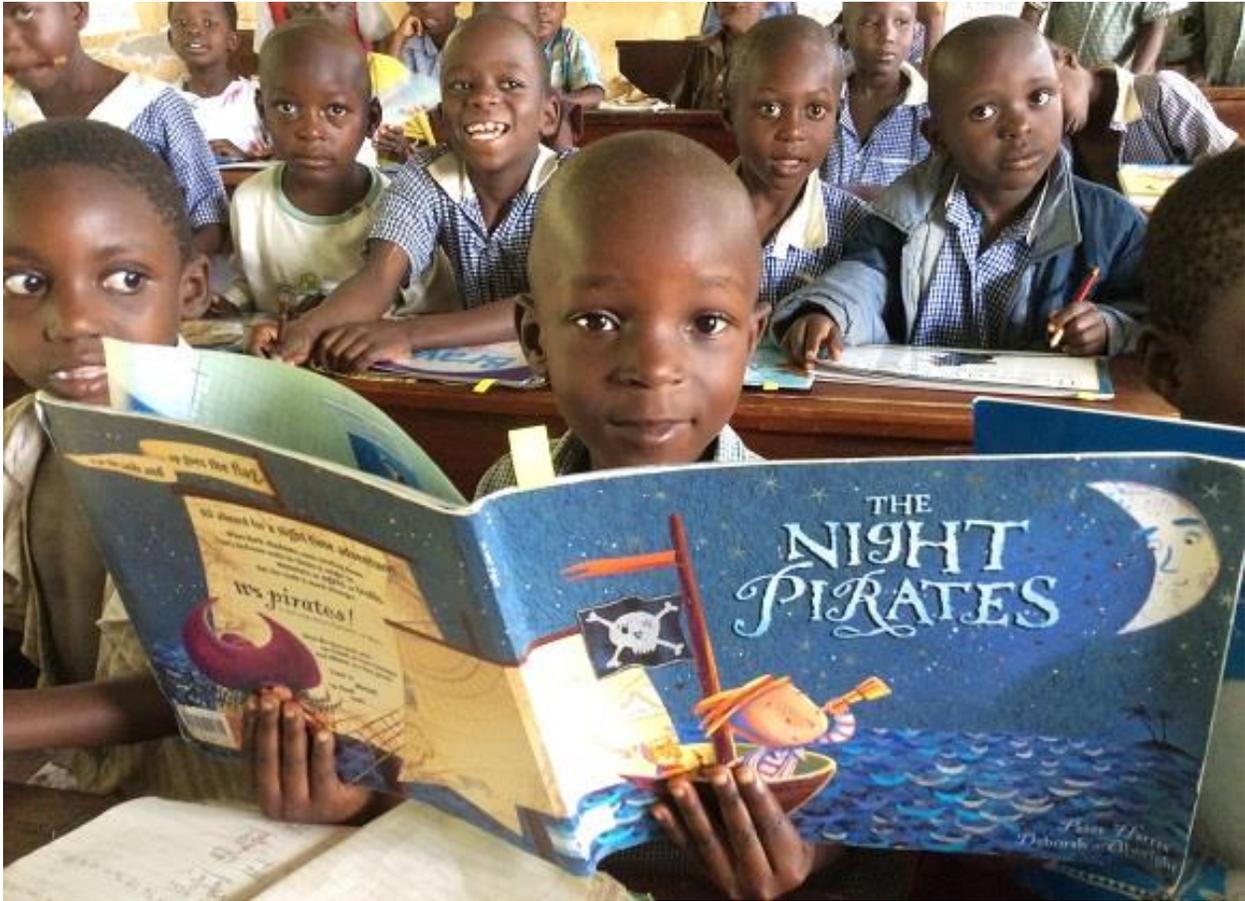




# **CSO POSITION PAPER ON THE EDUCATION SECTOR BUDGET FY2018/19**

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*The paper is based on the analysis of the FY2018/19 Ministerial  
Policy Statement for the Education sector FY2018/19*



Developed by the Civil Society Budget Advocacy Group and Submitted to the  
Parliament Committee on Education sector.

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## About CSBAG

The Civil Society Budget Advocacy Group (CSBAG) is a coalition formed in 2004 to bring together CSOs at national and district levels to influence Government decisions on resource mobilization and utilization for equitable and sustainable development. CSBAG was created out of a desire to collectively influence government and effectively participate in setting national budget priorities.

