



**CSBAG Review of the Education
Ministerial Policy Statement**

2014/15

June 2014

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List of Acronyms

MoES	Ministry of Education and Sports
MPS	Ministerial Policy Statement
BMAU	Budget Monitoring and Accountability Unit
BTVET	Business Technical Vocational Education and Training
NDP	National Development Plan
PCR	Pupil Classroom Ratio
SNE	Special Needs Education

About CSBAG

Civil Society Budget Advocacy Group (CSBAG) is a coalition formed in 2004 to bring together civil society actors at national and district Levels to influence Government decisions on resources mobilization and utilization for equitable, gender responsive and sustainable development.

Since 2004, CSOs under the umbrella of CSBAG have engaged Government in influencing the budget process to ensure that both the local and national budgets address the needs and aspirations of the poor and marginalized groups of people in Uganda.

Introduction

The Budget Act (2001) requires each minister to prepare a Ministerial Policy Statement (MPS) of the relevant ministry on the budget estimates by the 30th day of June in each year and submit to Parliament. The MPS can therefore be regarded as the budget for a given sector. Financial Year (FY) 2014/15 represents a pivotal point as Uganda marks the end of the planning period of the current National Development Plan (NDP 2009/10 – 2014/15). As the NDP I period comes to an end, it is widely acknowledged that the education sector has scored remarkably on providing access. The same however cannot be said of the quality of education provided as literacy and numeracy rates remain much lower than the targeted levels.

Budget Performance and Allocations

In FY 2014/15, the education sector budget amounts to Ushs1.942 Trillion (inclusive of donor project funding) with 19.3% going towards development expenditure and 80.7% going towards recurrent expenditure. This financial year's budget represents a 3.5 percentage reduction from a sector already dogged by a strained/constrained resource envelope.

Table 1: Highlights of FY 2013/14 Budget Performance and Budget Estimates for 2014/15 (Bn.Ugx)

Vote	Approved Budget 2013/14	2013/14 Releases by End of March	% Budget Performance	Budget Estimate 2014/15
Education and Sports (incl Prim Educ)	476.566	228.413	-52%	406.468
Education Service Commission	5.734	3.996	-30%	5.759
Busitema University	17.173	10.656	-38%	22.386
Uganda Management Institute	18.06	10.707	-41%	22.26
Muni University	-	-	-	6.108
Makerere University	204.1	140.353	-31%	219.344
Mbarara University	21.817	16.595	-24%	23.624
Kyambogo University	67.144	55.781	-17%	73.949

Makerere University Business School	51.662	41.071	-21%	57.025
Gulu University	20.531	15.94	-22%	22.386
Local Governments	1,095.78	575	-48%	1,318.78
GRAND TOTAL	1,978.57	1,098.51	-44%	2,178.09

Source: Ministerial Policy Statement 2014/15

However, the summation of the intra-sector budgets reflects a budget increase from FY 2013/14 to a tune of UGX 2.178 Trillion. This paper notes a UGX 236 Billion variation arising from the contrasts between intra-sector budgets summations (UGX 2.178 Trillion) and what is indicated in the executive summary of the MPS (UGX 1.942 Trillion).

The education sector's budget performance in FY 2013/14 is characterised by under expenditure. By the end of the third quarter, 44% of the approved budget had not been released to the various spending agencies in the sector. The projected outturns of the sector are not expected to vary much owing to the budget cuts the sector experienced. As Table 1 indicates, the Ministry and local governments were the most affected with 52% and 48% under performance levels respectively.

It therefore follows that many of the sector objectives were not met in FY 2013/14. For instance the Pupil to Book Ratio remains at 5:1 rather than the desired 3:1. As the MPS points out, out of 743 Private Secondary schools under Universal Secondary Education programme in 2011, a total of 622 had no permanent science and mathematics teachers.

Review of MoES Expenditure during the FY 2013/14

In FY 2014/15, the ministry's budget accounts for 18.7% of the total sectoral budget. However, the ministry will experience a reduction of almost a quarter (14.7%) of FY 2013/14 approved budget.

Table 2: Highlights of MoES FY 2013/14 Budget Performance & Budget for 2014/15 (Bn.Ugx)

Vote Function	Approved Budget 2013/14	2013/14 Releases by End of March	% Budget Performance	Budget Estimate 2014/15
Pre-Primary & Primary Education	45.588	23.092	-49%	53.95
Secondary Education	235.961	78.28	-67%	107.469
SNE, Guidance & Counseling	2.162	1.689	-22%	4.124
Higher Education	56.535	30.123	-47%	55.445

Skills Development	69.463	54.382	-22%	120.657
Quality & Standards	42.817	21.02	-51%	44.102
Physical Education & Sports	4.975	4.8	-4%	6.974
Policy, Planning & Support Services	19.065	15.026	-21%	13.747
Total for the Vote	476.566	228.412	-52%	406.468

Source: Ministerial Policy Statement FY 2014/15

Secondary education and skills development dominate the MoES expenditure in order of sequence owing to the fact that they are not fully decentralised. In FY 2013/14 as the sector experienced budget cuts, at MoES level, the vote functions that were most affected were Secondary education, Quality and Standards Pre-Primary and Primary as well as Higher Education in sequential order. What remains unknown is what outputs under the various vote functions were unattained due to the budget cuts.

