined in the Education Sector Strategic Plan (ESSP) 2004-2015, updated for 2007-2015. It supports the Government's Universal Secondary Education (USE) and Universal Post Primary Education and Training (UPPET) policies and programs, and focuses on

<sup>1</sup> Human Development Sector Africa Region, The World Bank Human Development September 2002

<sup>2</sup>Post Primary Education and Training Expansion and Improvement project (education IV project), project appraisal report, September 2008.

expanding access to post primary education and improving learning conditions for up to 100,000 secondary school students in all counties, (ADBG project appraisal report, September 2008).

Through the Ministry of Education and sports, Kasese district was among the districts that benefited from the World Bank funding. Kuruhe Secondary school and Bwera secondary school are among the schools that received support in terms of class room completion, construction of libraries and latrines as well as provision of furniture.

The UPPET Program was launched in February 2007 and in support of the program, Government secured a US\$375 million from the World Bank, to be implemented in three phases over a 10-year period (2009-2018):(i) Phase One: US\$ 150 million (2009-2012); (ii) Phase Two: US\$ 125 million (2012-2014); and (iii) Phase Three: US\$ 100 million (2014-2018).

### **Progress on the Implementation of Planned Activities**

**(i)** Construction in 759 government USE Schools

a) Phase I of construction (217 Schools – 29%) commenced in January 2011.

b) Phase II of Construction (442 will cover 100 schools (13%); it is expected to start in March 2013.

Supplied 2,000,594 course books for English Language, Chemistry, History of West Africa, History of East Africa, History of South Africa, Geography of East Africa, Map Reading & Photographic Interpretation to 1,559 beneficiary schools (both Government and Private USE schools).

**(ii)** Supplied 5,113 science kits – each kit has a total of 116 items of science apparatus to 1,367 schools

**(iii)** Supplied 5, 113 chemicals and reagents – each kit has a total of 71 chemicals

**(iv)** Reforming of the Lower Secondary Education (S1-S4) Curriculum is ongoing by M/S Cambridge Education

### **1:2 Purpose of the study**

*According to CRPD, for PWDs to realise their potential, there is need to address the profound social disadvantage of PWDs and promote their participation in the civil, political, economic, social and cultural spheres with equal opportunities, in both developing and developed countries. The purpose of this study is to investigate how far true the above statement is for PWDs who are supposedly beneficiaries of UPPET.*

### **1:3 Specific objectives**

The following are the specific objectives

1. To establish how the World Bank project/UPPET benefit or not benefit PWDs.
2. To ascertain whether UPPET directly or indirectly harmed PWDs and what the mitigating strategies have been designed?

### **1:4 Research questions**

The case study was guided by the research questions below;

1. How many people with disabilities were harmed/benefited
2. Were any particular group(s) of people with disabilities more at risk/able to benefit from the project?
3. What harm/benefit did they suffer/experience?
4. In what way was this harm/benefit caused by the project?

5. What could the Bank have done differently to prevent the harm? Or How did the project come about?
6. Was this harm foreseen by anyone from the Bank or community during the project planning stages? –Or- How was the project influenced by the people with disabilities?
7. Were any plans created to mitigate such harm? If so, were they implemented properly? Or- Were there additional benefits that were not expected?

### **1:5 Scope**

This report looks at the findings in relation to both the Bank's Safeguards policies and the Convention on the Rights of Persons with Disabilities *visa vie* UPPET programmes. It particularly focuses on article 3 *general principles which include: full and effective participation and inclusion in society; respect for difference and acceptance of persons with disabilities as part of human diversity and humanity; equality of opportunity; accessibility; equality between men and women among others.*

### **1:6 Methodology**

The study used sample frame of the World Bank Funded Universal Post Primary Education and Training, projects in Kasese district where two schools were intentionally selected as a case study. The study was conducted in Kasese district because it is one of the target district where NUDIPU operates. The schools selected received the World Bank Funding. 20 respondents were selected to participate in the case study. 10 were PWDs considering gender dimension (five female and five males). 05 district officials, and 5 community members. Key informant Interviews were held with selected PWDs in the selected sub counties where the schools are located.

The study also reviewed a number of documents such as the World Bank environmental social safeguards, and the CRPD plus other relevant literature.

## **2.0 Literature Review**

Since the mid-1980s, Uganda<sup>3</sup> has become one of Africa's success stories. Reform measures introduced by the current government have been largely implemented, and the country is on a road toward steady economic recovery. Progress is particularly prominent in the education sector, and especially in *primary education*.

The president's decision in 1996 to eliminate primary school fees for up to four children per family removed an important economic impediment for families to enroll and maintain their children at school. This decision also sent a strong signal that basic education is a high priority. By 2001, total enrollment ratio for primary education stood at more than 120 percent. *Post-primary* education, on the other hand, has not received much attention.

