IMPLEMENTATION
STRATEGY

FOR ADVOCACY
OF LOCAL LANGUAGES
IN UGANDA

IMPLEMENTATION STRATEGY

FOR ADVOCACY
OF LOCAL LANGUAGES
IN UGANDA

ACKNOWLEDGMENT

On behalf of Quality Educators' Initiative Team and Steering Committee (LABE, FAWEU and UNATU), I would like to express our sincere gratitude to the many colleagues, too numerous to mention, who have helped to shape this Implementation Strategy for Advocacy of Local Languages in Uganda.

Special mention goes to Oxfam Novib and Education International for their technical and financial support towards the development of this material.

In a special way, we acknowledge the assistance of the Director NCDC and her team of Curriculum Specialists, for all technical input rendered during the process of getting this Implementation Strategy ready for use.

We are also indebted to all the authors of published materials whose works we have cited here. The information in their works has greatly enriched the content of this material.

We do not have enough words to thank the main author: Sentumbwe Godfrey General Programmes Manager, LABE for his professional skills, time and resilience.

Finally, heartfelt appreciation goes to my fellow Quality Educators Initiative Team members: Martha Muhwezi National Coordinator FAWEU and Teopista Mayanja General Secretary UNATU; for facilitating the process of developing the Implementation Strategy. To all Quality Educators Steering Committee members, thank you very much for your valuable support.

STELLAH K. TUMWEBAZE
CO-CHAIR, QUALITY EDUCATORS' PROJECT
EXECUTIVE DIRECTOR, LABE.

FOREWORD

The Government of Uganda, through several policy instruments for example the Constitution (2005) and Government White Paper on Education For National Integration and Development (1992), has been promoting Local Language Education (LLE). For instance, article 6 in the Constitution spells out that any language may be used as a medium of instruction in schools or other educational institutions. Similarly, government resolved in the White Paper, among other things, that Local Language be used as medium of instruction in all education programmes up to primary four.

The National Curriculum Development Centre has made all attempts towards the implementation of the Government policy on Local Language Education through: -

➢ Development of the Thematic Curriculum where Local Language is used as medium of instruction from primary one to primary three. This was implemented in 2007.

➢ Development of orthographies and instructional materials in Local Languages with different linguistic communities and liaising with publishers to get these produced.

➢ Promotion of the teaching of Local languages as subjects at both primary and secondary school levels.

➢ Creation of linguistic awareness and sensitisation through the media.

To successfully implement the Local Language Education policy, it is vital that all key stakeholders in education are well informed about it. The Implementation Strategy has been produced to provide insights and facts that LLE advocates can share with other education stakeholders.

The Implementation Strategy has been developed in collaboration with Literacy and Adult Basic Education, through the Quality Educators' Project. I would like to thank them for all their contributions to this work done.

It is my hope that all Local Language Education advocates will find the Implementation Strategy useful in promoting Local Language Education in Uganda.

DIRECTOR,

NATIONAL CURRICULUM DEVELOPMENT CENTRE

CONTENTS

CONTENTS

ACRONYMS

CAO	=	Chief Administrative Officer
CASAS	=	Centre for Advanced Studies of African Society
CCTs	=	Coordinating Centre Tutors
CSOs	=	Civil Society Organisations
LABE	=	Literacy and Adult Basic Education
MLEN	=	Multi-Lingual Education Network, Uganda
MoES	=	Ministry of Education and Sports
LL	=	Local Language
LLE	=	Local Language Education
NAPE	=	National Assessment of Progress in Education
NCDC	=	National Curriculum Development Centre
NGOs	=	Non-Government Organisations
PTCs	=	Primary Teachers' Colleges
SIL	=	Summer Institute of Linguistics
TTC	=	Teacher Training College
UNEB	=	Uganda National Examinations Board
UNESCO	=	United Nations Education, Scientific and Cultural Organisation
UNICEF	=	United Nations Children's Fund
UPE	=	Universal Primary Education
FAWEU	=	Forum for African Women Educationists Uganda Chapter
UNATU	=	Uganda National Teachers' Union

EXECUTIVE SUMMARY

The Implementation Strategy for Advocacy of Local Languages in Uganda is a tool giving a reflection on how LLE was administered in the colonial times to date. The Implementation Strategy is intended to increase awareness and develop in the various stakeholders a positive attitude and empowerment to advocate for LLE in their respective communities. The key stakeholders are:

- ➢ Teachers
- ➢ Head teachers
- ➢ Local area language board members
- ➢ Local language writers
- ➢ National and district level policy makers.
- ➢ Civil society organisations (CSOs)
- ➢ District Education Officials
- ➢ National Curriculum Development Centre (NCDC)
- ➢ Uganda National Examinations Board (UNEB)
- ➢ Teacher Training Institutions
- ➢ Members of Parliament
- ➢ Publishers

The above stakeholders will in turn sensitise the ones outlined below on the importance of LLE:

- ➢ Parents
- ➢ Pupils
- ➢ Foundational bodies
- ➢ Private school proprietors
- ➢ Politicians

➤ Civic leaders

➤ Local opinion leaders

The sensitisation will have the multiplier effect of promoting a positive attitude in society towards LLE which attitude is of paramount importance in the promotion of our local languages.

The Implementation Strategy is divided into four sections as follows: -

Section one: Introduction which focuses on the current policy on local language and the purpose of the Implementation Strategy.

Section two: A situational analysis of Local Language Education in Uganda.

Section three: Planning and advocacy for LLE.

Section four: Roles of the different LLE stakeholders.

In order for the stakeholders to effectively advocate for the promotion of Local Language Education, there is need for a comprehensive action plan which should be supported with a detailed budget. The Implementation Strategy has been developed basing on the above sequence.

1.0   INTRODUCTION

Local Language Education is a process whereby local language is used in the teaching and learning process as a medium of instruction and also taught as a subject. The medium of instruction from primary one to primary five, during the colonial administration in Uganda, was Local language, commonly known as vernacular. The Government White Paper on Education (1992) considered from a scientific point of view the argument concerning the ease with which children learn when taught in their Local Languages. The Paper recommended that Local Language be used as a medium of instruction in all educational programmes up to P4; and an area language be taught as a subject in primary schools.[1]

In 2007, the Ministry of Education and Sports launched the Thematic Curriculum. This Curriculum is followed in all schools from primary one to primary three. All learning areas except English are taught in the language that is familiar to the learner. Local Language is taught as a subject from primary four to tertiary level. In a bid to promote local languages in Uganda, a number of interventions have been put in place by the government, Civil Society Organisations (CSOs) and Development Partners. Some of these interventions are at community while others are at institutional levels. The ones at community levels include formation of language boards, promotion of local language writers and translation groups. The interventions at institutional level include development of curricula to promote the teaching of Local language at different educational levels, training of teachers to teach local languages,   formulation of the language policy, instructional materials development and research.