## Acknowledgement

CSBAG would like to explicitly acknowledge the effort of World Vision, Twaweza East Africa and the African Women Service Trust towards the development of this review paper on the Education MPS for the FY 2018/19.

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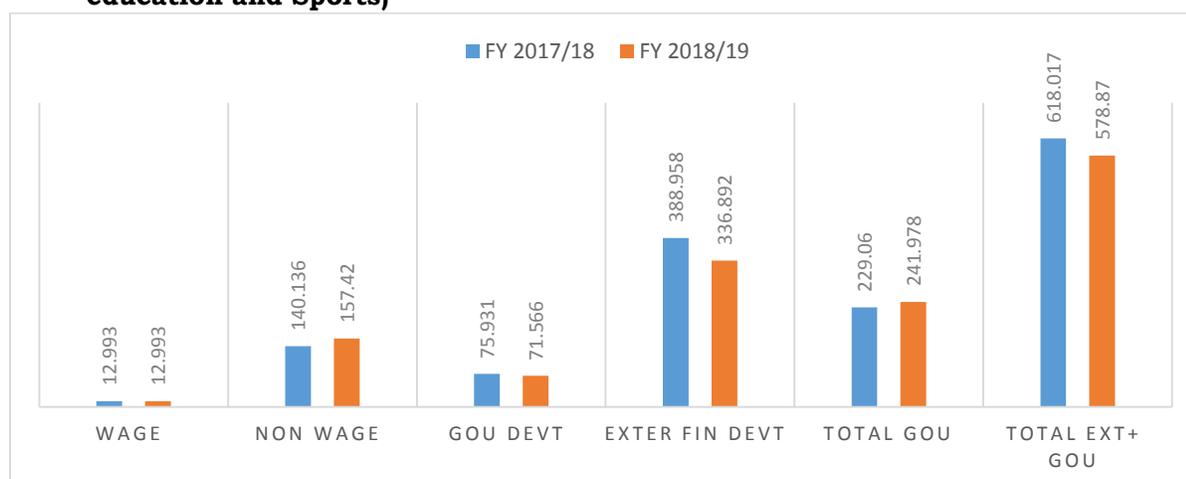
## 1.0 Introduction

The government of Uganda considers education a basic human right. The government is dedicated through the ESSP 2017-2020 to implement more focused strategic interventions. Key among them include improving the quality and relevance of education and training by realigning the curriculum and strengthening the

inspection and regulation functions; improving the management capacity at all levels, supporting teacher development; promoting community engagement, increasing and improving infrastructure and, importantly, ensuring better resource utilization.

Alongside the ESSP 2017-2020, the strategic interventions are also guided by the 2016-2021 NRM Election Manifesto, the twenty-three Presidential guidelines, NDP II, International Policy Commitments. In the review of the Education Sector MPS 2017/18, education stakeholders' reflection on the priorities in the NDP II as highlighted in the AG 2017 Annual reports. For the financial year 2017/18, the education sector priorities were; Early Child Development Education (ECDE), School feeding, skills development and establishing a primary school per parish. These are mirrored against, what is reported as achievements in MPS 2017/18 and planned for 2018/19.

### 1.1 Financing projections for the Education Machinery FY 2018/19 (Ministry of education and Sports)



**Source: Education Sector ministerial policy statement FY 2018/19**

The wage recurrent remained stagnated at 12.993bn, non-wage increased by 17,284bn, external financing dropped by 51.688bn. Total sector reduction amounts to 39.147bn. Affected programmes include pre-primary and primary education, secondary education, quality and standards. Skills development programme takes 46% of the sector budget. This raises the concerns about the government's commitment to deliver on the priorities of the education sector and set in NDP II.

<b>Projections by programme</b>			
<b>Programme</b>	<b>FY 2017/18</b>	<b>FY 2018/19</b>	<b>spent by Dec</b>
Pre-primary and primary education	121.484	27.412	48.279
Secondary education	13.611	1.394	3.886
Higher education	122.701	122.454	60.678
Skills development	243.25	268.392	48.968
Quality and standards	65.567	36.718	8.213
Physical education and sports	11.905	34.19	4.359
Special needs education	3.494	3.315	0.748
Guidance and counseling	0.784	0.747	0.104
Policy planning and support services	44.58	42.702	18.068
<b>Total vote</b>	<b>627.377</b>	<b>582.325</b>	<b>193.304</b>

## 2 The Education Sector Budget and the NDP II

The NDP II focuses, among other things, on reducing the number of young people not in education, employment or training by at least 20% by 2019/20. Beyond the NDP II, SDG Goal 4; ensure inclusive and equitable quality education and promote life-long learning opportunities for all is also very relevant and set to be achieved by 2030. In about financing for Education, the NDP II envisioned that UGX 3,712bn is what is sufficient to on delivering the sector focus areas in year 4 (FY 2018/19). We note that the projected allocation for education in the NBFP FY 2018/19 is only UGX 2,583.99bn<sup>1</sup>.