At about 19 percent in 2000, the total enrollment ratio for the full six-grade cycle of *general* secondary education is well below the Sub-Saharan average of almost 30 percent. In addition to low coverage, access rates differ considerably by gender, parental income, and area of residence.

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<sup>3</sup>Human Development Sector Africa Region, The World Bank Human Development September 2002

Moreover, internal efficiency and student achievement is low. The quality and coverage of *vocational and technical education and training* is also low, comparatively costly, and ill adapted to labor market needs. Uganda is right in giving top priority to achieving universal primary education, but secondary education now requires urgent attention as well.

The recent rapid enrollment growth in primary education is causing a sharp increase in the demand for education beyond the primary level. Furthermore, there is a wide international consensus on the critical role played by good quality secondary education in enabling countries to train the manpower to benefit from the ICT and knowledge revolution, and to compete successfully in the new globalized, knowledge-based economy.

The Ministry of Education and Sports records<sup>4</sup> all students in Uganda including students with special needs segregated by gender, class, district, region and type of disability. This is in line with their legislative duty of providing education for learners with special needs.

This responsibility is embedded in the 1995 Constitution which provides for the right to education, provision of affirmative action in favour of marginalised groups on the basis of gender, age, disability or any other reason. Data from the 2011 Education Statistical Abstract shows that in 2010, 12,469 pupils with disabilities joined pre-primary schools. The number dropped to 4,347 in 2011 of which 42 per cent were female.

The highest disability registered was mental impairment that accounted for 27 per cent of the total pre-primary scholars with disabilities, followed by hearing impairment (26.9 per cent) and visual impairment (21.8 per cent). Autism registered the lowest with 4.4 per cent of the total number.

A regional (Uganda has four regions; Central, Western, Northern and Eastern) analysis of pupils with special-needs education (SNE) in pre-primary schools shows that the eastern region had the largest share of SNE pupils with 26.1 per cent, while southwestern region had the lowest share of only 5.6 per cent. The proportion of the SNE pupils to the pupil enrolment was two per cent of the 212,797 total pre-primary enrolment.

In primary schools, some 197,200 SNE pupils were registered by the ministry, accounting for 2.4 per cent of the total enrolment in primary school. Of this figure, 103,971 were boys and 93,229 girls. The northern region had the highest proportion of pupils with special needs (3.1 per cent) with the northeastern region having the lowest proportion of 1.3 per cent.

The number of SNE pupils keeps dropping as they progress to higher classes. In government secondary schools, there are 2,589 male students with disabilities and 2,546 females, bringing the total to 5,135 students. In private schools, there are 3,940 students with disabilities, bringing the total for secondary schools to 9,075 students.

Secondary education thus yields considerable private returns, and provides opportunities to acquire attitudes, skills, and competencies that enhance the ability of young people to participate fully in society, take control of their lives, and continue learning at the post-secondary level.

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<sup>4</sup> The Observer newspaper,

[http://www.observer.ug/index.php?option=com\\_content&view=article&id=29565&catid=85&Itemid=96](http://www.observer.ug/index.php?option=com_content&view=article&id=29565&catid=85&Itemid=96)

While it is true that the government has made strides in removing barriers that discriminate PWDs in development programmes such as provision of legal and social policy, significant complications remain in supports and service delivery. Barriers<sup>5</sup> exist for persons with disabilities in the areas of family initiated support, postsecondary educational settings, as well as in the provision of government-funded support services.

Universal Post Primary Education and Training (UPPET) policies and programs, focuses on expanding access to post primary education and improving learning conditions for up to 100,000 secondary school students in all counties, (ADBG project appraisal report, September 2008).

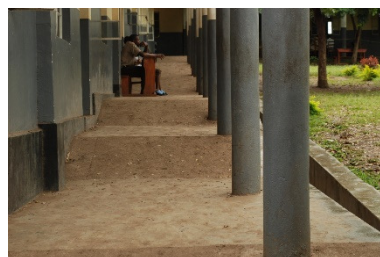
Through the Ministry of Education and Sports, Kasese district was among the districts that benefited from the World Bank funding. Kuruhe secondary school and Bwera secondary school are among the schools that received support in terms of class room completion, construction of libraries and latrines as well as provision of furniture.

### 3:0 Findings of the study

The findings indicate that the Universal Post Primary Education and Training (UPPET), a World Bank funded programme is expected to benefit PWDs both directly and indirectly. From the respondents interviewed, the researcher found out that there are not many immediate project benefits, but rather long term. The researcher visited Kuruhe Secondary School and Bwera Secondary Schools both of which received six classroom blocks, a library, latrine and furniture. The study was concerned with PWDs participation, in project design, implementation and monitoring and actual number of beneficiaries.