Inspite of the above interventions, there is still low stakeholder involvement in promoting LLE. This is partly attributed to low awareness of the importance of Local Language in Education. In a research carried out by Literacy and Adult Basic Education (LABE) in Northern Uganda (2009), it was found out that most stakeholders do not support the policy on promoting the use of Local Language as a medium of instruction in schools.

---

[1] Government White Paper (1992) 'Education for National Integration and Development', Kampala, p.16-17.

1.1   Purpose

Since effective teaching depends on clear and understandable communication, the language of instruction is at the heart of any learning process. For this reason, local language-based instruction is crucial to providing children with early access to education and enabling them to participate in the learning process according to their evolving capacities. Abadzi [2] (2006) observed that an effective model of language instruction is 10% of foreign language in grade one, gradually increasing to 20%, and 30%, 40% and 50% by grade five. Due to the many advantages of Local Language Education, there is need to further sensitize stakeholders on its use as a medium of instruction and as a subject in schools so as to benefit from it.

This Implementation Strategy is intended to increase awareness and promote a positive attitude towards LLE. It is an advocacy tool intended to promote stakeholders involvement in LLE in Uganda so as to strengthen the place of Local Languages in Uganda's educational system. Specifically, it aims at empowering LLE advocacy activists with information utilisable in carrying out advocacy activities in the communities. The Implementation Strategy will enable   the user to: -

- ➢ Acquire more knowledge on the importance of LLE.
- ➢ Develop skills to advocate for Local Language Education.
- ➢ Plan for LLE advocacy.
- ➢ Implement   Local Language Education advocacy plans.
- ➢ Be effective Local Language Education advocates.
- ➢ Contribute to the promotion of a positive attitude in society towards LLE.

---

[2] Abadzi, H (2006) *Efficient Learning for the Poor: Insights from the frontier of cognitive neuroscience.* Directions in   Development, World Bank, Washington DC.

2.0 BACKGROUND TO LOCAL LANGUAGE EDUCATION IN UGANDA

2.1 Situational Analysis of LLE in Uganda

The government for a long time has been promoting LLE in this country. This support ranges back to the time of the colonial administration. In the recent past, Development Partners, Civil Society Organisations (CSOs) and NGOs have greatly contributed to the promotion of LLE. This section therefore looks at policy instruments promoting LLE in Uganda.

2.2 Government Policy on LLE

2.2.1 Phelps-Stokes Report, 1924

The colonial government in 1924, in the Phelps-Stokes Commission's report, noted the following: -

- ➢ In Africa, the languages of instruction were mostly the native speech or dialect and the language of the European nation in control.

- ➢ The native tongue (Mother Tongue) was crucial for it provided a vent for 'preserving whatever is good in native customs, ideas and ideals', and promoted self-respect in learners.

- ➢ All people have an inherent right to their language as a means of giving full expression to their own personality, however primitive they may be.

- ➢ The whole process of education must begin with the characteristics of the people as they are and help them to evolve to a higher level.

- ➢ Greater injustice is committed against the people when deprived of their own language.[3]

On the basis of the above, the Commission made the following recommendations: -

---

[3] Phelps-Stokes Report (1924, p.19)

- ➢ The tribal language should be used in the lower elementary standards or grades.

- ➢ A lingua franca of African origin be introduced in the middle classes of the school if the area is occupied by large native groups speaking diverse languages.

- ➢ The language of the European control should be taught in the upper standards.[4]

The colonial office in London in 1925 observed that educational use of the vernaculars was of primary importance and that scholars should be aided by both government and missionaries in the preparation of vernacular text-books.[5]

2.2.2   The 1992 Government White Paper on Education

This policy document on education promotes LLE as stipulated below:-
- ➢ Section 32 recommends the development of African languages as national media of communication and the media for instruction for pedagogic and cultural reasons as well as benefits.
- ➢ Section 33 recognises the ease with which children learn when taught in their mother tongues.

According to the Government White Paper (1992), Government of Uganda considered the following recommendations[5]:-
- ➢ The mother tongue should be used as a medium of instruction in all educational programs up to P.4.
- ➢ English be taught as a subject from P.1. From P.5 onwards, English should become the medium of instruction.
- ➢ The area languages (languages of wider communication) should be taught as a subject in primary schools. The area languages are the five Ugandan languages Luganda, Lwo, Runyakitara (Runyoro-Rutooro

[4] Phelps-Stokes Report (1924, p.22)

[5] Ssekamwa, J.C. (1997, p.131), History and Development of Education in Uganda

[6] Government White Paper (1992) 'Education for National Integration and Development', Kampala, p.16-17.

and Runyankore-Rukiga), Ateso/Akarimojong and Lugbara. The area language will be an examinable subject at Primary Leaving Examination.
- ➢ From S.1, students will be required to take, in addition to English, another Ugandan or foreign language, English continuing as the medium of instruction.
- ➢ To assist in the development of Ugandan languages, a National Advisory Board on Languages should be established.
- ➢ The choice as to which language should be used in basic literacy programmes for adults will be the responsibility of the local authorities. The former District Language Committees be revitalised and strengthened to assist in developing local languages especially for basic literacy and post-basic literacy purposes.
- ➢ A special Commission should be appointed by the Government to tackle the issue of a National Language for Uganda.

2.2.3   The 2005 Constitution of the Republic of Uganda
The Constitution promotes Local language Education as stipulated below: -
- ➢ Article 37 accords every person a right as applicable, to belong to, enjoy, practice, profess, maintain and promote any cultural institution, language, tradition, creed or religion in community with others.
- ➢ Article 6 spells out that any other language may be used as medium of instruction in schools or other educational institutions or for legislative, administrative or judicial purposes as Parliament may by law prescribe.

Under the 'National Objectives and Directive Principles of State Policy' the Constitution stipulates that the work of the State is to: -
- ➢ Promote and preserve those cultural values and practices which enhance the dignity and well-being of Ugandans.

