

PARLIAMENT OF UGANDA

REPORT OF THE COMMITTEE ON EDUCATION AND SPORTS ON THE NATIONAL TEACHERS' BILL, 2024

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Office of the Clerk to Parliament  
Parliament Building  
Kampala-Uganda

25<sup>th</sup>/11/24

November, 2024

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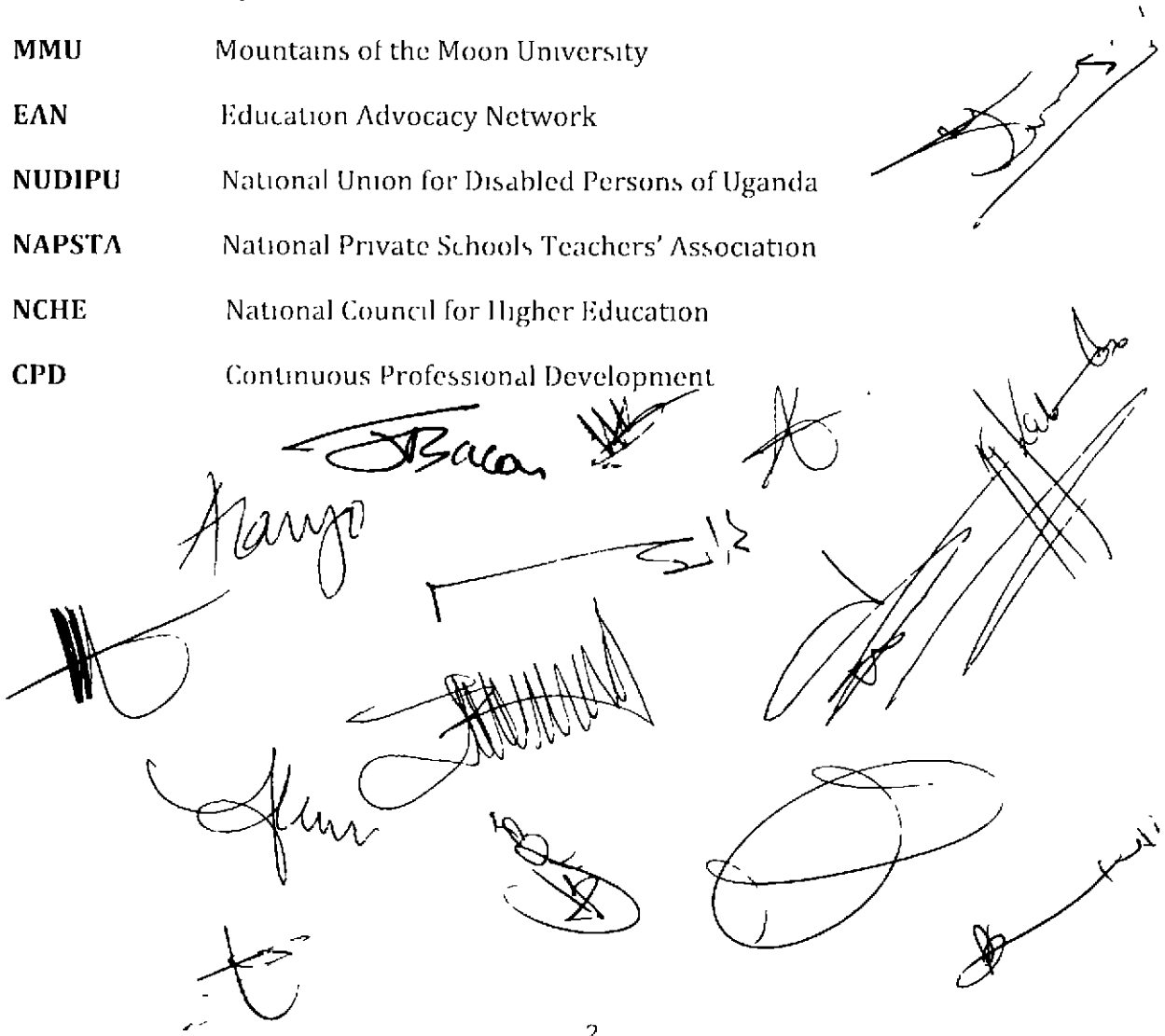
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**LIST OF ACRONYMS**

- MOES** Ministry of Education and Sports
- NCDC** National Curriculum Development Centre
- UNEB** Uganda National Examination Board
- ESC** Education Service Commission
- UNATU** Uganda National Private Teachers Association
- UPTU** Uganda Private Teachers Association
- COFTU** Central Organization of Free Trade Unions
- NOTU** National Organization of Trade Unions
- UNITE** Uganda National Institute for Teacher Education
- MMU** Mountains of the Moon University
- EAN** Education Advocacy Network
- NUDIPU** National Union for Disabled Persons of Uganda
- NAPSTA** National Private Schools Teachers' Association
- NCHE** National Council for Higher Education
- CPD** Continuous Professional Development



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## 1.0 Introduction

On Tuesday 6<sup>th</sup> August 2024, at the fourth session of the 7<sup>th</sup> sitting of the 1<sup>st</sup> meeting of Parliament, the National Teachers' Bill was read for the first time by the Minister of Education and Sports for Higher Education, Dr Chrysostom Musingo. A certificate of financial implications was laid on Table as required by Rule 118 of the Rules of Procedure of Parliament. The Speaker referred the Bill to the Committee on Education and Sports.

## 2.0 Background of the Bill

The Education (Pre-Primary, Primary and Post-Primary) Act, Cap. 247 is the law which provides for the development and regulation of Pre-Primary, Primary and Post-Primary education and training. Part V of the Act provides for the registration and licensing of teachers.

The Ministry of Education and Sports informed the Committee that the Act does not however provide for the overall regulation of teachers in terms of mandating responsible bodies to regulate the teaching profession. The National Teachers' Bill seeks to regulate the teaching profession and promote, maintain and protect ethical standards of the teaching profession.

## 3.0 Object of the Bill

The objectives of this Bill are—

- (a) to promote, maintain and protect the ethical standards of the teaching profession,
- (b) to regulate the teaching profession,
- (c) to provide for an institutional framework for the implementation of policies, decisions and directives issued by the Minister regarding teachers,
- (d) to promote the continuous professional development of teachers,
- (e) to provide for the career development of teachers within the teaching profession,
- (f) to establish the National Teachers Council, and
- (g) to provide for the powers and functions of the Minister in relation to teachers and the teaching profession.

## 3.0 Methodology

### 3.1 Desk research

The Committee reviewed various legislation and these included;

- a) The Constitution of the Republic of Uganda, 1995,

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- b) The Education (Pre-Primary, Primary and Post-Primary) Act, Cap 247,
- c) The Education Service Act Cap 85;
- d) The Insolvency Act, Cap 108,
- e) The Local Governments Act Cap 243;
- f) The Oaths Act, Cap 19,
- g) The Uganda Citizenship and Immigration Act, Cap. 66, and
- h) The Universities and Other Tertiary Institutions Act, Cap.262.

The Committee reviewed the National Teacher Policy, 2019

The Committee reviewed the legal framework on teacher professionalization in other jurisdictions including Tanzania and South Africa

### 3.2 Meetings

The Committee published notices for public hearings, invited twenty two(22) stakeholders, held meetings and received memoranda from, MOES, NCDC, UNEB, Muni University, Mountains of the Moon University, Kabale University, Busitema University, Lira University, Soroti University, Makerere University, NCHE, Education Service Commission, UNATU, UPTU, NAPSTA, COFTU, NOTU, UNITE, NUDIPU, Home Education(Schooling) Parents , Cluster of Directors of Private Education Institutions and Uganda and Education Advocacy Network(EAN)

### 3.3 Benchmarking visit to Ghana

The Committee had a benchmarking visit to Ghana where the Committee interacted with different stakeholders in the education sector including the National Teaching Council and the Ghana National Association of Teachers(GNAT).

## 4.0 FINDINGS, OBSERVATIONS AND RECOMMENDATIONS

### 4.1 Application of the Act

The Committee perused Clause 2 of the Bill on Application The Committee interacted with different public universities in Uganda and the Universities indicated that the Bill should extend to teacher educators and those who teach at Tertiary Institutions as well The extension of application of the Bill was supported by, Busitema University, MOTM, UNATU, Muni University, Lira University, Kyambogo University, UNITE and EAN

UNITE informed the Committee that Paragraph 5 8 of the National Teacher Policy, 2019 indicates that the Policy targets all teachers involved in providing education at various levels The education levels are categorised as below

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- a) Early Childhood Development programmes;
- b) Primary education level;
- c) Secondary education level;
- d) Business, Technical and Vocational Education Institutions,
- e) Teachers in other Tertiary Institutions; and
- f) Teachers in Universities.

The Ministry of Education and Sports informed the Committee that the teachers targeted in the Bill are those prescribed under Part V of the Education (Pre-Primary, Primary and Post-Primary Act) Cap. 247 and not lecturers in Universities and other Tertiary Institutions

**Committee observations**

The Committee perused the National Teacher Policy, 2019 and agrees with UNITE. However, the Committee observed that the legal regime under the Universities and Other Tertiary Institutions Act Cap. 262 covers the regulation of Universities and other tertiary institutions as such the application clause of the Bill should only stretch to pre-primary, primary and secondary level as it is in the Bill.

