



CIVIL SOCIETY BUDGET ADVOCACY GROUP (CSBAG)<sup>1</sup>

# 2013

## POSITION PAPER ON EDUCATION FINANCIAL YEAR 2013/14

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<sup>1</sup> 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.

## 1.0 Introduction

The mandate of the Ministry of Education and Sports (MoES) is to provide quality Education and sports services in the country, which are constitutional obligations for the Ugandan State and Government. The Mission of the MoES is "to provide technical support, guide, coordinate, regulate and promote quality education, training and sports to all persons in Uganda for national integration, development and individual advancement."

The Vision for MoES is "Quality and appropriate Education and Sports services, for all." The Education and Sports sector therefore is one of the country's key social service delivery sectors because it delivers critical government programmes such as Universal Primary Education (UPE), Universal Post Primary Education and Training (UPPET) as well as sports for enhancing citizens; productivity and the country's image. The sector is run on a principle of promoting Public – Private Partnerships at all levels and the Private sector has played significant roles in provision of Education services especially at the post primary and tertiary education levels. The priority of the sector is placed on improving quality outcomes without losing sight of the need to continue increasing access to all levels of education. The indicators on which the sector performance is assessed are;

- Quality and relevancy of education at all levels
- Equitable access to education and
- Effectiveness and efficiency in the delivery of education services.

## 2.0 Budgetary allocations and expenditure

**Table 1: Budgetary allocations 2012/13 and 2013/14 (UGX Billions)**

	2011/12 outturn	2012/13		2013/14
		Appropriated budget	Release by end of May 2013	
<b>pre -primary &amp; primary education</b>	39.202	46.757	28.738	45.588
<b>Secondary education</b>	92.541	178.88	231.369	148.65
<b>Special needs education, guidance &amp; counseling</b>	1.888	2.114	2.114	2.162

<b>Higher education</b>	11.277	70.716	53.678	56.535
<b>Skills development</b>	63.917	53.767	36.487	69.463
<b>Quality &amp; standards</b>	23.308	29.725	27.285	42.817
<b>Physical Education &amp; Sports</b>	3.594	5.203	4.652	4.975
<b>Policy, Planning &amp; Support Services</b>	8.992	9.935	12.013	19.065

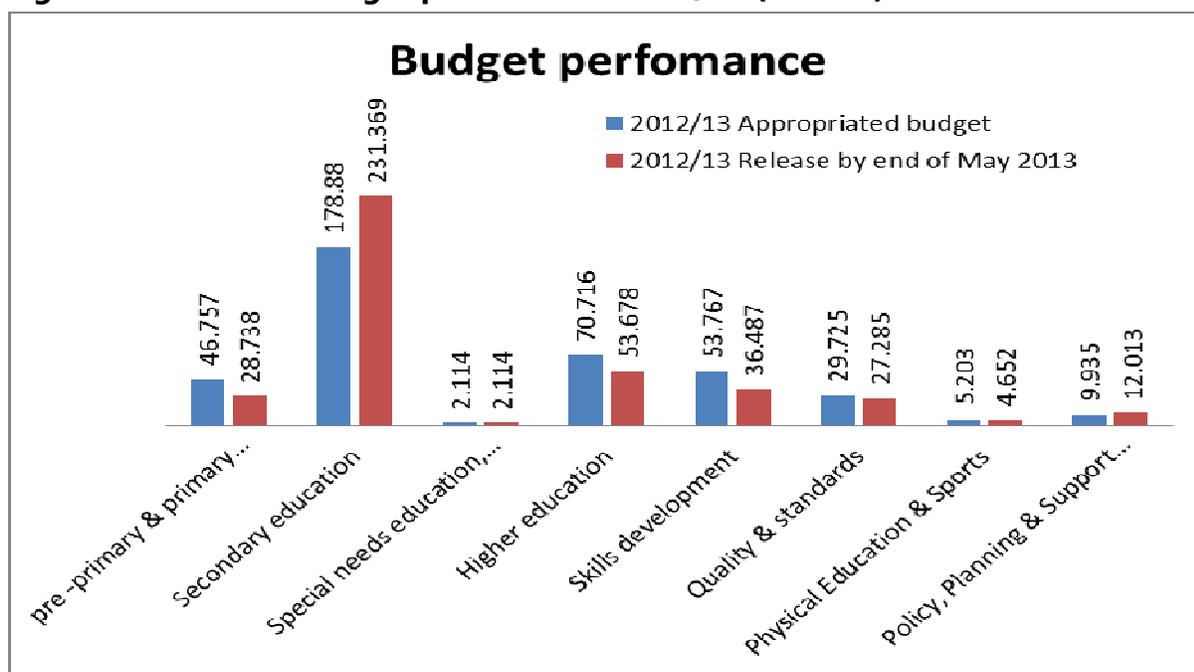
*Source: Ministry of Education and Sports MPS 2013/14*