- ➢ Encourage the development, preservation and enrichment of all Ugandan languages.

2.3 Efforts made to implement the policy on Local Languages

2.3.1 National Curriculum Development Centre

The Centre has made several efforts towards the implementation of the policy on LLE in the following ways: -

➢ A Thematic Curriculum has been introduced and Local Language has been recommended to be used as media of instruction from P.1 to P.3. The Curriculum was launched in 2007 with nine Local Languages namely: Runyankore-Rukiga, Runyoro-Rutooro, Lugbara, Ateso, Acholi, Luganda, Rukonjo, Ng'akarimojong and Lusoga. Currently over thirty (30) indigenous languages are being used as medium of instruction at this level.

➢ Local Languages has been included as a subject at P. 4 - P7.

➢ Eight Local Languages namely: Luganda, Acholi, Ateso, Dhopadhola, Lango, Lugbarati, Lusoga and Runyankore-Rukiga are being taught at "O" level while Luganda, Acholi, Lango and Lugbrati are offered at "A" level as well.

➢ Orthographies and instructional materials have been developed in conjunction with different linguistic communities.

➢ Linguistic communities have been encouraged to embrace and appreciate their linguistic and cultural heritages. This has been done through creation of linguistic awareness and sensitisation through the media.

➢ Language development orientation workshops have been organised for teachers in various communities on Local Language syllabi and orthographies.

➢ Writing workshops for local language writers have been conducted where participants were encouraged to embrace the teaching and writing of materials in Local Languages.

➢ Spearheaded the creation and revitalisation of Language Boards and Committees as recommended in the White Paper of 1992.

Many language communities now have language authorities in form of Language Boards and some Boards have submitted their orthographies, primers, readers and story books to NCDC for evaluation.

➢ Developed several collaborative initiatives with organisations and Development Partners that have shown interest in promoting and preserving Uganda's Local Languages. These include among others: SIL, UNICEF, Irish Aid, the Centre for Advanced Studies of African Society (CASAS), Mango Tree and LABE.

➢ Liaised with the following publishers to promote LLE in Uganda: Fountain Publishers, MK publishers, Longhorn publishers, Longman Group and Macmillan.

2.3.2   Universities and other Tertiary Institutions

➢ Some universities and tertiary institutions are engaged in the teaching and development of Local languages. These include among others Uganda Christian University Mukono, Bishop Balaam University Kabale, Kyambogo University and Makerere University Kampala.

➢ The School of Languages, Literature and Communication at Makerere University is involved in the teaching, research and publication of materials in Local language Education. The School has since the early 1990s produced graduates of Luganda, Lwo (Dhopadhola, DhoLuo, Acholi, Lango, Alur, Kumam), and Runyakitara (Runyankore-Rukiga and Runyooro-Rutooro).

➢ Uganda Christian University has been engaged in training teachers to pilot the Ordinary level Local languages Framework. This Framework will be used by teachers to teach any local language at the secondary level.

2.4   The Benefits of Local Language Education

As an activist in the promotion of LLE, you ought to be aware of the benefits of LLE and how its implementation would promote quality education.

The following are some of the major benefits of Local Language Education: -

➢ As medium of instruction in the lower classes, it improves learning outcomes, reduces grade repetition and dropout rates. Pinnock et al, (2009) noted that the language used in schools for delivering the curriculum is an important factor in determining children's success in education. Conducting learning in the infant classes in a language which is not familiar to the learner results into poor performance and as a result, total exclusion from education is likely to occur.

➢ Instruction in Local Language reduces the time teachers have to spend explaining difficult content and concepts resulting into effective use of instruction time. Test scores show that the amount of class time spent explaining concepts of Mathematics, Science and Language in English strongly affects performance in these subjects.

➢ It provides opportunities to use learner-centered methods and techniques such as debates, pair work and small group discussions which enable children to be confident and enjoy learning.

➢ It leads to better learning outcomes especially in reading and writing, which form the core of children's future academic goals.

➢ It leads to better communication for teachers and pupils as shown in countries and schools where languages familiar to children are used as languages of instruction.

➢ Enables learning to progress from the familiar to unfamiliar, known to the unknown, hence respecting a basic sound pedagogical principle.

➢ It facilitates the integration of the child's culture into the school curriculum. This enables the learner to develop a positive perception of the culture and promotes parents involvement in school activities, thus making the school part of the community.

- In accordance with Section 32 of the 1992 Government White Paper, LLE helps to develop a genuinely rich national culture, achieve national unity and rapid development.

- It contributes to the development of greater patriotism, nationalism, and Pan-Africanism among citizens. This leads to the achievement of increased and beneficial communication and co-operation among various ethnic groups in the country, and beyond Uganda's borders.

- It facilitates rapid achievement of permanent developmental and functional literacy.

- It promotes increased and solid sense of African and international solidarity; leads to the creation of an integrated national and regional economic market needed for social production in support and enhancement of an independent, integrated and self-sustaining national economy.

2.5 Challenges facing Local Language Education in Uganda and Possible Solutions

The implementation of the Language policy is met with a number of challenges that can be categorized as attitudinal, material, personnel and political. These challenges include among others: -

- **Stakeholders' attitudes:** The key stakeholders in LLE include learners, parents, teachers, local leaders, politicians and religious leaders. Most of them have shown negative attitudes towards the use of Local language, and in most cases refer to it as 'vernacular'. In a study carried out by LABE (2009) in Northern Uganda, a parent had this to say about the use of Local Language as a medium of instruction in school; ***"For me my child should not learn our language because it is not taking her anywhere!"*** *Cases* have been recorded in the NCDC Thema Newsletter where parents have removed their children from government schools where Local language is used as a medium of instruction to private schools where English is the medium.

- The attitude of such stakeholders justifies the need for further sensitisation of key stakeholders on LLE and the opportunities it avails to a learner.

➢ **An examination-oriented public:** Since Local language is yet to be examined at primary level, most stakeholders do not appreciate its value in the classroom setting. Stakeholders are interested in what the learner will score at the end of the cycle which forces the schools to concentrate on examinable subjects. Some learners have developed a negative attitude towards their languages and culture since some teachers go to the extent of punishing them for speaking their languages. Some head teachers across the country neither buy instructional materials nor timetable the local languages. In some instances, teachers who teach local languages are negatively labelled as 'vernacular teachers', a terminology which was formerly used for low grade teachers in early 1960s.