In FY 2014/15, secondary education and skills development still dominate the Vote's expenditure albeit contrasting patterns. While secondary education will experience a 54.5 percentage reduction from the FY 2013/14 levels of expenditure, Skills Development will receive a 73.7 percentage increment from the past financial year approved expenditure levels. Owing to the recent commitment to Skilling Uganda, the increment in Skills Development funding is a welcome adjustment. However, the secondary deduction with an ever increasing need in the sub-sector suggests many unfunded priorities.

Review of Local Government Expenditure during the FY 2013/14

Similar to the Ministry, Local governments were also grossly affected by the budget cuts in 2013/14 with a 48% negative variation from the approved budget estimates at the end of March 2014. The Education inspection and monitoring grant as well as Skills development were affected the most with over half of their budgets cut. However, primary education and secondary education were similarly affected with over 45% negative variations.

Table 3: Highlights of MoES FY 2013/14 Budget Performance & Budget for 2014/15 (Bn.Ugx)

Vote Function	Approved Budget 2013/14	2013/14 Releases by End of	% Budget Performance	Budget Estimate 2014/15
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		March		
Pre-Primary & Primary Education	723.559	372.794	-48%	925.354
Secondary Education	305.193	169.347	-45%	317.656
Skills Development	63.928	31.309	-51%	71.068
Education Inspection & Monitoring	3.099	1.549	-50%	4.699
Total for the Vote	1095.779	574.999	-48%	1318.777

Source: Ministerial Policy Statement FY 2014/15

Outstanding Concerns Education Sector

1. Capitation grants

In the NDP period, the transfer of funds direct onto school and teacher accounts in the case of salaries has seen significant improvement in financing education service delivery. The recent reform to release funds to school accounts on a termly basis is a remarkable milestone. The average time taken for schools to receive money after it is released continues to vary, ranging from less than two weeks after the start of term one to more than one month after the start of term two, and more than two months in term three (BMAU – MoFPED, 2011). The challenges of inadequacy however persist, averaging about 5000 UGX per child, per financial year. Further, the capitation grant rates remain constant throughout the financial year despite inflationary tendencies that may occur throughout the year. It is unwise to assume that the cost of instructional material will remain constant throughout the year.

Recommendation: The need for increasing the capitation grant remains and Education Sector should also consider introducing an inflationary parameter in the formula for calculating the capitation grants.

2. The Monitoring & Evaluation Budget is grossly insufficient.

The meager nature of the monitoring and evaluation budget of the sector has over the years defeated its purpose. At local government level where the bulk of the services are delivered, the school inspection grant averaged UGX 2.4 billion (see Table 2). If apportioned evenly across the 134 local governments (including Municipalities) it amounts to UGX 17.9 Million for the entire financial year.

Table 4: School Inspection Grant Transfers to Local Governments (Billion UGX)

Grant	FY 2010/11	FY 2011/12	FY 2012/13	FY 2013/14
	Outturn	Outturn	Outturn	App. Budget
School Inspection Grant	2.48	2.11	2.5	3.1

Source: Budget Performance Reports and Approved Estimates

Recommendation: The M&E amounts are grossly insufficient and point to an obvious need to bolster the budget. The significance of M&E to the effective delivery of education services needs no emphasis and the insufficient funding could explain many of the challenges such as teacher absenteeism, ghost teacher prevalence among others.

3. Special Needs Education (SNE)

In 2011, about 10% of Ugandan children of school going age required SNE. In the same year, the primary subsector alone had about 197,200 pupils (2.4% of the enrolled number) that required special needs education. It also worth noting, that SNE forms a very important component of the equitable delivery of education services. However, the financing of SNE over the years is extremely inadequate (see Table 4). Further, considering that the available funding remains at the center (MoES), there is no SNE funding at local government level where the service is actually delivered.

Table 5: Special Needs, Guidance and Counseling Expenditure (UGX Billion)

Expenditure Line	FY 2007/08	FY 2008/09	FY 2009/10	FY 2010/11	FY 2011/12	FY 2012/13
SNE, Guidance & Counselling	-	0.7	0.91	1.55	1.89	1.68

Source: Budget Performance Reports

Recommendation: There an urgent need to increase the level of funding for SNE. Currently, Uganda only has nine (9) SNE schools. While the emphasis has recently been placed on inclusive schools, the infrastructural and human resource challenges cannot allow for the effective delivery of SNE. All these emphasise the need for additional funding.

4. Teachers' welfare

Teacher welfare has been a subject of constant debate over the past 3 financial years characterised by several industrial actions and commitments from government. However, it is important to note that teacher welfare extends beyond salary to include aspects of housing, professional development, favourable working environment (manageable class sizes, meals while at school, etc). Increasingly, teachers have resorted to alternative income generating activities (secondary occupation) to make ends meet for their households (MoES, 2013). This consequently limits the interaction between the teachers and their students. Thus addressing teacher welfare is crucial for better educational outcomes.