### 3.0 CSBAG Concerns & Recommendations

#### Issue 1: Poor Budget Performance of the sector 2012/13

In the FY 2012/13, the pre-primary & primary education sub-sector was allocated a total budget of UGX 46.757; recurrent budget of UGX 26.65bn reflecting a 26.8% reduction from the recurrent allocation to the FY 2011/12 despite the increase in enrollment from 289,862 to 345,295 pupils. By May 2013, UGX 22.37bn was released out of the UGX 46.757bn, a 47.6% budget performance. This shows that government is not committed to increasing the salaries and welfare of the teachers as stipulated in the second point of the budget strategy for the education sector for the FY2013/14. Only three of the eight subsectors got all their approved budgets released by the end of May 2013 as illustrated in Figure 1.

**Figure 1: Subsector budget performance 2012/13 (billions)**



*Source: Ministry of Education & Sports MPS 2013/14*

## **Recommendation**

- Government should release the approved budget allocations to the various subsectors as planned and on time to ensure service delivery.

## **Issue 2: Inadequate teaching staff**

In the National Budget Framework Paper 2013/2014, it is mentioned that the pupil teacher ratio for primary in government aided schools improved by 3 points from 57: 1 to 54:1. While this can be appreciated, it still remains a challenge which requires immediate attention as in the same sector, it is highlighted that the pupil to teacher ratio in government aided schools (P.1- P.3) in the baseline survey is 126: 1 (2011/12) and projected to be 174:1 in 2013/14. This affects service delivery since most of the pupils are not taught and plenty of lessons are missed due to lack of teachers yet they are required to sit for national exams at the end of each year. It also becomes very difficult for one teacher to control a class of one hundred seventy four pupils single handedly.

## **Recommendation**

- Government should increase the remuneration for teachers so as to encourage labour to join this sector.
- Government should deploy more teachers to the rural schools.

## **Issue 3: Low Special Needs Education budget:**

On average 10%, school going age children have special needs of some kind and the total number of primary pupils with disabilities is 205, 018 (UBOS 2012). The sector talks about recruiting and deploying 10 sign language teachers in FY 2013/2014 to 2 Special Needs Education schools. This remains inadequate to take care of the unique challenges various pupils and students face while at school. The special needs education, guidance and counseling subsector was in the FY 2012/13 allocated UGX 2.11bn exclusively recurrent with no development budget. This allocation is 0.0005% of the education sector total budget contrary to Section 5 (J) of the 2006 PWDs Act, which stipulates that 10% of the education expenditure should be to special needs education, guidance and counseling. In Sheema district in western Uganda, Kasaana sub county, with a population of 17,242 people, the education sector was given UGX 10,500,000/= and

UGX 2,022,400/= for the FY 2011/12 and FY 2012/13. All of this allocation had no provision for PWDs. In the 2013/14, the sub county has been allocated UGX 5,650,000/= for education but still with no budget for PWDs.

### **Recommendations**

- Government should adhere to the provisions of the 2006 PWDs Act as regards expenditure on education needs for the persons with disabilities.

### **Issue 4: Ineffectiveness budgetary allocations**

The same amount of money has been allocated (2013/14) to assessment of primary education as in 2013/14 (UGX 5,966,060bn) even when the pupils to be assessed are projected to reduce by 6,408. The same is noted in the secondary education; UGX 11,638,000bn was approved to pay registration fees for 164,561 UCE students and an undisclosed number of UACE students in 2012/13. The same amount has been allocated to register 111,900 UCE students and 58,200 UACE students. For PLE, UCE and UACE, no output is indicated in regard to the plan but all the resources are spent. What is peculiar is that the same exact amount of money is asked for the same activity but with varying planned outputs.