- Education is not just after examinations but developing a holistic functional individual beneficial in the community and the world of work. Therefore the fact that Local Language is not yet examined at PLE, learners should not be disadvantaged from benefiting from it.

➢ **Inequalities in resource allocation:** For many years, more emphasis has been put on English than Local Language**.** This includes among others allocating more funds to supporting English compared to Local Language; giving more time allocation on the time table to English than Local Language; putting labels in schools in English other than in Local Language.

- Inspite of the prestige given to English, research findings show that: -

"If children are exposed too early to a language they do not understand, this will prevent the development of competencies in reading and writing in both languages." (Kuper, 2003:p.166)

"A very effective model of language instruction is 10% of foreign language in grade 1, gradually increasing to 20%, and 30%, 40% and 50% by grade 5. Students who start school performing at grade level and receive such gradual bilingual education will catch up with English-language students by grade 5". (Abadzi, 2006:p.54-55).

➢ **The belief that English promotes unity:** Some people are of the view that teaching our languages (LL) will intensify tribalism in Uganda. As a result, they advocate for the use of English to promote unity among the different tribal groups in Uganda.

➢ Research findings show that intercultural studies create in learners' intercultural awareness and ability to appreciate their differences and develop the spirit of cultural tolerance.

➢ **LLE instructional materials:** Up to now, some languages do not have standard or draft orthographies. Some orthographies do not reflect the native speech of the language of the community. Some languages lack core literature, for example, dictionaries, phonetics and phonological and grammar books; while those that have the materials are either expensive or inaccessible.

➢ The Summer Institute of Linguistics Uganda supports nationals in the development of orthographies and Local Language instructional materials. This will in the long run counteract the problem of inadequate LLE instructional materials.

➢ **Publishing bottlenecks:** Local languages writers have limited opportunities of publishing with the established local and international companies yet self-publishing is too costly. Due to small readership as a result of small linguistic communities, publishers do not readily take on manuscripts in the local languages because they are economically unviable.

Some publishers lose manuscripts; delay producing the books; pay low royalties while others are not trustworthy. The problems are exemplified by the following research finding: -

"As I write, my uncle has almost gone bankrupt. He is an acknowledged authority on my native language. He has written more than ten books on the language, history of the tribe, riddles and proverbs and traditional history. Publishers have refused to publish them because they have no market. Since these languages are not examinable at any level, no school is interested either."
(Kwesiga, 1994: p.63)

- There is now a promising market for local languages which publishers are increasingly tapping into as a result of having Local Language as a subject from primary to the secondary levels. In addition, NCDC as a last resort publisher has also been assigned the responsibility of having materials in the local languages written and published.

➢ **Institutional and Policy Concerns: In the early 1960s,** TTCs were decentralized therefore they taught local languages. Today some PTCs have included Local Language as a subject on their curriculum. However, it is still being offered as an optional subject and it is not examined.

➢ Since the policy is clear that Local language is the medium of instruction at lower primary classes (P1-P3), PTCs will in the long run ensure that Local language is a core subject offered by all teachers. Universities and other tertiary institutions are also addressing this challenge through teaching and research in LLE, advocacy, curriculum development, training teachers and LLE professionals.

➢ **Pedagogical issues:** The number of pupils in UPE classes is still large to be handled by one teacher which leads to the use of teacher-centred methods. This in the long run hinders the development of the desired literacy competences.

➤ The challenge of big numbers of pupils in UPE classes is being addressed by the Ministry where teachers have been recruited so as to reduce the teacher pupil ratio to 1:50. This will enable teachers to use the learner-centred methods so as to support the development of the literacy skills.

➤ **Financial constraints:** Government resources are too stretched that institutions like Language Boards have hardly had any financial injections. This has affected the purchase and supply of LLE instructional materials.

➤ A number of CSOs have come in to promote the Language policy. This will increase the supply of instructional materials and further promote LLE.

➤ **Personnel problems:** With the exception of Luganda, current teachers of other Local languages are not trained in LLE. Most of them are simply re-tooled to handle the task.

➤ PTCs, universities and other tertiary institutions are training and producing Local Language teachers. This will in the long run solve the personnel problems.

2.6   Opportunities for LLE graduates

➤ Studying of local language provides graduates with a wide range of opportunities. The current decentralization policy, the recognition of the importance of Local Languages both nationally and internationally, and the roles in national development offers Local language graduates a high demand to work as: -

- Administrators
- Journalists
- Publishers
- Development workers

- Researchers
- Translators
- Writers
- Extension workers

- Politicians
- Editors
- Teachers
- Community mobilisers

> In addition graduates of LLE can work with: -

- Government agencies
- NGOs
- Development Partners
- Media houses

- Consultancy firms
- Translation bureaus
- Research firms
- Publishing houses

- International agencies such as United Nations and International Criminal Court

2.7   Institutional Interventions

A number of organizations have come in to support different programmes in Local Languages. These include among others Literacy and Adult Basic Education (LABE), Summer Institute of Linguistics (SIL), Multilingual Education Network (MLEN), the Centre for Advanced Studies of African Society (CASAS) and Mango Tree.

Literacy and Adult Basic Education (LABE)

Since its inception in 1989, LABE has been operating mainly in the eastern, Karamoja and in the northern districts of Uganda. In LLE, the organisation has been involved in: -

> Creating awareness among policy makers and community members about the value and importance of educating children in their local languages. This is done through meetings, radio talk shows and production of bi-lingual policy briefs.

> Supporting celebrations to mark the annual International Mother Tongue day in the northern region. The day is celebrated every year on 21st February.

- ➤ Facilitating Language Board members to collect and modify existing copies of the draft or original orthographies, print and distribute them to schools.

- ➤ Supporting writing workshops for local language writers from five (5) district language boards namely: Gulu,Yumbe, Koboko, Arua and Adjumani in writing children's reading materials in five (5) local languages namely: Acholi, Aringa, Kakwa, Madi and Lugbara for use in schools and homes.

- ➤ Mobilising and training parent educators to provide local language literacy training to parents.

- ➤ Supporting children to compile and produce magazines in the local language.

- ➤ Facilitating annual joint- parent- children reading competitions among families and schools.

- ➤ Producing copies of fact sheets in local languages and distributing them to education policy makers at national level fora such as annual Educational Sector Review meetings.