Recommendation: Government should honour its commitment to increasing teacher salaries but also honour its commitments to improved teacher welfare. These should be treated as matters of priority because despite the dynamic world, the teacher remains a very significant component of learning. In order to improve educational outcomes, addressing teacher welfare should be complemented more teacher recruitment due to the overwhelming Pupil to teacher ratios. Recruiting and retaining senior women and men teachers is a key factor to helping adolescent

boys and girls stay in school as they go through hormonal, psychological and biological transformations.

5. Human Resource Constraints

While the PTR have improved overtime, human resource constrains remain in the teaching profession. Coupled with infrastructural challenges, it implies that in some districts that at a given point a teacher has over 100 pupils to deal with. For instance, in 2011, the Pupil to classroom ratio in government schools was estimated to be 67:1. However, like any other average statistic, this masks wide discrepancies with some districts such as Arua and Maracha having a PCR of over 100 pupils to each classroom (MoES, 2011).

At the center, a review of the ministry’s staff establishment revealed staffing gaps (see Table 5). Out of 420 approved positions, 185 positions had been filled and the rest of the positions including 234 in three semi-autonomous boards operating at the Ministry remained vacant (Office of the Auditor General, 2012).

Table 6: Staffing Gaps at MoES

	Entity	Approved positions	Positions Filled	Positions Vacant
1	Ministry Headquarters	279	115	164
2	Uganda Business and Technical Examinations Board (UBTEB)	52	20	31
3	Uganda Allied Health Examinations Board (UAHEB)	24	12	12
4	Uganda Nurses and Midwives Examinations Board UNIMEB	23	9	14
5	Directorate of Industrial Training. (DIT)	42	29	13
TOTAL		420	185	234

Source: Auditor General’s Report, 2012

Recommendation: Human resource gaps constrain performance of the sector and in many cases render the performance ineffective. Therefore the gaps should be filled especially the recruitment of teachers.

6. Gender and Sanitation Issues

The limited availability of sanitary facilities in schools has been cited as one of the key reasons keeping adolescent girls from school (Adukia, 2013). The enrolment rates especially in upper

primary and secondary school continue to be skewed in favour of the boys. In 2011, the national Pupil to Stance Ratio (PSR) was 4,094:1 with regional variations ranging from 508:1 in the Western Uganda to 1289:1 in Central Uganda. The situation hasn't altered much since then because only UGX 593 Million was spent on latrine construction in financial year 2012/13 to yield 140 latrines in 28 schools. Further, this money was spent in secondary schools and the situation in primary schools could be worse than it was in 2011 considering the growth in enrolment.

Recommendation: The urgency to improve upon this situation need not be emphasized because the statistics are so alarming. Thus the latrine construction expenditure ought to more than double so as to improve the situation.

7. Skills Development

As Uganda's continues on the path of economic transformation, unemployment remains a critical challenge to be addressed. Currently, an average 70% of the country's labourforce has resorted to self-employment (UBoS, 2013). Therefore, in order to thrive in Uganda's changing economy, it is essential that the graduates of the education system have the ability and skill to be self-employed. However, many of the Ugandan labour market participants have limited skill and ability to effectively undertake their tasks (NCDC, 2012). It has thus resulted into a renewed emphasis on skills development from government which is commendable. However, the current level of funding has further compounded the challenges of skill development as it is quite insufficient. Recurrent expenditure has averaged UGX 50 billion over the years (see Table 6) and much of this funding has remained at the center. This is mostly due to the fact that post-primary education is centralized.

Table 7: Skills Development Expenditure for selected Financial Years

Level of Government	2008/09		2009/10		2010/11		2011/12		2012/13	
	Wage	Non-Wage	Wage	Non-Wage	Wage	Non-Wage	Wage	Non-Wage	Wage	Non-Wage
Central Gov't	6.63	9.59	7.12	11.5	7.35	15.44	8.35	35.36	2.36	21.67
Local Gov't	13.58	1.65	14.64	1.89	17.69	2.27	17.69	3.46	23.4	28.58
TOTAL	20.21	11.24	21.76	13.39	25.04	17.71	26.04	38.82	25.76	50.25

Source: Budget Performance Reports

Considering development expenditure, a meager total of UGX 59.9 Billion has been spent on skills development in the past five financial years and it all has been spent at central government level. It is therefore no surprise that the country has only about 93 government owned post-primary institutions with many local governments having none. At such levels of expenditure, it is hard to see how the sector will deal with the infrastructural, human resource and challenges of other kind dogging skills development.

Recommendation: Increasing the level of funding especially the development expenditure must be a priority for financial year 2014/15. Government should also consider decentralizing the delivery of post-primary education especially the BTVET.

Conclusion

The concerns highlighted above are among others that we were only able to identify give the time and resource constraints. The have an effective education system that fully implements the education sector plans as intended, these concerns cannot be left un attended to. It's on this note that that CSBAG calls upon the Parliamentary Committee on Education to request the ministry of Education to show plans on how they will solve the concerns highlighted before the sector budget is approved.

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