**Recommendation**

*The Committee therefore recommends that-*

*(a) the application clause should not include Universities as they are covered under the Universities and Other Tertiary Institutions Act Cap. 262;*

*(b) clause 2 be maintained as it is in the Bill; and*

*(c) the Universities and Other Tertiary Institutions Act Cap. 262 should be amended to provide for the regularisation and professionalisation of University educators.*

**4.2 The National Teachers Council**

The Committee notes that Clause 5 of the Bill establishes the National Teachers Council as a body corporate. Clause 6 provides for the composition of the Council. The Council shall be composed of seven(7) persons, two persons with experience in teaching, leadership and management of education institutions but not engaged in active teaching, one of whom shall be female, one teacher with disability, representing teachers with disability, four members of the public, two of whom shall be teachers, and one advocate with at least ten years' experience in legal practice.

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In the Committee's interaction with Kabale University, they indicated that the composition of the Council negates enough representation of professional and experienced teachers given that the business of the Council mostly relates to teacher education

UNITE informed the Committee that in its current form, the Bill leaves out the teacher trainers from National Teachers Council. Teacher trainers play an important role in the preparation of teacher trainees, providing them with knowledge, skills and values required to function in the teaching profession in general. Leaving them out will create a gap between the Council and teacher trainers and ultimately teacher training institutions.

UNATU stated that the condition of not being engaged in active teaching should be removed so that membership is not limited to those who have retired. They also stated that there is no need for members of the Public. They proposed that nominations should be done by the Teacher Labour Unions to represent the collective interests of the teachers whom they represent. This would also result in better decision making that reflects the needs and concerns of the teaching community.

COFTU indicated that the Council should be representative of the teaching professional strata namely, pre-primary, primary, secondary and tertiary. This is to minimize a particular category of educationists or even none at all dominating and hijacking membership and decision making.

The Committee interacted with Busitema University which proposed that for teacher educators, they should have more than five years' experience in management in a teacher's college of Faculty of Education. MMU indicated that the number of years for teachers on the Council should be increased to ten years, as it is for the advocate on the Council.

Makerere University also indicated that the composition of the Council needs to be explicit on the different levels of a teacher so that all levels are represented, pre-primary, primary and post-primary levels.

In the conduct of its desk research, the Committee noted that the Tanzania Teachers' Professional Board is comprised of nine members, a Chairman who is appointed by the President from amongst registered senior professional teachers, eight qualified members to be appointed by the Minister from the following institutions: a representative from the Ministry responsible for education, a law officer representing the Attorney General's Office, one representative nominated by teachers organization, one representative from private sector, one representative appointed from amongst persons with requisite qualifications to assist the Board in the discharge of its functions, a representative from Regional Administration and Local Government, a representative from the Teacher's Service Commission and a representative from institutions responsible for training of teachers. This is provided for under section 5 of the Tanzania Teachers' Professional Board Act, 2018.

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The Committee also perused the South Africa Council for Educators Act, 2001 and found that the South Africa Council for Education is comprised of twenty-eight members: the Chairperson, fourteen educators and four lecturers collectively nominated by the organised profession, five persons nominated by the Department of Education, two persons nominated by the national associations representing school governing bodies, one person nominated by the Council on Higher Education, one person nominated by the councils and one person nominated by national bodies representing independent or private institutions and the chief executive officer of the council

The Committee during its benchmarking visit to Ghana, was informed that the composition of the Ghana National Teaching Council is comprised of critical stakeholders to the teaching profession. The Council is composed of the following,

- (a) a chairperson with at least ten years' academic and administrative experience,
- (b) one representative from;
  - (i) the Ministry not below the rank of Director nominated by the Minister, the National Council for Curriculum and Assessment below the rank of a Director nominated by National Council for Curriculum and Assessment,
  - (ii) the Commission for Technical and Vocational Education and Training not below the rank of a Director nominated by the Commission for Technical and Vocational Education and Training;
  - (iii) the National Schools Inspectorate Authority not below the rank of a Director nominated by the National Schools Inspectorate Authority, and
  - (iv) the universities involved in professional teacher education on rotational basis nominated by the universities,
- (c) two representatives of the teachers' associations nominated by the teachers' associations on rotational basis,
- (d) two representatives of the heads of pre-tertiary education institutions nominated by the heads of the pre-tertiary education institutions on rotational basis;
- (e) two educationists, one of whom is a woman, and
- (f) the Registrar of the Council.

**Committee Observations**

The Committee observed that;

- i the Council is composed of more persons who are not engaged in active teaching as opposed to those engaged in active teaching, only three out of the seven members of the Council are involved in active teaching,
- ii the Council membership does not include a representative from the Ministry of Education which is the line ministry responsible for education,

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- iii. the Council membership does not include a representative from the National Council for Higher Education(NCHE) and the National Curriculum Development Centre(NCDC) These two agencies are critical to teacher education and Clause 10 of the Bill specifically speaks to collaboration with NCHE,
- iv the Council does not include a representative from the Teachers' Unions and associations,
- v there is an omission to designate one member of the public under clause 6 (1) (c) yet the clause speaks to nomination of four persons, and
- vi the Bill ties the representation of women to only one position on the Council

The Committee further observes that indeed, the Council as it is in the Bill is not representative of key stakeholders in the teaching profession. The membership is tied to teachers not in active teaching and is open to members of the public as opposed to teachers who understand the aspirations and challenges of the teaching profession

The example of Ghana, Tanzania and South Africa presents a representative Council which can ably handle the affairs of the members of the teaching profession

**Recommendation**

*The Committee recommends that—*

- (a) the Council membership should provide for the different categories of stakeholders concerned with the teaching profession; and*
- (b) the Committee further recommends that the requirement of female representation to the Council should cut across the entire Council and not to only one representative to Council.*

**4.3 Continuous Professional Development for the teaching profession**

Clause 9(g), (h) and (i) of the Bill provides for the functions of the Council. The Bill provides that the Council shall develop or cause to be developed continuous professional development programmes for teachers, accredit providers to offer continuous professional development for teachers and conduct training of trainers of continuous professional development programmes. The Bill goes ahead, under Clause 45 to require every teacher to undertake continuous professional development and under Clause 45(4) to provide that the Council may suspend the practicing licence of a teacher who fails to undertake continuous professional development programmes

The Committee interacted with the National Teaching Council of Ghana which informed the Committee that teachers in Ghana are required to do continuous professional

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development courses throughout the year. They further stated that teachers in public schools in Ghana are given continuous professional development allowances by the Government. The National Teaching Council deducts the funds required for continuous professional development direct from source.

### ***Committee Observations***

The Committee observes that Clause 9(i) indicates that the Council shall conduct training of trainers of continuous professional development programmes. This presupposes that the Council shall conduct these trainings by itself as opposed to hiring providers which contradicts the provisions of Clause 9(h).

### **Recommendation**

***The Committee recommends that—***

***(a) Government should motivate teachers to carry out continuous professional development as part of their professional development which enables them to comply with the licensing requirements under the law every four years; and***

***(b) Clause 9(i) should be recast for purposes of clarity.***

## **4.4 Collaboration with National Council for Higher Education**

### **4.4.1 Exclusion of other Government agencies**

Clause 10 of the Bill provides that the Council shall collaborate with the National Council for Higher Education.

MMU, in their submission to the Committee stated that the National Teachers Council in addition to collaborating with the National Council for Higher Education also collaborates with UNEB, UBTEB and NCDC.

NAPSTA also submitted that the Act could also point out the collaboration of the NTC with other departments like Education Standards Agency and Education Service Commission.

NCHE indicated that the Bill does not include other organs like ESA, NCDC that have a bearing with education matters like standards, quality and curriculum development.

EAN stated that collaboration with NCHE should provide for collaboration in training of trainers and accreditation of CPD programs for teachers.

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**Committee Observations**

The Committee observes that the clause stands to leave out other critical agencies such as the National Curriculum Development Centre which are critical to the teaching profession

**Recommendation**

*Clause 10 should be amended—*

*(a) to include collaboration with other Government agencies; and*

*(b) to provide for collaboration in Training of trainers and accreditation of Continuous Professional Development programs for teachers.*

**4.4.2 Conflicting mandate with the National Council for Higher Education**

The Committee noted that the Bill provides for conflicting mandates between the National Council for Higher Education and the National Teachers Council.