Mango Tree

This project started in 2000 in Busolwe, Bunyole eastern Uganda. The project is based in Lira, northern Uganda. Its major purpose is to support government initiative to implement a successful model education through the "Thematic Curriculum" approach. It focuses on helping young children reap the benefits of reading and writing in their local languages. The project is implemented by Laŋo Language Board, Loro and Canon Lawrence Primary Teachers' Colleges, SIL, District Inspectors of Schools, teachers and head teachers in eight pilot primary schools in Oyam and Lira Districts.

The following are four key areas of the project's intervention:-

- ▪ **Training Competent Teachers:** Teachers must know their local language well enough in order to use and teach it. Each year new

teachers are trained in Lëblaŋo orthography under the supervision of the Laŋo Language Board. Teachers must also have a simple, systematic and effective method of teaching reading and writing that works in a classroom of a hundred children with limited resources.

- **Creating a Model for Effective and Appropriate Instructional Resources:** Mango Tree is recognized internationally for developing low-cost and durable instructional resources that are replicated by rural teachers. The set of instructional materials include a Teacher's Guide, termly primer and reader(s) for each pupil; thematic chart sets, picture cards and handwriting booklets.

- **Providing a Comprehensive Assessment Model:** Meaningful assessment at all levels is the key to accountability. The project has developed simple assessment tools for parents, teachers and administrators that enable them to measure pupils' attainment of key literacy benchmarks in Lëblaŋo.

- **Building Capacity of Key Education Stakeholders to Sustain the Initiative:** District Education officers, Primary Teacher College tutors, Language Board members and cultural organizations have a role to play in ensuring that children learn to read and write in their local language. The project clarifies responsibilities and trains individuals and institutions where capacity gaps exist. For example, it supported the Laŋo Board in revising and improving their orthography. It works with these organizations to put in place systems for rolling out their initiatives on a larger scale. It is working towards developing a local "micro-publishing industry" to sustain the long-term development of a reading and writing culture in the Laŋo sub-region.

Summer Institute of Linguistics, Uganda (SIL-Uganda)

SIL is a not-for-profit international organization that has been serving indigenous communities and governments in the areas of language development for more than seventy five years. SIL operates on contributions from individuals and organizations interested in various aspects of language

development work. SIL is currently working with more than one thousand and three hundred of the world's seven thousand languages. Based in Entebbe, SIL Uganda technically supports local and national efforts to conduct: -

➢ Orthography development (linguistic analysis and alphabet design in cooperation with local language speakers).

➢ Home language literacy instructional materials development in reference to the Thematic Curriculum.

➢ Home language literacy teacher training.

➢ Home language library development (for example books of various kinds including health, community development, Scripture helps, LL calendars).

➢ Training (from grassroot churches to governmental/national levels) in principles of home language literacy program design and Bible translation.

➢ Bible translation into home languages.

➢ Home language scripture promotion.

In Uganda, SIL is involved in language development efforts in the following fourteen (14) language communities: -

- Lubwisi
- Ik
- Kwamba
- Ndrulo

- Ethur
- Rufumbira
- Ma'di Okollo (southern)

- Ruruuli-Runyara
- Ma'di Okollo (northern)
- Lunyole

Multilingual Education Network (MLEN)

In July 2009, a small group of NGO leaders and educationists in Uganda discussed the challenges in education connected to language, specifically the use (or neglect, in many cases) of the home language. The original forum has now grown and become the Uganda Multilingual Education Network (MLEN).The forum was first organised by SIL International-Uganda and now includes among others, representatives from Save the Children, Mango Tree Educational Enterprises, UNESCO, UNICEF, National Curriculum Development Centre, Kyambogo University, Makerere University School of Languages, Literature and Communication and SNV (SNV - Netherlands).

MLEN believes that it is a simple task to make a case for home language-based multilingual education to policy makers and leaders if the obstacles to implementation are to be overcomed. Overcoming these challenges is one of the core purposes of MLEN Uganda. According to Save the Children, school language/ medium of instruction is probably the greatest cause of school dropouts. MLEN also acknowledges the fact that there are major obstacles to LLE in Uganda including lack of or poorly developed orthographies, cost implications of training in multiple languages, the heavily multilingual town and urban contexts and the desire to fast-track English.[8]

The Centre for Advanced Studies of African Society (CASAS)

Established in 1997, CASAS has been conceived as a Pan-African centre for creating research networks in Africa and its Diaspora. It is a non-profit making trust, registered as such, under South African law and its financial resources are sought squarely from donor agencies. CASAS undertakes the supervision, coordination and management of research work focusing on the economic, social, historical, political and cultural aspects of the development problems in Africa. Cultural issues and their relationship to development, and selected basic research on the structure of African society are particularly important areas of interest to the Centre. As its name implies, its research ventures are intended to be at the scientific cutting-edge of knowledge on African society,

---

[8] Douglas Wicks, www.ugandamle.wordpress.com

and in each instance, CASAS will deploy some of the best available African expertise and scholarship for the work on hand. Its resource group is predominantly drawn, but not exclusively, from African universities and research institutions. [9]

At a continental level, the major area of current involvement of CASAS is the classification of African Languages on the basis of mutual intelligibility. This work is part of the CASAS harmonisation and standardisation of African Languages Project. Since 2005, CASAS has been able to conduct the following activities in Uganda: -

➢ Harmonisation and standardisation of Ugandan languages based on mutual intelligibility which has resulted in publication of harmonised orthographies in Runyakitara, Lwo, interlacustrine Bantu and the Sudanic languages.

➢ Development of primary school primers and readers inLuganda, Ateso, Dhopadhola, Lango, Lusoga, Runyankore-Rukiga and Runyooro-Rutooro.

➢ Production of dictionaries in Dhopadhola and Ateso.

➢ Translation and publication of literature with African ideologies and health related issues such as HIV/AIDS and Avian Influenza.

➢ Workshops aimed at sensitizing stakeholders on the importance of local languages.

➢ Support for the teaching of Local Languages at the secondary level by providing funds to facilitate activities related to curriculum development and orientation workshops for teachers.

---

[9] Http://www.casas.co.za/

3.0 PLANNING FOR LOCAL LANGUAGE EDUCATION ADVOCACY

3.1 Importance of Local Language Advocacy

Advocacy involves a range of approaches directed at different audiences with the purpose of gaining support for an issue. It is a powerful tool used to change people's attitudes towards an issue. Advocacy is carried out to: -

- ➢ Change policies or practices.
- ➢ Change attitudes and behavior through raising people's awareness and understanding about an existing policy.
- ➢ Reform institutions.
- ➢ Change power relations.
- ➢ Create a broader impact of any undertaking.