**New structure funded by WB with appropriate ramp**



**Old structure at Bwera SS with substandard ramps**

The project funded two schools in Kasese to improve their infrastructure with the hope of increasing enrolment. Kuruhe SS received Shs 282m (approximately \$110,000 USD) to put up a six

<sup>5</sup> Robert A. Stodden and Teresa Whelley, University of Hawaii at Manoa, *Education and Training in Developmental Disabilities*, 2004, 39(1), 6-15, <http://www.nytransition.com/data/a17.pdf>

classroom block, a library, a toilet and procure furniture, while Bwera received shs887m (approximately \$350,000 USD).

Although the project is under construction, the researcher found that already five PWDs were benefiting. One student with physical disability was reportedly a beneficiary at Kuruhe Secondary School while four visually impaired students were reported at Bwera secondary school. At Kuruhe, the student was reported to be using accessible latrine as well as furniture (desks). In Bwera SS, students were apparently having access to furniture.

District leaders are optimistic that the numbers will now increase as a result of the programme. Kasese district sports officer, for instance estimates the project to benefit up to 300 PWDs. It was noted that initially there were no accessible secondary schools in the district, therefore, by making Kuruhe SS and Bwera SS, accessible, authorities hope more pupils with disabilities would be able to join secondary school education.

It was also noted that the persons with physical impairment were more likely to benefit from the project because of the provision of ramps in the buildings under construction. But the convenience that comes with the ramps is often enjoyed by all users including the non-disabled. Experience has shown that the ramps could be used by teachers, parents and other community members. For instance, at the Parliament of Uganda, the ramp has been found to be regularly used by other non-disabled Members of Parliament, which resonates well with the assumption that an inclusive society for PWDs is even a better society for all.

The research notes the provision of accessible latrines at both Bwera SS and Kuruhe SS just like ramps benefits all people. At Kuruhe secondary school where the latrines with rails are already in use, the research found that the facility was being utilized by both teachers and students. While the benefit appears to cover a big number of users, the researcher noted that the latrines have only one stanza designated for PWDs regardless of gender. Even then the ramp at the latrine is not linked to the school compound. A wheel chair user can't connect to the latrine although there is a ramp because the pathway wasn't provided.



*Latrine constructed for learners with disabilities at Kuruhe Secondary School. (Right) is a ramp leading to the latrine but is not linked to the compound. Authorities say the path way was not provided because of the bad terrain.*

Under the project, both schools received libraries, furniture, and classroom blocks. The presence of good infrastructure such as furniture, classrooms, and libraries is essential for improved enrollment but certainly not retention. Practice has shown that schools that have better infrastructures and scholastic materials are more likely to have increased enrollment as opposed to those without, but may not necessarily mean an increase in enrolment and retention of learners with disability. The study notes that whereas accessibility issues concerning people with physical disabilities were taken care of, the project did not consider accessibility needs of other category of disabilities such as those who are visually impaired, and the deaf.

At Bwera SS, it was observed that provisions for making toilets accessible was completed, ramps were constructed, and doors are accessible (at least measuring 1.5). Accessible features are more pronounced on the new structures under construction. But the old structures still have substandard ramps with steep gradient which may be dangerous to wheelchair users. It was revealed that the procurement committees in both schools had little knowledge about the accessibility standards. By the time of this study both schools had not yet received scholastic materials such as text books which are normally provided under the UPPET programme. It was therefore not possible to determine whether once supplied they will meet the learning needs of students' with special needs such as deaf and blind. The head teacher of Bwera SS reported having two teachers that had received training in sign language. Generally, there is inadequate special needs education teachers at all level of education system in Uganda. It thus becomes impossible for deaf students to study in schools such as Kuruhe SS where teachers lack basic training in special needs education.

The findings further indicate that the project benefited two community members through employment opportunities. At Kuruhe, for instance, it was reported that one person with physical disability was employed as a casual labourer during and after the school construction. Currently he is a school cleaner. It is important to note that quite often the community negatively perceives PWDs as passive participants in development processes. Therefore the willingness of the school to retain a PWDs as a worker can be appreciated and recognized as a best practice. At Bwera SS, it was also noted that one community member with a disability participated in the construction as a casual labourer. This is unexpected benefit.

The consultation process by the ministry of education and sports during design of the project was found inadequate. It was noted that while the Ministry of Education and sports conducted a needs assessment on which schools to benefit from the programme only school administration was consulted. This implied that a number of stakeholders such as students, local community were not considered. It also emerged that even the technical team at the district was less involved in the project design. The district engineers were involved at the implementation stage yet they expected to have been involved at all levels of decision making by virtue of being the beneficiary district. The District engineer summed up the above views thus;

*"We are the ones who know our problems, our needs and solutions. It is only logical that we are left to make relevant choices on who we think is most needy. Let us be involved in deciding the beneficiaries,"* he said.