The National Council for Higher Education is mandated under Section 4(m) of the Universities and Other Tertiary Institutions Act Cap 262 to certify that an institution of higher education has adequate and accessible physical structures and staff for the courses to be offered by it

NCHE informed the Committee that granting the National Teachers' Council power to enter and inspect any training institution to ensure compliance creates a conflict with the role of the NCHE to monitor, evaluate and regulate higher education institutions

**Committee Observations**

The Committee observes that Clause 11 of the Bill gives the Council powers in regard to training institutions. The word "training institution" is defined under the Bill to mean a tertiary institution, other degree awarding institution or University as defined in the Universities and Other Tertiary Institutions Act. By giving the National Teachers Council this power, the Bill is going beyond the scope of the application clause

The Committee further observes that Clause 11(d) of the Bill gives the Council power to call for the production of books of accounts, plans or other documents of the Council. The clause requires the Council to call for its own records, this is an administrative function which can be done between the Council and the Registrar without putting it under the law

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The Bill provides under Clause 11(e) that the Council shall have powers to enter and inspect any training institution to ensure compliance with this Act. Clause 11(e) also presents a conflict with the functions of the National Council for Higher Education under Section 4 (m) of the Universities and other Tertiary Institutions Act Cap 262. The power should stretch to only education institutions.

### Recommendation

The Committee recommends that—

*(a) Clause 11 should be amended to provide for the correct terminology of “education institution”. Clause 11 provides for training institutions which are not in the purview of the Bill. The Bill is going beyond the scope of its application clause (Clause 2) and thus conflicting with the mandate of the National Council for Higher Education;*

*(b) Clause 11(d) should be deleted because it is an administrative function which can be done without inclusion in the legislation; and*

*(c) Clause 11(e) should be amended to provide for the inspection of education institutions which was inadvertently left out.*

### 4.5 Committees of Council

The Committee notes that Clause 16 (3) of the Bill provides for the number of members who can form a Committee of the Council.

UNATU informed the Committee that Clause 16 of the Bill is ambiguous on the types of committees to be formed under the National Teacher’s Council. Clarification is therefore necessary to specify the types of committees, for example, the committees that handle grievances, ethics and professional development. This would ensure structure and transparency in the Council’s operations.

The desk research conducted by the Committee revealed that in South Africa, the South Africa Council for Educators is mandated to form the following committees; executive committee, registration committee, professional development committee, disciplinary committee and any other committees which the Council may deem necessary.

The Committee during its benchmarking visit to Ghana found that the Ghana National Teaching Board is authorized under Section 62 of the Education Regulatory Bodies Act, to form the following committees; finance and administration, research, monitoring and evaluation, licensing and registration, disciplinary, professional development and examinations committee and any other committees which the Board may deem necessary.

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**Committee observations**

The Committee observes that there is need to specify the different types of committees which the Council may form so that critical committees are not left out. The Council will still be given power to form other Committees as they may deem necessary.

**Recommendation**

**Clause 16 should be amended to specify the different types of committees of the Council.**

**4.6 Registrar of the Council**

Clause 18 of the Bill provides for the Registrar of the Council. The clause however does not provide for the qualifications of the Registrar which is a critical role in professionalizing the teaching profession.

UNATU submitted to the Committee that in order to ensure proper checks and balances, at least two names should be recommended to the Minister for these positions. This ensures a more democratic and transparent process and prevents the Minister from having unchecked power in appointing a Registrar. They also stated that clause 18 (3) is not specific on how the Deputy Registrar is appointed. According to UNATU, it is key that the Deputy Registrar is also appointed by the Minister on recommendation of the Council and must have similar qualifications as those of the Registrar.

The Education Service Commission stated that the Registrar and Deputy Registrar should be appointed by the Minister on recommendation from the Education Service Commission and not the Council. NAPSTA on the other hand indicated that the public service should advertise and appoint the Registrar and other technical persons.

The Committee, in its benchmarking visit to Ghana was informed that the Registrar and Deputy Registrar of the National Teaching Council are senior professional teachers with ten years' experience and knowledge in matters relating to teaching profession, law, management and administration.

The Committee reviewed the Tanzania Teachers' Professional Board Act, 2018 and established that the qualification for the Registrar is a senior professional teacher with five years' experience and knowledge in matters relating to teaching profession, law, management and administration.

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**Committee observations**

The Committee observes that it is pertinent that the Bill provides for the qualification of a registrar and deputy registrar of the Council. The Committee further observes that the Bill should provide for the appointing authority of the deputy registrar

**Recommendation**

*The Committee recommends that—*

- (a) the registrar should have a qualification of at least a post graduate degree and ten years' experience and knowledge in teaching, law, management or administration;*
- (b) the deputy registrar should have five years' experience and knowledge in teaching, law, management or administration; and*
- (c) the deputy registrar be appointed by the Minister on recommendation of the Council.*

**4.7 Requirement of competence test**

The Committee notes that Clause 27(3) and (4) of the Bill provides that the Council may require a person applying for registration to do a competence test

In the Committee's interaction with Busitema University, they indicated that the competence test is not necessary since it will call for establishing another body to carry out the competence test. The competence test is a no confidence test on the training institution. They further stated that if there are any checks and balances, they should be at the level of accreditation of the institutions and their programmes

Kabale University stated that it is unrealistic to expose a teacher to a competence test prior to registration yet their entire training is aimed at exhibiting competences required of a professional teacher

UPTU informed the Committee that whatever may be tested at this stage should be included in the teacher training packages and upon passing, a teacher should be registered automatically. A qualified teacher from an accredited institution cannot be examined again by a body whose core role is not explicitly to undertake competence examinations.

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UNATU indicated that competence tests are not necessary and should be removed from this provision because one has already qualified by the time of seeking registration. The appointing authority has already done its job in testing the competence of the teacher during the recruitment process.

NAPSTA proposed that registration should be automated immediately after the University and internship and that there is no need for a competence test immediately after qualification but it could be necessary during renewal of licence.

NOTU stated that Clause 27(3) and (4) should be deleted from the Bill as it undermines the credibility of teacher training institutions and also may be stressful to a teacher.

The Ministry of Education and Sports clarified to the Committee that the competence test will be given to teachers from foreign jurisdictions who intend to teach in Uganda.

### ***Committee observations***

The Committee observes that the provision as it is in the Bill is not specific to foreign teachers and thus should be clearly set out in the law if the Ministry's intention was for it to apply to only teachers from foreign jurisdictions.

### **Recommendation**

***The Committee recommends that—***

***(a) clause 27 should be amended to provide clarity that the competence test shall be applied only to teachers from foreign jurisdictions who intend to teach in Uganda; and***

***(b) the Bill should provide for the requirement of a competence test for foreign trained teachers.***

### **4.8 Requirement of a degree in education**

Clause 28 of the Bill provides that a person is eligible to be registered as a teacher if he or she possesses a degree in education. Clause 65 requires teachers to comply with the requirements under Clause 28 within ten years of the commencement of the Act.

The stakeholders had the following submissions in regard to the requirement of a degree,

Kabale University indicated that the Bill should incorporate the qualification of a Post Graduate Diploma in Education (PGDE) among the eligibility requirements for teacher registration.

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Busitema University proposed that Pre-Primary teachers should not be required to have a degree to be eligible to register as teachers and the gradual phasing out of primary and lower secondary teachers without degrees as was done with grade II primary teachers of the 1970s to 1980s

The Education Service Commission stated that expansion of eligibility for registration should be expanded as follows,

- i. Degree in education,
- ii relevant degree and Post Graduate Diploma in Education; and
- iii Diploma in education i.e. Grade V Teacher who acquires a relevant degree qualification

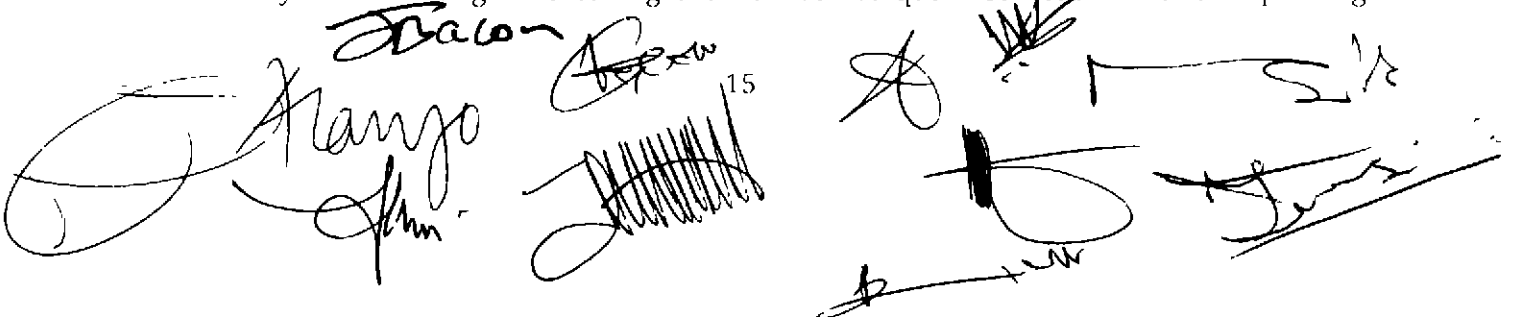
NOTU indicated that Clause 28(1)(a) should be amended to provide for only a qualification in education. It is their view that we do not need the same teacher academic qualification to handle varied education levels like nursery, primary or secondary levels. Instead, emphasis should be put on necessary skills at particular levels e.g. Early Childhood Development (ECD) Skills for Nursery teachers