**Table 1: Sector allocation Vs NDP II**

	FY 2015/16	FY 2016/17	FY 2017/18	FY 2018/19
NDP II projection (UGX BN)	2,029	2,789	3,106	3,712
Approved budget (UGX BN)	2,321	2,746	2,809	2,584
+/-	292	- 43	- 297	-1,128

**Source: NPD II and the MoFPED**

To date, the sector financing has missed the NDP II projections by UGX 1,176bn

### 2.1 Positive budget changes in the education sector budget

- 1) Increase in the basic education budget from 14.293bn to 16.425bn
- 2) Increase in the skills development budget from 243.2bn to 268.3bn
- 3) Increase in the wage bill of universities including Busitema University from 18.381bn to 22.073bn, Kyambogo university from 38.355bn to 42.190bn

## 3 Key issues identified on the MPS FY 2018/19

### 3.1 Poor absorption of funds by the sector

Poor absorption of funds by the sector has been noted. **Under Quality and Standards: The Education Standards Agency (DES)** had by December spent only 20% of the approved budget. **Under secondary education of the budget allocated to Private schools**, only 26.4% had been released. **Improvement of Muni and Kaliro National Teachers College**; of the approved budget, less than 1% of the budget had been spent, National High-Altitude Training Centre (NHATC): 24.4% had been realized by December 2017.

It should be noted that from the annual budget performance report 2016/17, Gov't released only 54.8% of the budget of which some 20.7% remained unspent by the end of the financial year. The low absorption is explained by the delays in construction and protracted procurement processes but also the inadequate release performance has continued

### **Recommendation:**

- Government to expedite the procurement review processes and strengthen the technical supervision for the on-going projects to minimize cases of delayed payments.
- The accountability sector should raise issues of delayed releases to the Ministry of Finance. Delayed releases impede implementation and effective monitoring of education programmes.

<sup>1</sup> MTEF in the 2<sup>nd</sup> BCC FY 2018/19

### **3.2 Unrealistic sub-programme targets Vs budget allocation**

Under basic education and Uganda teacher and school effectiveness project government plans, the auditor generals' report 2017 observed very low disbursement rates coupled with low absorption rates and delayed construction of the projects. The government targets to monitor 160 (basic education) and 160 (teacher and school effectiveness project) Early Childhood Development (ECD) centres but there are no details and reports on ECDs. On the other hand, clear funds to be used have not been clearly stipulated in the MPS FY 2018/19. It is also noticed that the Ministry of education plans to recruit 22,000 primary teachers but the wage budget is stagnant at 12.993bn.

#### **Recommendation**

- Gov't should clarify where the resources for recruiting and remuneration for 22,000 teachers will come from.
- Also, Gov't should be clear on which ECD centres are to be monitored (private or government) with stipulated funds

### **3.3 Non-prioritization of ECDE (Pre-primary)**

ECD is being implemented by different departments of government such as MoH, MoGLSD and MoES, in a fragmented manner due to lack of a comprehensive ECD policy approach.

This has affected the integration of ECD into the basic education subsector as a foundation for future human capital development. FY2017/18 government reported to have trained ECD teachers but government ECD structures are not in place but also enrollment is Uganda still stands at 9.6%. The poorest regions, Northern and Eastern Uganda, are the lowest number with pre-primary schools.

The Budget Monitoring and Accountability Unit report shows over 80% of the population cannot afford the fees charged for pre-primary education by the private sector who are its major providers. This leads to high disparities between urban and rural areas and among different socioeconomic groups

#### **Recommendation**

- In our considered opinion the current pre-primary and primary budget allocation should be split and a specific allocation to pre-primary (ECDE) should be made for the establishment of ECD centres in government schools
- The Education Act 2008 is due for amendment thus the integrated early childhood policy should be included in the act to have full responsibility for government towards pre-primary.