Furthermore there was no representation of PWDs in the existing structures such as School Procurement and Construction Committees (SPCC) and parent teachers association in both Kuruhe S.S and Bwera S.S. Providing for representative of PWDs on, for example SPCC that eventually recommended a contractor to the Ministry of Education would have been worthwhile. This is because the PWDs representative would advise on key disability issues of

concern. This means that the views of PWDs may not be catered for. Participatory approaches<sup>6</sup> to development recognizes the involvement of disadvantaged rural people as paramount in designing policies and programmes and in controlling social and economic institutions (WCARRD – Rome, 1979). This helps ensure the product designed meets their needs and is usable. Failure to involve them may under- mine the outcomes of the project.



**Community members (L) with NUDIPU staff (R) after interviews, (Right) is Biira Peninah, a former student of Kuruhe SS who dropped out of school due to lack of fees.**

As previously noted, limited participation in project implementation has significant effect in the realisation of the project objective. For instance, the district engineer fears that their (engineers) limited involvement in the project implementation could lead to shoddy work. This resonates with the fact that ramps at Kuruhe were found to be substandard. It also emerged that one class room block was not completed although the funding was exhausted.

The study further established whereas UPPET was providing accessible structures, this was not going to guarantee enrolment and retention of students with disabilities due to high rates of schools fees that some PWDs could not afford. For example at Bwera SS, fees charges were shs 170,000 (approximately \$65 USD) per term (a term has approximately three months) which was reported by respondents as high. While linking the usefulness of the structures with inability to pay fees, Biira Penninah a former student had this to say;

*"We can't say those structures (classroom) mean anything to us as PWDs, when we can't afford fees. If I had a chance to give my views, I could have suggested that they subsidise fees for us PWDs."*

While the project promotes the post-primary education, respondents believe sponsorship schemes should have been part of the project design to keep PWDs in the schools particularly those who cannot afford to pay fees. This expectation could have been levelled during the consultation process involving community members in the area. It is important to note that government of Uganda is now implementing universal secondary education policy. Schools such as Bwera S.S and Kuruhe S.S are under this policy. In such schools, fees are largely at reasonable levels compared to schools not under the policy. It is crystal clear that UPPET programme does not provide school fees but rather infrastructure support and scholastic materials. The issue of school fees for poor and unable to pay PWDs should be for now the responsibility of government, parents and guardians of such students.

### **Analysis of the Work Bank Safeguard policies**

<sup>6</sup> Dr. J.P. de Campos Guimarães of Institute of Social Studies, The Hague, Netherlands (2009), Participatory Approaches to Rural Development and Rural Poverty Alleviation, [http://www.unescap.org/pdd/publications/poverty\\_and\\_development/participatory\\_rural.pdf](http://www.unescap.org/pdd/publications/poverty_and_development/participatory_rural.pdf)

Whereas the WB policy on involuntary resettlement requires that prompt and effective compensation at full cost for losses of assets attributable directly to the project be done, the construction projects in Kasese district funded by WB, did not seem to invoke the provisions of the policy. The researcher, therefore, did not find it more applicable since there were no people displaced by the project. Actually the land that the structures now sit on was school land.

### **3:1 Conclusions**

Universal Post Primary Education and Training Programme is providing infrastructure construction and scholastic materials to schools in Uganda. Bwera S.S and Kuruhe S.S have benefited from this programme. The programme will enhance the capacity of these schools to enrol more students including those with disabilities. This is especially so that they are implementing universal secondary education which usually has large enrolment. However, it is notable that there are inhibiting factors such as lack of schools fees that may affect enrolment and retention. This issue of school fees is however outside the scope of UPPET programme as much as it appeared a crucial matter to respondents. The consultation process with host communities for World Bank funded projects need to be buttressed because consultations with community members were inadequate. It is prudent that all development initiatives take disability concerns into consideration. Although among the objectives of the World Bank Safeguard policies is to determine which activities are likely to have potential negative environmental and social impacts, these policies are not specific of disability concerns. Proposals for funding from government ought to be disability sensitive and the Bank should make it automatic for lending policies to be disability sensitive in order for it to meet the goal of ending poverty by 2030.

### **3:2 Recommendation**

- The World Bank needs to ensure there is adequate consultation of host communities of projects for inclusion of their needs, ideas and this promotes ownership.
- As part of sustainability, there is need for the Bank to support poverty alleviation Initiatives that target poor communities (particularly parents and guardians of learners with disabilities) generate income to enable them meet basic needs such as education for their children
- The Bank should ensure its lending policies recognise disability issues to ensure that proposals submitted by government for funding are not discriminatory.
- The Bank should influence the government to submit project proposals that are disability sensitive for funding.