UPTU informed the Committee that graduates with BA(Arts),BSC(Sciences) with PGDE will automatically be disqualified as the provision of the Bill is very specific with a degree in education. They further stated that in practical terms, it is unproven and unnecessary to require a nursery teacher to possess a degree instead they require ECD skills as until now no clear nursery education curriculum has been put by the Ministry except for the learning framework which is still on experimental version

UPTU further stated that considering the deplorable working conditions and especially the salary levels of most teachers in private schools, it is practically impossible to assume that they may conveniently acquire the degree qualification required except when issues of their welfare and particularly salary levels is well answered to. Accordingly, the Government should start with seconding salaries for private teachers to build their abilities to attain the requirements, otherwise this is exclusively intended to exclude the low paid teachers from the teaching career

Muni University proposed that there is need to define the degree in education to include Post Graduate Diploma in Education and Postgraduate Diploma in Teacher Education

The Directors of Private Education Institutions in Uganda under Nakawa Urban Council indicated that the eligibility requirement for a person to have a degree and be registered as a teacher is very ideal since it aligns with Sustainable Development Goal 4 of quality education by 2030 through increasing the number of qualified teachers and improving



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educational facilities with equal access to affordable vocational training and higher education for all. They however stated that all costs from the above processes should however be removed, identifying sustainable funding sources to support the initiatives outlined in the Bill

EAN proposed that a provision be inserted to include a degree in any discipline and a Post Graduate Diploma in Education as a requirement for eligibility for those without a Bachelor's degree in education in Clause 28(1)(a) to cater for Paragraph 5.8.1 for teachers at Higher Institutions of learning under the National Teacher Policy, 2019 but have other degrees in other fields but want to teach at any level

The Ministry of Education and Sports informed the Committee that the National Teachers Policy, 2019 requires all teachers to possess a Bachelor's degree. The Ministry indicated that there is need to standardize the academic qualification of teachers will in the long run help Government to progressively remove the differences among teachers that are linked to salary scales and disparities. They also stated that the degree requirement is in compliance with the Global teaching requirement in policies and the sustainable development goals(SDGs)

The Committee in its benchmarking visit to Ghana found that all teachers in Ghana are required to have a degree qualification. The Committee was informed that that public servants in Ghana are paid at the same salary scale upon attaining a Bachelor's degree

### **Committee Observations**

The Committee observes that the Bill intends to ensure that the teaching profession is regularised and standardised and the requirement of a Bachelor's degree for a teacher will go a long way in achieving this

The Committee however observes that persons who have done or are doing a Bachelor degree which has a component of teaching subjects and opt to teach, are not covered under the Bill. These persons go ahead and do a post graduate diploma in education and are eligible to join the teaching profession. The Bill should thus cover this category of persons.

### **Recommendation**

***Clause 28 should be amended to provide for eligibility for registration for teachers as a degree in education or a relevant degree and a post graduate diploma in education for a pre-primary, primary and secondary teacher.***

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#### 4.9 Intern teacher vs. student undertaking school practice

The Committee notes that the Bill provides for an internship programme under Clause 29. The internship programme will last one year as provided for under Schedule 3. The Ministry of Education is responsible for the entire programme. The Bill also provides for school practice under Clause 41 and in the interpretation section.

In its interaction with stakeholders, the following issues were raised on Clause 29,

Lira University informed the Committee that the Bill does well to introduce internship instead of school practice. This will give interns more time for practical instead of the 8-12 weeks currently dedicated to school practice. Internship will take a whole year and this is excellent. They however noted that the new arrangement will have implications on budgeting and resource allocation for internship as an academic/professional programme, time teacher takes in school because internship is part of academic life of a teacher. It also has implications for universities and other training institutions, since there will be no school practice, faculties of education of universities must plan to establish demonstration secondary schools for their own to provide better practical training for teachers.

Kyambogo University stated that the one year training needs to be reconsidered because Universities and other teacher training institutions through increasing the number of school practice from two to three can adequately ensure that the teacher trainees get adequate hands on practical skills under supervision of competent staff that enable them qualify as competent professional teachers. They need to review their teacher education programmes and have school practice in each of the three years of the education degree trajectory.

Kyambogo University also stated questioned if the Ministry will have the financial ability for the management and supervision of the teacher trainee internship programme. This is because most primary and secondary schools lack the basic facilities and equipment needed for effective teaching and learning to take place. There is need to look into the facilitation and motivation implications of regular teachers and head teachers and Ministry officers to carry out supervisory roles and responsibilities in a sustainable manner.

Busitema University proposed that internship placement should be left entirely to the training institutions. They also raised questions regarding the ministry's preparedness to handle internship placement citing its current challenges with placement of intern doctors.

COFTU wondered what motivated the change from school practice to internship. They stated that industrial, commercial, scientific and social works establishments prefer this term. They were not certain that the Head teacher can manage being the supervisor suppose the head teacher is incompetent or has lower moral turpitude. They proposed involving third parties such as the District Education Officers and Universities.

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The bottom of the page contains several handwritten signatures and scribbles. On the left, there is a signature that appears to be 'K. Nanyo' with a date '17' next to it. Below it are several other scribbled-out signatures. On the right, there are more scribbles, including one that looks like 'S. U.' and another that looks like 'A. K. M.'.

Soroti University indicated that the Bill does not include teachers' welfare during the internship period

EAN made a proposal for recognition of prior learning, experience and equating these and other present qualifications they hold as to equating and equalizing or substantial reduction of the 12 months requirement for Internship in the Third Schedule in the event the same consideration is missed in the regulations According to EAN, is inconceivable to have a person already teaching at higher institutions of learning with a master's degree or PhD to do a 12 months internship in teaching

The Committee's benchmarking visit to Ghana revealed that the Ghanaian Government has compulsory National Service for all students who complete a degree programme from any profession The Government caters for all costs of the students under National Service programme

### ***Committee Observations***

The Committee observes that it is not fair for a teacher to undertake internship as well as school practice The Ministry of Education and Sports failed to show the Committee how school practice has been ineffective for the teaching force

The Committee observes that the period of one year is too long after a teacher has completed a degree and is subjected to another year of training in addition to school practice Teachers should only be required to do teaching practice and school practice

The Committee further observes that Government is facing considerable challenges in handling intern doctors under the medical profession It is thus questionable if the Government will effectively handle the compulsory internship for teachers given the resource constraints which always affect the internship requirements under the medical profession

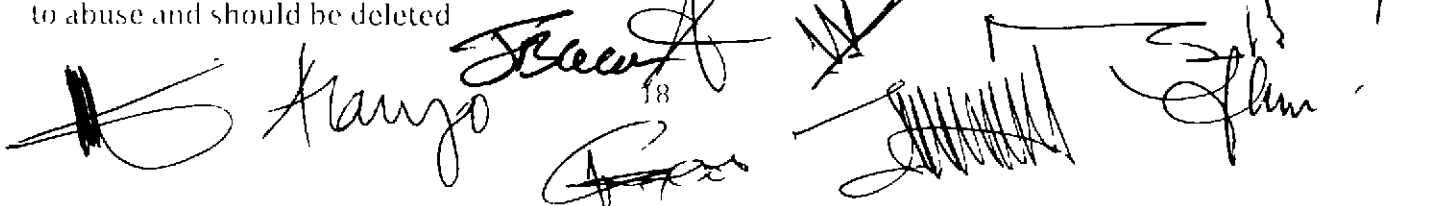
### **Recommendation**

***The requirement of internship for teachers be deleted from the Bill but in the alternative, teachers should be required to do school practice in each year of the teacher training course.***

### **4.10 Issuance & Cancellation of certificate of registration**

Clause 31(1)(c) provides that The Council may cancel a certificate of registration if it is in the opinion of the Council, it in the public interest to cancel the certificate

NOTU informed the Committee that Clause 31(1) (c) is a subjective provision that is prone to abuse and should be deleted



UNATU stated that the phrase, "public interest" is too vague and open to misinterpretation, thereby resulting in inconsistent or unjust decisions. There should be established a specific criterion to guide the Council in determining when it is working in Public Interest and this criterion should be transparent. Without a clear definition of what amounts to public interest, this section can be abused and 'weaponised' for example, public Interest could be determined by Court

**Committee observations**

The Committee observes that Clause 31(1)(c) may also be prone to abuse because it is difficult to establish what public interest amounts to

**Recommendation**

**Clause 31(1)(c) should be deleted.**

**4.11 Teacher training**

Clause 43 of the Bill provides for teacher training, requiring a person teaching a degree in education in a training institution to possess relevant qualifications

NOTU indicated to the Committee that the clauses are adequately addressed in the Universities and other Tertiary Institutions Act Cap 262 and the enabling regulations thereof therefore it may not be very necessary to have it here rather the Act in question may be reviewed for strengthening in case of any new stronger proposals

NCHE proposed that Clause 44(2) be recast to provide that the minimum admission requirements referred to in sub-section (1) shall be determined by the National Council for Higher Education in consultation with the Council" as this is in line with NCHE's mandate in Section 4 (d) (ii) of the Universities and other Tertiary Institutions Act Cap 262

**Committee observations**

The Committee observes that Clause 43 and 44 are going beyond the application of the Bill provided for under Clause 2. The Bill does not stretch to regulating lecturers in training institutions. These two provisions are providing for a conflicting mandate between the National Teachers Council and the National Council for Higher Education

**Recommendation**

**Clause 43 and 44 should be deleted because it has a conflicting mandate with the National Council for Higher Education under the Universities and other Tertiary Institutions Act Cap.262.**

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#### 4.12 Schedule 2

Paragraph 2 of Schedule 2 of the Bill provides for the quorum for a meeting of the Council.