About 70.5% of schools singled out inadequate supply of instructional materials as one of the key challenges at lower primary; this has not been addressed as shown in the reduction in resource allocation in the FY 2013/14 to UGX 17.532bn from UGX 18.144bn in 2012/13 on instructional materials for primary schools. Besides, only 47% of the budget resources were actually spent by the end of May 2013. This means that right from the onset, the effectiveness and efficiency in the delivery of education services indicator for the performance of the sector is set not to be achieved.

In the secondary education subsector, programme 03 was allocated UGX 1.739bn to buy instructional materials for secondary schools in particular specimens, chemicals and reagents. They were also to procure science kits and text books for UPOLET schools. These outputs are very similar to those in project 0897 Development of secondary education which was allocated UGX 1.527bn in the FY 2012/13. Programme 03 is allocated UGX 1.239bn for FY2013/14 and project 0897 is allocated UGX 3.266bn. Duplication of work leads to wastage of resources and we are concerned that this is a leakage in the sectors meager resources.

In the skill development subsector, over UGX 4.013bn is projected to get spent on Policies, laws, guidelines, plans and strategies for the various programmes and projects. It is not clear whether each year the Policies, laws, guidelines change and if they do how significantly to warrant this kind of expenditure. On the contrary, outputs like purchase of specialized machinery & equipment are set to receive only UGX 1.960bn.

### **Recommendations**

- The ministry should endeavor to harmonize the various projects and programmes to avoid duplication of activities and the subsequent wastage of resources.
- Government should reduce allocations to creation of new laws and policies for the education sector and first engage the existing ones fully.
- The committee should task the accounting officer (Permanent Secretary) to give detailed accountability for the resources spent in the FY2012/13 and the justification allocation for 2013/14.

### **Issue 5: Poor Accountability**

In the Pre-primary and primary education subsector, an allocation of UGX 1.754bn was allocated to emergency construction of primary schools and it was meant to construct 25 new class rooms in 25 schools, 142 VIP latrines, renovate 42 class rooms, provide 644 desks and construct 2 teachers houses. By the end of May 2013, 59.2% of the allocation was spent but no clear output was given for the expenditure; it was mentioned that 8 schools were completed, with no details of the expected output. In the FY2013/14, the same amount is allocated as in 2012/13 with expected output of only 17 schools.

In the secondary education subsector, UGX 1.739bn was allocated to instructional materials for secondary schools and particularly procurement of specimens, chemicals and reagents for 1600 USE secondary schools, procurement of science kits and text books for 909 Universal Post O Level Education & Training (UPOLET) schools. However, the outputs given by the end of May 2013 were; procurement of computers for UPOLET schools with no specifics of how many computers were bought for how many schools. Despite these irregularities, 75% of the allocated monies were spent by the end of May 2013

### **Recommendations**

- The committee should task the Commissioner Basic Education to account in more detail for the expenditure on emergency construction of primary schools & class room construction and rehabilitation. He/she justify the 2013/14 allocation.
- The committee should also possibly visit some of the said out-put to verify value for money and better exercise the oversight function of Parliament.
- The committee should ask for the Commissioner Secondary Education to properly give details of the expenditure of the UGX 1.307bn on the instructional materials for secondary education without clear out puts and diverting of funds from chemical reagents to computers.
- The committee should actually visit Kilembe SS, Kirima Community SS and Nyamiyaga SS to ascertain whether they received any money to buy computers, how much and if they actually bought the computers.
- Before more resources are allocated to any vote and its functions, accountability should be clearly sighted in documents sent to the parliament before the 1<sup>st</sup> of August every calendar year.

### **Issue 6: Poor Quality of Education**

As an indicator of quality of education, the percentage of S.2 students' proficiency in biology dropped from 36.7% in 2008 to 19.6% in 2011. Mathematics proficiency in the same group of students dropped from 69.4% to 38.2% in 2008 and 2011 respectively<sup>2</sup>. English dropped from 81.9% to 66.4%. Whereas the total number of students registered and sitting for UCE and UACE exams is increasing steadily, the performance index for both UCE and UACE is show a decline in performance. For UCE, the total index shows that students performed best in 2005 and worst in 2012 after a steady decline from 53% in 2006 to 43.6% in 2011<sup>3</sup>. The performance reduced from 72.8% (2010) to 63% (2011) in numeracy and from 57.6% (2010) to 47.9% (2011) in literacy.