Advocacy must be undertaken with a purpose. The target group should be spelt out and the type of change envisaged.

The Language policy in Uganda still faces challenges in its implementation. Among the challenges is the fact that the parents and educators who are key stakeholders in education have inadequate information on the benefits of LLE. There is, therefore, need to increase awareness so as to create a positive attitude necessary for the promotion of the language policy.

3.2 LLE Advocacy Approaches

There are a range of approaches that can be used in advocacy; some are confrontational, for example protests while others like sensitizations are collaborative. These approaches can be placed along a continuum as illustrated below: -

1	2	3	4	5
Cooperation	Education	Persuasion	Litigation	Contestation

Less Risky ⟶ More Risky

LLE advocacy approaches have to be collaborative. These include co-operation, education and persuasion used to raise awareness and bring about a positive attitude towards the Language policy. These are effective in bringing stakeholders on board to appreciate LLE.

The following activities can be undertaken to carry out LLE advocacy: -

➢ Analyzing the Language policy to make changes and come up with alternatives.

➢ Carrying out action research to document good practices and the impact of LLE outcomes.

➢ Using the media, meetings, newsletters to raise awareness.

➢ Campaigning to mobilize public action in support of the desired changes.

➢ Networking.

➢ Creating avenues for key stakeholders, for example, parents and learners to speak out for themselves.

Each of the above activities entails performing different roles. These roles range from being an expert informant on LLE issues to being a lobbyist in public meetings.

3.3   Planning LLE Advocacy

3.3.1   Meaning of advocacy planning

Advocacy planning is about developing strategies for achieving either the short or long term vision for social change.

VeneKlasen and Miller (2002) describe advocacy planning as the development of: -

➢ An overall change strategy; usually a long term plan reflecting where you are, where you want to go and how you can get there.

➢ A campaign; which is a medium term plan with activities aimed at influencing the policy environment and public opinion.

➢ Tactics, actions and activities usually designed for a specific moment or opportunity.

➢ Impact assessment to evaluate the strategy.

3.3.2   Key Steps in LLE Advocacy Planning

Planning for LLE advocacy involves a number of key steps that include: -

➢ **Identifying and defining the LLE policy concerns:** Policy related issues affecting LLE that need advocacy action are identified and defined in consultation with stakeholders. These issues can be identified at community level by talking to teachers and learners affected by the policy issue to establish its cause. Government representatives and Local Language Boards can be interviewed to find out their plans and regulations related to the language policy issue.

➢ **Analysing and prioritising the issues***:* This includes analysing the information collected from the teachers, pupils and other stakeholders about the root causes of the policy issues. The tools of analysis include the use of the problem trees and matrices. The analysis helps to identify the direct cause of the problem, target group affected by the problem and their responses to the problem. The analysis enables one to prioritise issues that need urgent action.

➢ **Establishing objectives and outcomes:** Having identified the Language policy issues for advocacy, one draws up objectives which are specific, measurable, achievable, realistic and time-bound. These define the expected outcomes and the timelines for the actions.

➢ **Understanding the target audience:** Advocacy targets the primary and secondary audience. The primary audience is the decision makers with

the authority to directly affect the outcome of the advocacy objective. They approve or flag the policy change. The secondary audience includes among others: -

- - *Beneficiaries* or *constituents* on whose behalf one advocates for, for example the pupils in schools.
- - *Allies* who share the advocacy position and are either willing to provide moral and or, tangible support.
- - *Adversaries* who are against the advocacy efforts.
- - *the undecided;* the individuals with no clear-cut positions as regards the LLE advocacy efforts. This may include parents skeptical about the language policy.

➤ *LLE advocacy communication strategy:* includes developing the principal message for advocacy specifying the following: -

- - The audience.
- - The purpose of the message whether it is to inform, persuade or move the audience to action.
- - The different types of media to be used to increase public awareness on LLE issues.

➤ *Developing an action plan:* Action planning is the process of turning the set LLE advocacy objectives and strategies into short-term objectives, identifying specific activities and tactics required for achieving the objectives, determining the time frames and stakeholders' responsibilities.

➤ *Preparing a budget:* The aim is to estimate the cost of the advocacy strategy and activities involved.

3.3.3   A sample LLE Advocacy Action Plan

Below is a sample of LABE's LLE advocacy action plan of its work in northern Uganda. this can be modified accordingly basing on the purpose for the advocacy.

Strengthening LLE in schools: LABE's Advocacy Action Plan

LLE advocacy aim: *To strengthen capacity of families and communities in the six districts of Northern Uganda.*

To lobby policy makers for improved implementation of language policy in schools.

Short term objective 1: To increase community and parental awareness of the value and importance of educating children in their local languages.

No.	Activity	Time Frame	Responsibility	Expected results
1.	Conducting one (1) minute radio spot messages on the importance of LLE.	3 months	LABE: through a local FM radio	Radio spot messages broadcasted.
2.	Facilitating 200 one (1) day school level LLE sensitisation meetings between parents, SMCs, head teachers and local leaders.	6 months	LABE District Programme Officers	Parents, SMCs, head teachers and local leaders appreciate the benefits of LLE.
3.	Supporting celebrations to mark annual International Mother Tongue day in the northern region.	2 weeks	LABE District Programme Officers	Appreciation of the importance of local languages by the public.

A budget should be developed for each of the planned activities to estimate the financial resources needed to carry this out. Below is a sample of a budget for activity 3: Supporting celebrations to mark the International Mother Tongue day.