#### *Committee observations*

The Committee observes that quorum of members of the Council should be amended to two-thirds as opposed to setting a specific number

#### **Recommendation**

*The quorum of members of the Council should be two-thirds.*

#### 5.0 CONCLUSION

The Committee understands the pertinent need to professionalise the teaching profession. The Committee also appreciates the establishment of the National Teachers Council to enable the professionalization of the teaching profession. The Committee recommends that Parliament adopts the Committee report and passes the Bill subject to the proposed amendments.

I beg to submit

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**PROPOSED AMENDMENTS TO THE NATIONAL TEACHERS' BILL, 2024**

**CLAUSE 2: APPLICATION**

Clause 2 is amended—

(a) by substituting sub clause (1) as follows—

"(1) This Act applies to a person who—

(a) teaches at the level of—

(i) pre-primary education;

(ii) primary education, or

(iii) secondary education, and

(b) is registered in accordance with this Act "

(b) in subclause (3), by deleting the words "or intends to teach".

**Justification**

*To limit the application of the Act to persons who are involved in teaching and persons who are registered under the Act, and not persons who intend to teach. The requirement to regulate intern teachers before they become teachers through the internship programme under clause 29 of the Bill has been deleted.*

**CLAUSE 4: INTERPRETATION**

Clause 4 is amended—

(a) by deleting the definition of "active teaching";


(b) in the definition of "education service", by substituting for the words "in the Education Service Act, 2002", the words "under Article 257(1)(h) of the Constitution",

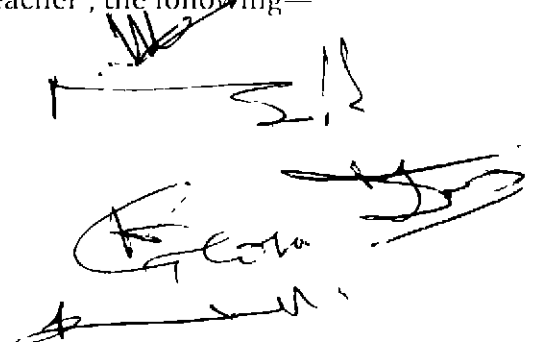
(c) by deleting the definition of "intern teacher",

(d) by inserting immediately after the definition of "intern teacher", the following—

 Henry  
 J. Bacon

21





““medical practitioner” has the meaning assigned to it in the Mental Health Act,”

(e) by inserting immediately after the definition of “public education institution”, the following—

““relevant degree” means a degree prescribed by the Minister in accordance with section 28(2);” and

(f) in the definition of “teacher” by deleting the words “includes a head teacher”

**Justification**

- *The deletion of the definitions of “active teaching” and “intern teacher” are consequential amendments arising from the amendment of clauses 6 and 29 respectively*
- *To provide for the definitions of words that have been introduced in the Bill, to achieve clarity*
- *The definition of “head teacher” was based on its usage in clause 29 and Schedule 3 which have been deleted.*

**CLAUSE 3: OBJECTIVES OF ACT**

Clause 3 of the Bill is amended in paragraph (d) by substituting for the word “promote”, the words “provide for”

**Justification**

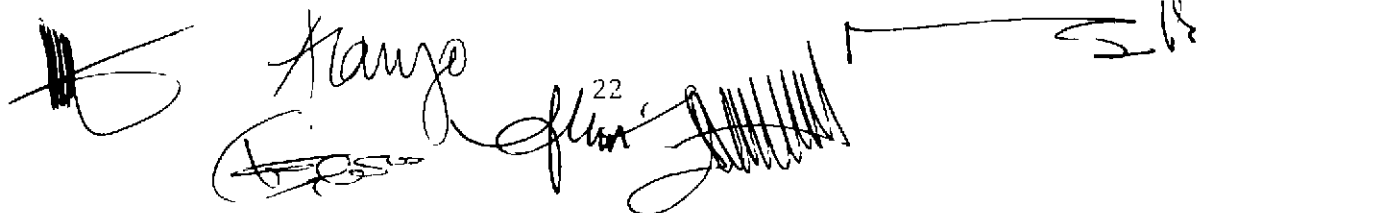
*The Bill under clause 45 makes specific provision for continuous professional development which is a prerequisite for the renewal of a practicing licence.*

**CLAUSE 6: COMPOSITION OF COUNCIL**

Clause 6 is amended—

(a) by substituting for subclause (1), the following—

“(1) The Council shall consist of the following members—



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- (a) two persons with at least ten years' experience in teaching in an education institution or management of an education institution,
- (b) a teacher with disability, who shall be nominated by the National Union of Disabled Persons of Uganda,
- (c) a representative of the Ministry;
- (d) a representative of the National Council for Higher Education;
- (e) a representative of the National Curriculum Development Centre;
- (f) two representatives from the teachers' unions and associations, one of whom shall be from a private education institution, and
- (g) an advocate with at least ten years' experience in legal practice "

(b) by inserting immediately after subclause (2), the following—

"At least one-third of the members of the Council shall be women "

"The members of the Council under subsection 1(f) shall be nominated by members of the teachers' unions and associations."

**Justification**

- *To ensure that the representation on the Council is inclusive of key stakeholders in the teaching profession*
- *To provide for women representation on the Council*

**CLAUSE 8: TENURE OF OFFICE**

Clause 8 is amended—

(a) in subclause (3)—

(i) by substituting for the word "may", the word "shall", and

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(ii) by inserting the words "who ceased to hold the office" immediately after the word "member" appearing at the end of the provision, and

(b) in subclause (5)—

(i) in paragraph (d), by inserting the words "as ascertained by a medical practitioner" immediately after the word "infirmary"; and

(ii) by deleting paragraph (f)

**Justification**

- *To ensure that the requirement to fill a vacancy on the Council is mandatory*
- *To ensure that before a member of the Council is removed from office on grounds of infirmity of body or mind, the condition is ascertained by a medical practitioner*

**CLAUSE 9: FUNCTIONS OF COUNCIL**

Clause 9 is amended—

(a) by substituting for paragraph (h), the following—

"(h) to accredit persons or institutions—

(i) to offer continuous professional development programmes for teachers,  
and

(ii) to conduct training of trainers of continuous professional development programmes," and

(b) by deleting paragraph (i)

**Justification**

*Paragraphs (h) and (i) have been merged to allow persons who or institutions which are accredited by the Council to offer continuous professional development programmes to teachers to also conduct the training of trainers since the Council does not have the capacity to conduct the training*

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**CLAUSE 10: COLLABORATION WITH NATIONAL COUNCIL FOR HIGHER EDUCATION**

Clause 10 is substituted for the following—

**“10 Collaboration with Government agencies and departments**

- (1) The Council shall, in the performance of its functions, collaborate with relevant Government agencies and departments
  
- (2) The National Council for Higher Education shall, in the performance of its functions, collaborate with the Council—
  - (a) to accredit programmes for training institutions leading to the award of a degree in education and relevant degree,
  - (b) in the setting of admission standards for teachers, and
  - (c) to inspect training institutions which provide education programmes for purposes of this Act.”