### **Recommendations**

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<sup>2</sup> EMIS/UNEB

<sup>3</sup> UNEB

- Government should endeavor to demand for results from the ministry as this sub sector has been allocated UGX 42.817bn as compared to UGX 29.725bn and UGX 23.308bn in the FY 2012/13 and FY 2011/12 respectively.
- Government should increase the budgetary allocations to the wages of the teaching staff because we believe all the quality of education will not only be got from the number of class rooms built but more so from the devotion of the teaching staff.

### Issue 7: High Drop-out rate

Despite government committing itself to providing tuition, teachers, infrastructure and instructional materials to USE/UPPET<sup>4</sup> participating schools, there is a big number of students who dropout for different reasons. Between 2007 (year of inception) and 2008, the sector registered a dropout rate of 5.3% of the 161,396 students enrolled in USE and 3.2% of the 2,365 enrolled in P.7 enrolling Business Technical Vocational Education & Training (BTJET). The sector continued to register increasing rates of dropouts; that's to say 8.3% in USE and 8.2% for the P.7 enrolling BTJET between 2008 and 2009, and 9.9% in USE and 15.9% for the P.7 enrolling BTJET. The first Cohort of USE completion rate was 74.1%- an implication that 25.9% on the first cohort did not complete the USE program. Thus this represented wastage of resources.<sup>5</sup>

#### Dropout rates

	2007-2008	2008-2009	2009-2010
<b>USE</b>	5.3%	8.3%	9.9%
<b>P7 enrolling BTJET</b>	3.2%	8.2%	15.9%

Total enrolment to primary has increased from 6,559,013 pupils (2000) to 8,337,069 pupils (2012) representing 27.1% increase over a period of twelve years. The percentage of girls to the total primary enrollment was 48.25% in 2000, 49.58% in 2005 and 50% in 2012. The GER<sup>6</sup> has reduced from 128.3% in 2000 to 115.4% in 2012. Whereas the

<sup>4</sup> Universal Post O Level Education & Training

<sup>5</sup> <http://www.education.go.ug/files/downloads/Dropout%20Report%20in%20USE%20schools%202012.pdf>

<sup>6</sup> GER: Gross enrolment ratio refers to the proportion of pupils attending primary schools (P1-P7) to the number of children aged 6-12 in the entire population

completion rate to P.7 for boys dropped from 71.1% in 2001 to 65% in 2011, the girl's completion rate increased from 54.9% in 2001 to 63% over the same period. 93.8% of the pupils who got enrolled in P.1 in the year 2000 did not sit for PLE in 2006<sup>7</sup>; in the same way, 92.9% of the pupils who got enrolled in 2005 did not sit for PLE in 2011<sup>8</sup>.

### **Recommendation**

- Sensitization of the communities on the USE programme will help in eliminating the dropout caused by lack of interest in Education by learners and parents, early marriages and pregnancies and involvement of learners in business at an early age.
- Each school should have a gender desk that deals with the issues of the young adolescent girls and children with disabilities.

### **Issue 8: No attention given to NDP gender issues**

The NDP identifies the education sector as one of the critical sectors that need to mainstream gender if the binding constraint of gender inequality is to be unlocked. Key of the gender issues identified in the education sector include; i) lower adult literacy rate among women as compared to men and lower enrolment levels among males as compared to females, ii) gender disparity in enrolment at both primary and secondary levels; iii) low retention rates for especially the girl child at primary and secondary school levels, iv) high dropout rates especially for the girls at primary and secondary levels, v) lack of adequate sanitary facilities especially for the girl child mainly at primary school level, vi) socio-cultural barriers to girls and boys access and retention in school, vii) long distances covered to access school and limited number of female teachers especially in hard to reach areas, and viii) gender disparity in enrolment at both primary and secondary levels. In effort to address these constraints/issues, the NDP proposed broad and specific strategies and these include: Building capacity for mainstreaming gender issues in education plans at both central and local Government levels, promoting affirmative action in access to education at all levels. Promote gender equality and

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<sup>7</sup> This analysis assumes that all the pupils that sat PLE in 2006 came from the 2000 intake; even then the drop-out rate is too high to be affected by other reasons for pupils not to sit for PLE in there supposed years i.e repeaters.