Sub Activity	Cost centers	Qty	Freq	Unit cost	Total Cost
Mobilisation for the Activity	Radio spot messages	1	4	150,000/=	600,000/=
	Communication - airtime	1	2	100,000/=	200,000/=
	Invitation letters - delivery	1	2	50,000/=	100,000/=
	Printing of banners	1	2	450,000/=	900,000/=
	Pre - meetings	1	2	650,000/=	1,300,000/=
Sub Total					**3,100,000/=**
The D-day activities	Venue hire	1	1	150,000/=	150,000/=
	Public address system	1	1	300,000/=	300,000/=
	Hire of tents	4	1	100,000/=	400,000/=
	Hire of chairs	1000	1	1,000/=	1,000,000/=
	Refreshments	1000	1	500/=	500,000/=
	Radio talk show	1	2	150,000/=	300,000/=
	Awards for competitors	10	1	50,000/=	500,000/=
	Master of ceremony	1	1	150,000/=	150,000/=
Sub Total					**3,300,000/=**
Marching	Band	1	1	300,000/=	300,000/=
	Security	1	1	150,000/=	150,000/=
	Printing of T-shirts	1000	1	3,000/=	3,000,000/=
	Making of caps	1000	1	1,000/=	1,000,000/=
Sub Total					**4,450,000/=**
Publicity	Media coverage	1	1	500,000/=	500,000/=
Sub Total					**500,000/=**
Transport	Fuel	1	1	800,000/=	800,000/=
	Contingence for vehicle	1	1	400,000/=	400,000/=
	other transport costs	10	2	30,000/=	600,000/=
Sub Total					1,800,000/=
GRAND TOTAL					**13,150,000/=**

3.4 Conducting LLE Advocacy

3.4.1 Tools for LLE Advocacy

The following are some of the tools commonly used in LLE advocacy: -

➤ **Lobbying and meetings:** This involves working closely with individuals in political and government structures.

➤ **School visits:** Enables one to demonstrate 'good practice advocacy' to the public and community members on how LLE works in a classroom setting.

➤ **Flyers and pamphlets:** Used to summarise key points about an LLE issue that needs to be changed or campaigned for.

➤ **Position papers, newsletters and factsheets:** Used to present a case to decision makers.

➤ **Leaflets and posters:** These should be clear, brief, eye-catching and informative.

➤ **Video and films:** These are effective as they present the message in both voice and using images.

➤ **Radio:** Is the most popular advocacy tool in the Ugandan setting. It reaches a wider audience than any other medium.

➤ **Mobile phones**: These facilitate live talk shows.

➤ **Television:** Is also gaining popularity and reaches most key decision makers in government and the private sector.

➤ **Newspapers:** Are distributed all over the country. They are produced daily in English and Luganda; weekly in Runyoro/Rutooro / Runyankole/Rukiga, Luo and Ateso.

➤ **Drama:** This provides opportunities to present facts and issues in an entertaining and culturally-sensitive manner. Children for instance, can dramatize the challenges they face with English as a medium of instruction.

➢ **Email/Internet and Short Message Services (SMS):** Are gaining popularity particularly with the increased accessibility to computers and mobile phones. These tools are used to send instant message alerts or updates on a LLE issue.

Each of the above tools has advantages and disadvantages depending on its potential to reach the poorest people, the number of people reached, participatory potential and cost effectiveness.

3.4.2   LLE Advocacy Approaches and Tools in Different Settings

The collaborative approaches are suitable for both urban and rural settings although the major variation is in the tools to use. The internet, SMS text messages, the media such as TV, Radios and newspapers are best for urban areas while meetings, drama, leaflets and posters are suited for rural areas.

3.4.3   Developing LLE Advocacy Messages

LLE advocacy messages focus on the purpose for the advocacy, the intended change desired and its timing.

The message should target at impacting greatly on the different audiences. This is called 'framing the message'. Two rules must be observed on developing LLE messages to be delivered by use of the above tools:

➢ Knowing the target audience.

➢ Keeping the message simple and brief so that the information can be easily understood by all.

The message should incorporate simple suggestions to encourage the target audience, policy makers or the general public, to take action.

3.4.4   Delivering LLE Advocacy Messages

Message delivery involves careful analysis of how information will be transmitted, (the medium) and who will pass on the message (the

messenger). If the target audience is the District Local Councillors, then written reports, petitions and fact sheets are sufficient to deliver the message.

The Medium: The following table gives a summary of different media for delivering LLE advocacy messages to different audiences.

Audience	Appropriate medium/tools for message delivery
National-level: Politicians and other decision makers.	Lobbying, visits, fact sheets, position papers, newspapers, radio, TV, petitioning.
District-level politicians and other decision makers.	All the above, plus school visits and letter writing
Sub-county level decision makers	School visits, flyers, leaflets, films, drama, lobbying and visits.
Local opinion leaders (Religious and traditional leaders).	School visits, leaflets, radio, fact sheets, lobbying and visits.
Parents and community members	Video, films, theatre/drama, radio and school visits, TV, SMS, billboards.
Other Civil Society Organisations (CSOs) staff.	Lobbying, visits, fact sheets, position papers, newspapers, radio, TV, petitioning.
Donors.	Internet, video, position papers, newspapers, lobbying visits.

The Messenger: This person is the source whose opinion the target audience will value, and he/she should therefore demonstrate knowledge and insight into the LLE issue. Such a person can be chosen from a network or a coalition. Delivering messages as a network can be very important when one of the key goals is to achieve and demonstrate broad support for the position.

Timing is of paramount importance in order to deliver your LLE messages strategically. Delivering the messages before political campaigns and or during occasions to mark international events is likely to make more impact than delivering them on ordinary days.

3.4.5   Monitoring and Evaluating Achievements

The process of monitoring and evaluating LLE initiatives requires yardsticks thus the need for clear set objectives for the advocacy work from the onset. Keep the monitoring and evaluation systems simple and straightforward, by clearly defining the indicators for success for all objectives. These indicators are simply predetermined milestones that give a sense of progress once they are achieved.

Below are some indicators of a Local Language Education strategy with a given stated objective, key results, verifiable indicators, means of verifying the indicators, risks and assumptions: -

Objective	Results	Verifiable indicators	Means of verification	Risks and assumptions
To increase community and parental awareness of the value and importance of educating children in their local languages.	• A detailed multimedia communications strategy designed and implemented. • Bi-annual local language leaflets produced and disseminated • International Mother Tongue day celebrated in the district annually. • Increased numbers of joint parents-children reading in local language at home.	• Numbers of radio spots broadcast on FM radio stations • 5,000 leaflets disseminated in the district • Annual celebrations to mark Mother Tongue Day held • Number of parents reading local language materials jointly with their children at home.	• CD recordings of radio spots, local purchase orders, radio consent agreements • Leaflets distribution lists, monitoring reports • Monitoring reports, video recordings, newspaper cuttings, photographs. • Children and parents' testimonies	• Radio stations agree to broadcast the radio spots. • Facilities exist to edit and produce tapes.• Communities have access to tape players. • Stake-holders willing to embrace the programme and LLE. • Outbreaks of disease do not occur resulting in the banning of public gatherings.