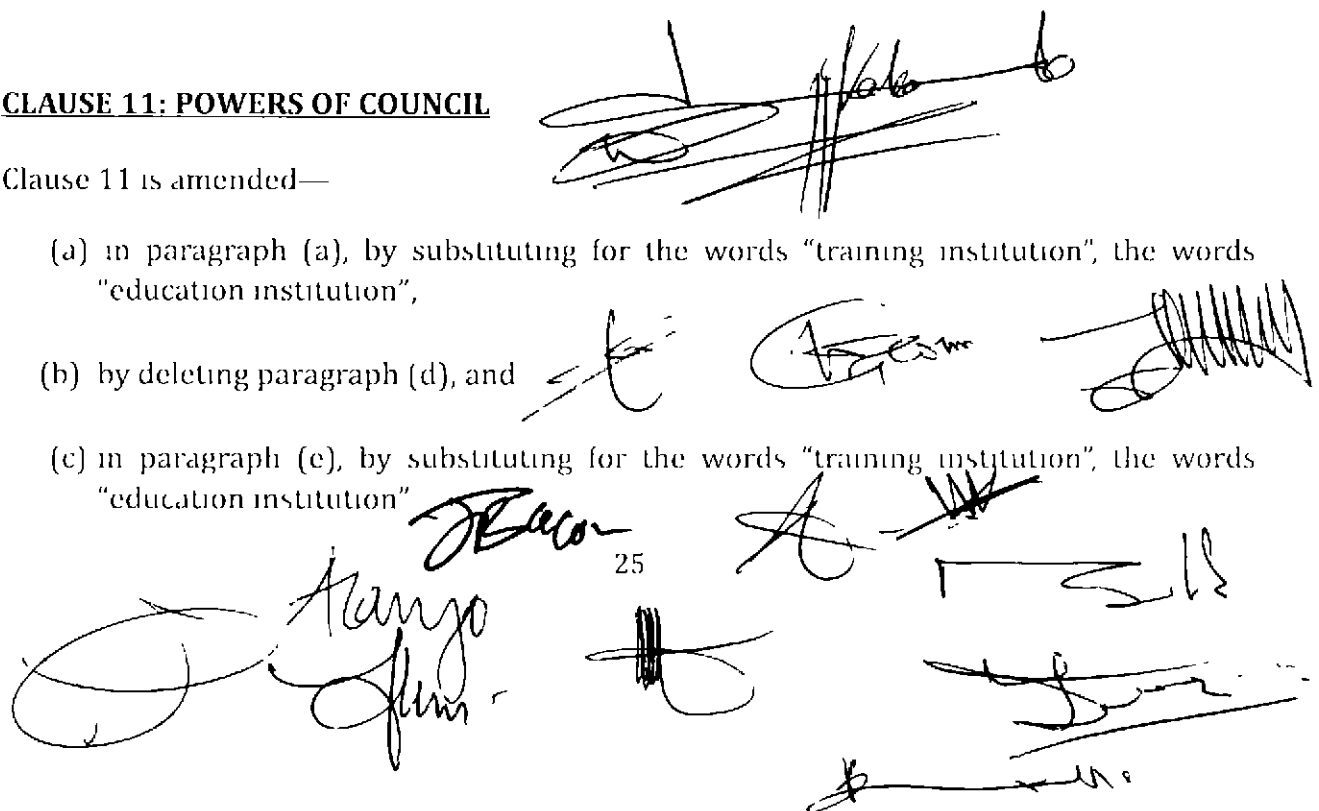
**Justification**

- *To require the National Teachers’ Council to collaborate with all relevant Government agencies and departments in the performance of its functions*
  
- *To avoid conflict of mandate of the National Teachers’ Council and the National Council for Higher Education Section 4(m) of the Universities and Other Tertiary Institutions Act Cap 262 mandates the National Council for Higher Education to certify that an institution of higher education has adequate and accessible physical structures and staff for the courses to be offered by it*

**CLAUSE 11: POWERS OF COUNCIL**

Clause 11 is amended—

- (a) in paragraph (a), by substituting for the words “training institution”, the words “education institution”,
- (b) by deleting paragraph (d), and
- (c) in paragraph (e), by substituting for the words “training institution”, the words “education institution”

A collection of handwritten signatures and scribbles in black ink, scattered across the lower half of the page. Some signatures are clearly legible, such as 'Hanyo' and 'Bacon', while others are heavily scribbled over or partially obscured. There is also a small number '25' written near the center.

**Justification**

- *Clause 11(a) and (e) are amended to avoid conflicting mandate of the National Council for Higher Education with the National Teachers' Council as envisaged under the Universities and Other Tertiary Institutions Act Cap. 262 The National Teachers' Council does not regulate training institutions which according to the Bill include universities and tertiary institutions*
- *The power of the National Teachers' Council under clause 11(d) can be exercised administratively without putting it under the law*

**CLAUSE 16: COMMITTEES OF COUNCIL**

Clause 16 is amended in subclause (1) by deleting the words "objectives and"

**Justification**

*The Bill provides for functions of the Council and not objectives of the Council*

**CLAUSE 18: REGISTRAR OF COUNCIL**

Clause 18 is amended—

- (a) by inserting immediately after subclause (2), the following—

"A person shall not be appointed registrar unless the person possesses at least a postgraduate degree and has at least ten years' experience in teaching, law, management or administration"

- (b) by inserting immediately after subclause (3), the following—

"The deputy registrar shall be appointed by the Council on terms and conditions as the Council shall specify in the instrument of appointment"

A person shall not be appointed deputy registrar unless the person has at least five years' experience in teaching, law, management or administration"

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**Justification**

- To provide for the qualifications of the registrar and deputy registrar of the Council
- To enhance clarity by providing for the appointment of the deputy registrar of the Council

**CLAUSE 19: TENURE OF OFFICE OF REGISTRAR**

Clause 19 is amended—

- (a) in subclause (2), by substituting for the word “vacate” the word “resign his or her”, and
- (b) in subclause (3)(d), by inserting the words “as ascertained by a medical practitioner” immediately after the word “mind”

**Justification**

- The substitution of the word “vacate” with the word “resign” is to use the appropriate terminology
- The amendment of subclause (3)(d) is intended to incorporate the requirement for ascertainment of infirmity of body or mind by a medical practitioner before a registrar is removed from office on those grounds

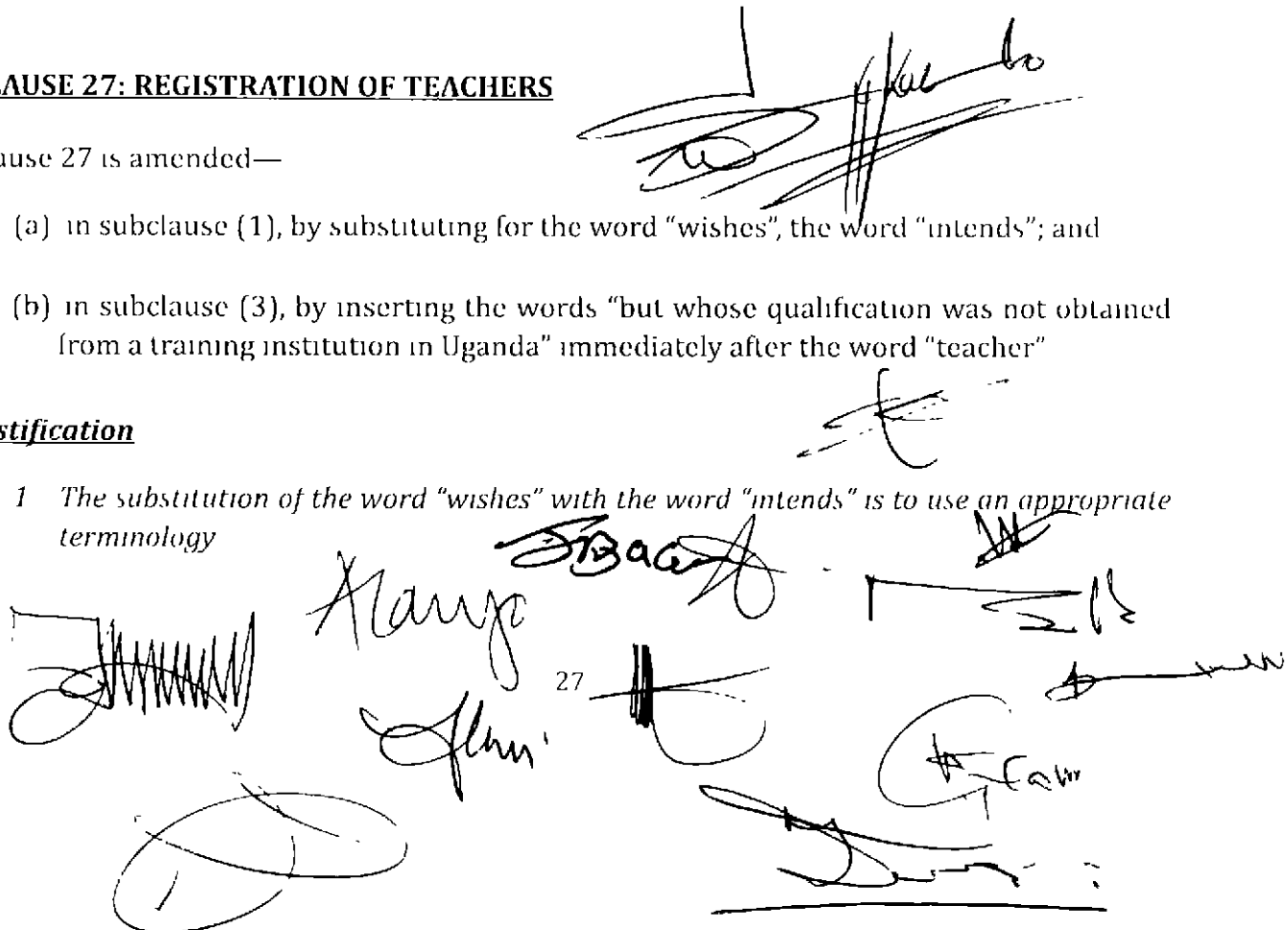
**CLAUSE 27: REGISTRATION OF TEACHERS**

Clause 27 is amended—

- (a) in subclause (1), by substituting for the word “wishes”, the word “intends”; and
- (b) in subclause (3), by inserting the words “but whose qualification was not obtained from a training institution in Uganda” immediately after the word “teacher”

**Justification**

- 1 The substitution of the word “wishes” with the word “intends” is to use an appropriate terminology

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2. Subclause (3) is amended to restrict the requirement of undertaking a competence test to a teacher who has not obtained qualifications from a training institution in Uganda.
- 3 The deletion of subclause (5) arises from the creation of a separate provision for application for registration which was not provided for in the Bill.