<sup>8</sup> This analysis assumes that all the pupils that sat PLE in 2012 came from the 2005 intake; even then the drop-out rate is too high to be affected by other reasons for pupils not to sit for PLE in there supposed years i.e repeaters.

women's empowerment in the area of education, retention and participation rates for girls in schools and promoting equal access to education at all levels. Despite all the above commitments, gender issues still exist in the education sector.

The sector's Long-Term Expenditure Framework indicates budget increase of 76% between 2003/04 and 2013/14. This in turn represents an increase in share of education in the total government expenditure (from 19.4% to 21.2%). However, analysis shows that there was no mention of the budget share on conditions that constrain girls and boys longevity in school, such as provision of sanitary bins and safety against sexual violence and manipulation. The Expenditure Framework maneuvers the education budget by cutting budgets of other sectors like public administration, yet these play major role in effective delivery of gender responsive education.

### **Recommendation**

- Each school should have a gender desk that deals with the issues of the young adolescent girls and children with disabilities.

### **Issue 9: Non adherence to gender and equity directive in the Budget Call Circular**

In 2004, the government of Uganda in an attempt to make Ministries Departments and Agencies (MDAs) address gender issues embraced the Gender responsive budgeting as a collaborative initiative between Ministry of Gender, labor and social development and Ministry of Finance planning and economic development. In the same year, the government issued an addendum to all ministries to engender their budgets through the Budget Call Circular. In 2005, the MoFPED organized Gender Responsive Budgeting capacity building of gender focal persons, planners and budget officers of key sectors. Despite all these efforts, most of the sectors budgets have neglected the directive of gender budgeting. The gender and equity directive in the Budget Call Circular mandates all spending agencies to show how they will address gender and equity issues in their plans, policies and budgets.

### **Recommendation**

- The Ministry needs to adhere to the budget call circular directive on gender and equity budgeting is adhered to by all sectors in their plans, policies and budgets. There is also a need to introduce the certificate of gender and equity clearly showing that it becomes a basis for sector budget approval.

### **Issue 10: Management of the Students loan scheme and teacher SACCOs fund**

Government will implement the Student Loan Scheme (UGX 5.0 billion) initially for Science, Medical and Engineering students in higher institutions of learning. The Student Loan Scheme will also be complemented by the Bonding of students to Government employment after their respective courses, which will serve towards the repayment of the Student Loan. The concern here is on the management of the scheme and that those in the rural tertiary institutions should too be considered. This goes to apply to the teacher SACCOs fund management on which teachers will get access to the loans.

#### **Recommendations**

- Management of the student's loan scheme and the teacher SACCOs funds should be transparent with checks and balances to save the funds from being swindled.
- Beneficiaries should come from across the country and not only those near the Central Business District of Kampala.

### **Issue 11: Increment in the teachers salaries**

It was mentioned in the 2013/14 budget speech that Government enhanced salaries for Primary School Teachers by 15%, and 30% for Science Teachers in Post Primary Education and Training Institutions and this is plausible. However, a Kenyan primary school teacher now earns between \$302 and \$2,300 per month. In Tanzania, it is an average of \$150 while their Ugandan counterpart can expect \$102. Their colleagues in Rwanda are however only making an estimated \$91 a month. Comparatively, the highest-paid professors in Uganda take home at least \$1,107 a month. In Kenya, the dons are now pocketing \$2,562 in basic pay.

## **Recommendation**

- The teacher's remuneration should be made competitive in relation to the regional standards so as to reduce on the brain drain to East African countries that are paying better.

## **Conclusion**

In light of the high dropout rates in primary and secondary schools, low remuneration for the primary teachers, low quality of education, poor accountability and ineffectiveness of the budgetary allocations, it is important not only to increase the budgetary allocation to the education by also increase monitoring and evaluation of the various programmes and projects so as to achieve value for money. Private public partnerships and provision of teaching materials in schools are a more clear direction for the betterment of the quality of education services provision in Uganda.