Self assessments should be designed to periodically review your progress in LLE.

4.0   ROLES OF STAKEHOLDERS IN LLE ADVOCACY

LLE advocacy aims at facilitating a process of change at different levels. This ranges from the school/community to the national level. The stakeholders involved at different levels and their respective roles are outlined below: -

4.1   School and Community Level

- **Head teachers**

➢ Help teachers to understand the language policy.

➢ Ensure that the teaching in lower primary follows the Thematic Curriculum.

➢ Ensure that Local Language is timetabled and taught in P4-P7.

➢ Disseminate information on LLE during staff meetings, on one to one basis and in parents meetings.

➢ Monitor the teaching and give professional support to address the challenges of LLE.

➢ Send teachers for training related to implementation of the language policy.

➢ Provide the necessary instructional materials to promote LLE.

- **Teachers**

➢ Promote the teaching of LLE.

➢ Sensitise parents and communities about the importance of LLE.

➢ Advise parents and communities on how to promote LLE.

➢ Develop instructional materials in Local Language.

➢ Be active members of the Language Boards and Local Language writing committees/groups.

- **Learners**

➢ Appreciate learning in Local Language.

➢ Read and write in Local Language.

➢ Testify to their parents and policy makers of the advantages of LLE.

➢ Collect materials from the locality to promote the teaching of local languages.

➢ Develop instructional materials in Local Language.

➢ Be active members of the Language Boards and Local Language writing committees/groups.

- **School Management Committees**

➢ Get acquainted with learners' progress at school.

➢ Provide funds for LLE instructional materials.

➢ Lobby policy makers for increased resources to support LLE in their schools.

➢ Promote and support LLE.

- **Parents**

➢ Send children to schools.

➢ Support the Thematic Curriculum by helping learners at home to read books written in local language and monitor homework.

➢ Visit the children's class to monitor learning.

➢ Promote and support LLE as much as possible.

- **Religious leaders**

➢ Mobilize foundation bodies in support of the use and teaching of local language in schools.

- ➢ Preach and teach more about values to enhance this component in the Thematic Curriculum and enable individuals to reflect on their cultures.

- ➢ Visit the children's class to monitor learning.

- ➢ Promote and support LLE as much as possible.

▪ Community Based Organisations

- ➢ Encourage parents to send children to schools.

- ➢ Get involved in creating and using materials in the Local languages of their communities.

- ➢ Sensitise communities on the importance of LLE.

- ➢ Act as positive role models.

▪ Community members

- ➢ Act as positive role models.

- ➢ Support community initiatives through attending meetings and participate in community initiatives promoting LLE.

- ➢ Implement the language policy.

- ➢ Advocate for LLE.

▪ District Education Officials (DEOs and Dis)

- ➢ Disseminate information about LLE to schools.

- ➢ Support and mentor head teachers and teachers on LLE.

- ➢ Conduct professional development programmes for teachers and head teachers.

- ➢ Ensure that schools have the appropriate Local language instructional materials.

- ➢ Monitor the effective use of Local language instructional materials in schools.

- ➢ Give guidance to schools on the selection of appropriate instructional materials.

- ➢ Sensitise the district technical staff on LLE.

- ➢ Organise together with the CCTs courses for head teachers and teachers to address the challenges of LLE.

- ▪ **Teacher Training Institutions**

- ➢ Integrate Thematic and Local Language curricula in PTC curriculum.

- ➢ Train local language tutors and teachers for Primary Teachers' Colleges and primary schools respectively.

- ➢ Research on the best practices for implementation of the language policy.

- ▪ **Coordinating Centre Tutors (CCTs)**

- ➢ Disseminate information on language policy during Continuing Professional Development meetings.

- ➢ Visit schools to help teachers address the challenges posed by LLE.

- ▪ **Local Government**

- ➢ Mobilise communities to support LLE

- ➢ Monitor and supervise the implementation of the language policy.

- ➢ Provide administrative and management support to Language Boards.

- ➢ Make follow-ups.

- **Language Board members**

➢ Develop the language orthographies.

➢ Write dictionaries and other instructional materials.

➢ Sensitise communities on the importance of LLE.

➢ Lobby for funds to develop their Local language.

4.2 The National Level

- **Members of Parliament**

➢ Advocate for local language curricula in their respective constituencies.

➢ Mobilise resources for the promotion of LLE activities.

➢ Work with local officials to support the local language curriculum.

➢ Spearhead the celebration of International Mother Tongue day in their districts.

- **MoES (Directorate of Education Standards, Pre-primary and Primary, Teacher Instructional and Educational Training Departments)**

➢ Ensure that all schools receive and use quality Local language instructional materials.

➢ Provide support supervision to head teachers and teachers.

➢ Visit schools and provide technical support and advice about LLE.

➢ Disseminate the language policy.

➢ Network and advocate for the policy.

➢ Quality assurance of the policy implementation.

- **Donor partners**

➢ Finance government and CSOs to develop local language instructional and advocacy materials.

➢ Share LLE best practices and research with other stakeholders.

- **Line Ministries (Ministry of Gender, Labour and Social Development)**

➢ Network and advocate for LLE.

➢ Disseminate language policy in adult literacy programmes.

➢ Extend financial and moral support to local language writers.

- **National Curriculum Development Centre**

➢ Monitor the progress of the Thematic Curriculum.

➢ Produce curricula in Local languages.

➢ Produce LLE sensitization materials for the public.

➢ Give guidance to the Language Boards on the development of Local language instructional materials.

- **Uganda National Examinations Board (UNEB)**

➢ Setting examinations basing on the local language curriculum.

➢ Develop capacity of the implementers to assess the local language curriculum.

➢ Interpret the local language curriculum.

➢ Communicate to the stakeholders about the local language examinations.

➢ Publicise examination results on candidates' performance in local language.

- **Civil Society Organisations (CSOs)**

➢ Sensitise beneficiaries and communities on language policy.

➢ Contribute to increased awareness about LLE in the general public.

➢ Carry out advocacy campaigns for LLE.

➢ Produce newsletters and bulletins to sensitise the public on LLE.

➢ Finance Language Boards to develop local language Instructional materials.

- **Publishers**

➢ Interpret the local language curricula.

➢ Develop local language educational materials for the respective levels.

➢ Market the products countrywide.

➢ Facilitate local language authors.

➢ Ensure accessibility of the local language materials.