**INSERTION OF NEW CLAUSE AFTER CLAUSE 27**

The Bill is amended by inserting immediately after clause 27, the following new clause—

**“Application for registration**

- (1) A person who intends to be registered as a teacher shall apply to the Council for registration
- (2) An application under subsection (1) shall be in the form prescribed by regulations made under this Act ”

**Justification**

*To provide for the requirement for application for registration*

**CLAUSE 28: ELIGIBILITY FOR REGISTRATION**

Clause 28 is substituted for the following—

- “(1) A person is eligible to be registered as a teacher if he or she possess—
  - (a) a degree in education, or
  - (b) a relevant degree and post graduate diploma in education
- (3) The Minister shall, in consultation with the Council and the National Council for Higher Education prescribe the relevant degree referred to in subsection (1)(b)
- (4) The qualifications referred to in subsection (1) shall be obtained from a training institution recognised by the National Council for Higher Education

(5) Where the qualifications referred to under subsection (1) are not obtained from a training institution in Uganda, the person shall have his or her academic qualifications equated by the National Council for Higher Education before applying for registration”

**Justification**

- To provide for the eligibility of registration for a teacher who holds a degree in education or relevant degree and post graduate diploma in education
- The deletion of clause 28(1)(b) is a consequential amendment arising from the deletion of clause 29.

**CLAUSE 29: INTERNSHIP PROGRAMME**

Delete clause 29

**Justification**

The internship programme requirement is unnecessary since teachers undergo school practice or teaching practice which enables them to undergo practical training

**CLAUSE 31: CANCELLATION OF CERTIFICATE OF REGISTRATION**

Clause 31 is amended in subclause (1) by deleting paragraph (c)

**Justification**

Clause 31(1) (c) is prone to abuse

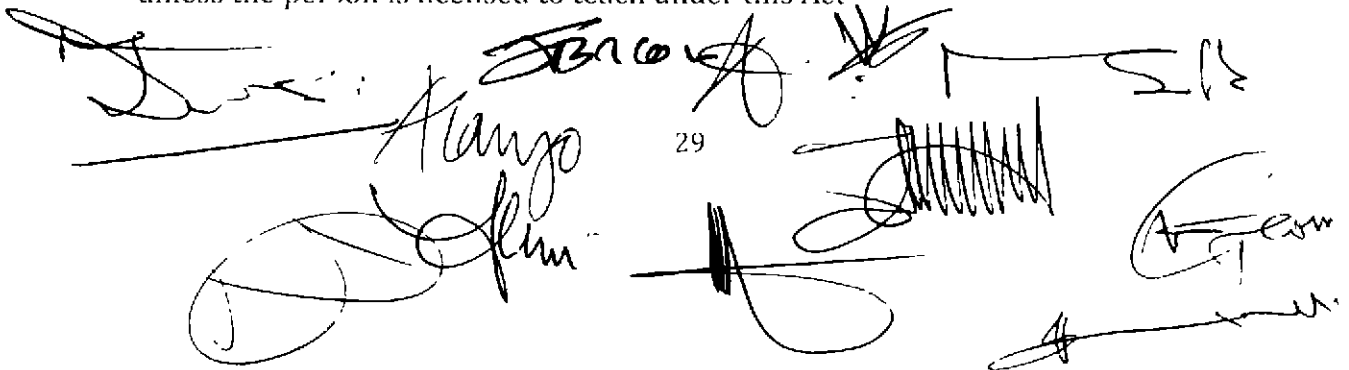
**CLAUSE 33: PRACTISING LICENCE**

Clause 33 is substituted for the following—

**“33. Practising licence**

(1) A person shall not teach in any education institution unless the person possesses a valid practising licence issued by the Council

(2) An education institution shall not employ a person to teach in an education institution unless the person is licensed to teach under this Act



(3) A person who contravenes subsection (1) commits an offence and is liable, on conviction, to a fine not exceeding one hundred currency points or to a term of imprisonment not exceeding four years, or both

(4) An education institution which contravenes subsection (2) commits an offence and is liable, on conviction, to a fine not exceeding four hundred currency points and the licence of the education institution shall be revoked for a period of one year"

**Justification**

- *The deletion of subclause (1) is to avoid duplication. Subclause (2) sufficiently covers the intention in subclause (1)*
- *To prohibit education institutions from employing a person without licence issued under this Act.*

**CLAUSE 34: APPLICATION FOR PRACTISING LICENCE**

Clause 34 is amended by substituting for subclause (2), the following—

"(2) An application for a practising licence under subsection (1) shall—

- (a) be accompanied by a copy of the certificate of registration,
- (b) be accompanied by proof of payment of the prescribed fees;
- (c) specify the level of education institution or its equivalent in the case of an international education institution, in which the applicant intends to teach, and
- (d) be accompanied by any other requirement as may be prescribed by regulations"

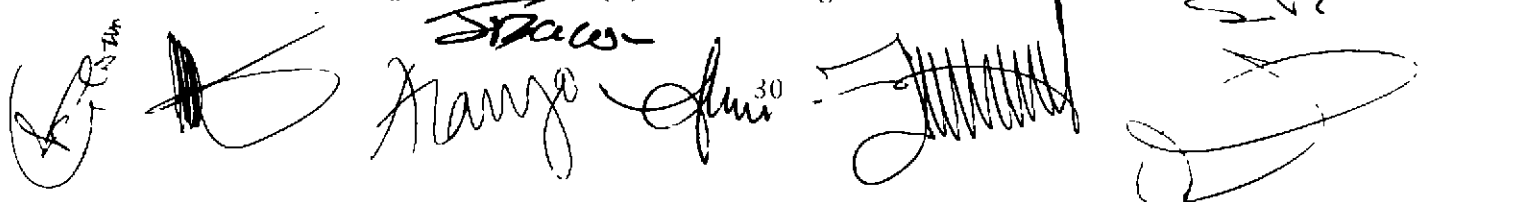
**Justification**

*To require a person applying for a practising licence to specify the level of education institution which the applicant intends to teach*

**CLAUSE 35: APPLICATION BY PERSONS NOT UGANDANS**

Clause 35 is amended—

(a) by substituting for subclause (1), the following—



“(1) Where a person making an application under section 34 is not a Ugandan, the person shall show proof that he or she—

(a) is registered or recognised as a teacher in the country where he or she has been practising by an authority equivalent to the Council, and

(b) has been teaching for the past three years ”

(b) by inserting immediately after subclause (2), the following—

“The Council may require a person applying to be licensed as a teacher under this section to undertake a competence test to determine his or her suitability for licensing.”

**Justification**

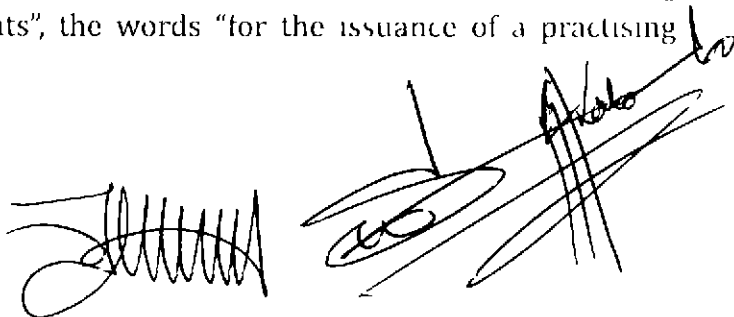
- To ensure that the provision strictly applies to non-Ugandans
- To require non-Ugandans to undertake a competence test where the Council deems it necessary to test their suitability before granting the practising licence.

**CLAUSE 36: ISSUANCE OF PRACTISING LICENCE**

Clause 36 is amended in subclause (1) by substituting for the word “of” appearing immediately after the word “requirements”, the words “for the issuance of a practising licence prescribed under”;

**Justification**

To achieve clarity

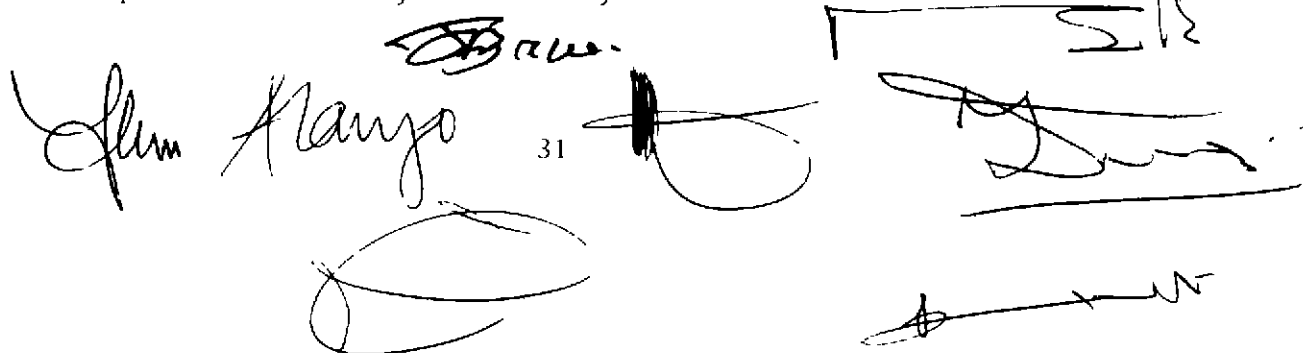


**CLAUSE 41: DISAPPLICATION OF PART V FROM SPECIFIED CATEGORIES OF PERSONS**

Clause 41 is amended in subclause (1) by deleting paragraph (a)

**Justification**

This is a consequential amendment from deletion of clause 29



**CLAUSE 43: TEACHER TRAINING**

Delete Clause 43

**Justification**

*The scope of application of the Bill covers teachers in pre-primary, primary and secondary teacher. Clause 43 seeks to regulate lecturers in universities and other tertiary institutions, which is beyond the scope of the Bill.*

**CLAUSE 44: MINIMUM QUALIFICATIONS FOR ADMISSION TO TEACHER TRAINING**

Delete Clause 44

**Justification**

*The scope of application of the Bill covers a pre-primary, primary and secondary teacher. Clause 44 seeks to regulate universities, tertiary institutions and other degree awarding institutions*

**CLAUSE 45: CONTINUOUS PROFESSIONAL DEVELOPMENT**

Clause 45 is amended—

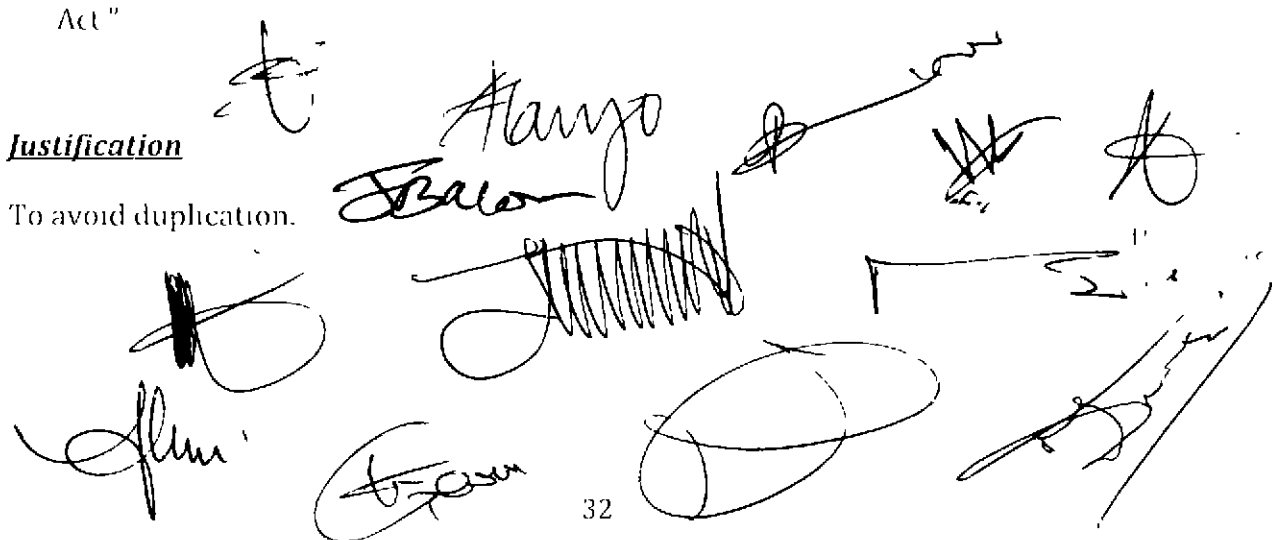
(a) in subclause (1), by inserting the words “as the Minister may, on recommendation of the Council prescribe by regulations” immediately after the word “development”, and

(b) by deleting subclause (2)

(c) in subclause (3), by substituting for the words “by the Minister”, the words “under this Act”

**Justification**

To avoid duplication.



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**CLAUSE 55: RESTORATION OF NAME ON REGISTER OF TEACHERS**

Clause 55 is amended in subclause (1) by inserting the words "or (b)" immediately after the word "(a)"

**Justification**

*A teacher who is found guilty of professional misconduct under Clause 54(2)(b) should be allowed to apply to the Council to have his or her name restored on the Register once he has served the punishment*

**CLAUSE 65: TRANSITIONAL**

Clause 65 is amended by deleting subclause (2)

**Justification**

*This is a consequential amendment from the deletion of Clause 28(1)(b) and 29 on internship*

**SCHEDULE 2**

Schedule 2 is amended in paragraph 2 (1) by substituting for the words "five members", the word "two-thirds"

**Justification**

*To lower the quorum for meetings of the Council in order for the Council to easily raise quorum for meetings.*

**SCHEDULE 3**


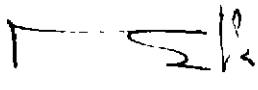
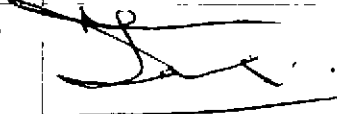

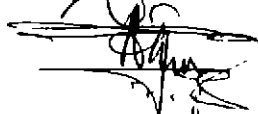

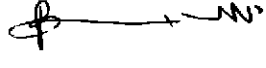



Delete Schedule 3



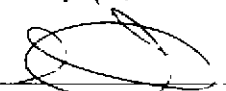
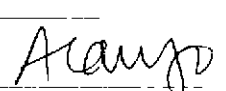
**Justification**

*This is a consequential amendment arising from the deletion of Clause 28(1)(b) and 29 on internship programme*

Kawyo

**REPORT OF THE COMMITTEE ON EDUCATION AND SPORTS ON THE NATIONAL  
TEACHERS' BILL, 2024**

No	NAME	CONSTITUENCY	PARTY	SIGNATURE
1.	Hon. Kubeketerya James Chairperson	BUNYA EAST COUNTY	NRM	
2	Hon. Asiiimwe Musiime Molly D/Chairperson	RWAMPARA COUNTY	NRM	
3	Hon. Twesigye John Ntamuhira	BUNYARUGURU COUNTY	NRM	
4.	Hon. Nyakato Dorothy	DWR KITAGWENDA	NRM	
5.	Hon. Acibu Agnes	NEBBI DISTRICT	NRM	
6.	Hon. Karubanga Jacob Atenyi	KIBANDA SOUTH COUNTY	NRM	
7.	Hon. Lokwang Philliphs Ilukol	NAPORE WEST COUNTY	NRM	
8.	Hon. Mutumba Abdul	KIBOGA WEST COUNTY	NRM	
9	Hon. Etuka Isaac Joakino	UPPER MADI	NRM	
10.	Hon. Paparu Lillian Obiale	DWR ARUA	NRM	
11.	Hon. Katusiime Annet Mugisha	DWR BUSHENYI	NRM	
12	Hon. Tibasiimwa Joram Ruranga	OPS WESTERN	NRM	
13	Hon. Bingi Patrick Nyanzi	BUTEMBA COUNTY	NRM	
14.	Hon. Acon Julius Bua	OTUKE EAST COUNTY	NRM	
15	Hon. Timuzigu Kamugisha Micheal	KAJARA	NRM	
16	Hon. Linda Irene	FORTPORTAL CITY	NRM	
17.	Hon. Ismail Muhammad Lomwar	KOTIDO MUNICIPALITY	NRM	

18	Hon Okorimoe Janet Grace Akech	DWR ABIM	NRM	
19.	Hon Ongiertho Emmanuel Jor	JONAM COUNTY	FDC	
20	Hon. Ssewungu Joseph Gonzaga	KALUNGU WEST	NUP	
21.	Hon. Kakembo Michael	ENTEBBE MUNICIPALITY	NUP	
22.	Hon. Kayemba Ssolo Geoffrey	BUKOMANSIMBI SOUTH	NUP	
23.	Hon. Aguti Sarah	DWR DOKOLO	UPC	
24.	Hon. Rev. Fr. Charles Onen	GULU EAST	INDEP	
25.	Hon. Macho Geoffrey	BUSIA MUNICIPLAITY	INDEP	
26.	Hon. Aogon Silas	KUMI MUNICIPALITY	INDEP	
27.	Hon. Akugizibwe Aled Ronald	BURULI COUNTY	INDEP	
28.	Hon Lt Col Dr. Alanyo Jennifer	UPDF REPRESENTATIVE	UPDF	
29.	Hon Juliet Kyinyamatama	DWR RAKAI	INDEP	
30.	Hon. Makhoda Margaret	DWR NAMAYINGO	INDEP	
31	Hon. Nakayenze Connie Galiwango	WR MBALE CITY	INDEP	
32	Hon. Itungo Nathan Twesigye	KASHARI SOUTH COUNTY	INDEP	