### **3.4 Non-prioritization of Special Needs Education**

FY 2017/18 the programme was allocated 3.494bn, FY 2018/19 budget projection is 3.315bn a slight drop of 0.179bn is realized. The financing to SNE as a proportion of the education sector budget has been limited to construction of 2 dormitories, 1 block of teacher's houses of 4 units and 1 block of 2 classrooms in Mbale School of deaf at a cost of 1.036bn and 1.433bn will cater for special needs education and career guidance which provides for procuring of specialized equipment.

CSOs acknowledge the increased number of schools that will receive a subvention from 100 in FY 2016/17 to 200 in FY 2018/19 and 300 in FY 2019/20. However, the stagnant number of schools that will be provided with specialized equipment at 40 schools between FY 2018/19 -2020/21. Furthermore, the number of learners

identified, assessed and placed will remain at 1000 between FY 2018/19 and FY 2020/21. The program can only fully be efficient if it strives to reach the 155,000 students as at 2015 Statistical Abstract

### **Recommendation**

- CSO recommends Ministry of education and sports to consider allocating more resources to the Special Needs Education program to enable it spread across the country

### **3.5 Capitation grant**

We acknowledge the efforts of the government to increase basic education budget from 14.2bn to 16.4bn FY 2018/19 this will be a good contribution toward capitation grant. Majorly on the procurement of textbooks and procurement of teachers guides.

The Annual sector performance report 2016/17 reports that In Primary the sector registered an increase in total enrolment by 4.7% from 8,264,317 (4,122,663 male; 4,141,654 female) in FY 2015/16 to 8,655,924 (4,294,473 male, 4,361,451 female) in FY 2016/17.

The government allocation formula is still not clear on the per capita on capitation grant. Currently, government allocates per the enrollment rate in addition to a thresh hold of provided for each school. Revision of the capitation grants and proportion allocated using the existing formula remains an issue.

### **Recommendation**

- The ministry of education should establish the optimum and maximum unit cost per child to help in developing realistic budgets that will greatly improve quality of education in Uganda.

### **3.6 Limited focus on enrolment under Business, Technical, Vocational Education and Training (BTJET):**

The World Bank funded Uganda skills development project work with \$100m. This was one of the ways that government identified to operationalize the BTJET strategic plan. According to the education sector Ministerial policy statement FY 2018/19 its reflected that the project is concentrating much on construction and procurement of machinery with a limited focus on enrolment which has consistently been reported to be low

### **Recommendation**

- Ministry of education should show its plan to increase enrolment in BTJET.

### **3.7 Wasteful Expenditures**

It has consistently been reported that sectors are found of including unrealistic costs, especially in procurement. Under the emergency construction of primary schools' phase II, the ministry plans to install one lighting arrester per school (11 schools per district) and this will be done in 10 districts at a cost of 8bn. In addition, under quality and standards (development of PTC Phase II) the ministry planned to constrict dormitories and sanitation facilities in Ibanda, Kabwagasi, Ngora, Jinja, Kitgum, Biking and Erepi PTCs - at a cost of 5,265,001, by half year 2,753,243 was spent on only evaluation of bids leaving 2,511,758 for the actual work.

In addition, the AG report raises issues of delays in construction, payment of contractors for undone work, poor quality of the construction works done under the Development of Secondary Education

### **Recommendation**

- CSO recommend government especially the procurement committees to review the budget to ensure that the unit costs are realistic for efficient utilization of resources but also carry out value for money audits to mitigate such expenditures

### **3.8 Non-prioritization of the School feeding policy**

The Ministerial policy budget analysis findings indicate that the budget for FY2018/19 does not prioritize school feeding and offers no support to alternative policy programs such as community mobilization and school farming activities.

During the African day of school feeding celebrations at Kololo SSS in Kampala, the minister revealed that recent statistics show that about 66% of school children do not eat food at school, yet they are expected to spend most of their time of the day in school.

He noted that “*Government has declared 2018 a year of action on school feeding and nutrition. I personally took it upon myself to spearhead a national awareness and mobilization campaign on school feeding and nutrition,*” said the Minister. In addition the presidential directive to sensitize parents around the school policy was very clear. The policy states that districts shall pass by-laws providing suitable penalties to parents who default in contribution to school feeding; unfortunately, the majority have not affected it.

#### **Recommendation**

- Ministry of Education and sports should show a clear plan on how they will deliver on the school feeding policy

### **4 Conclusion**

Education is critical to the development and productivity of Labour as a factor of production and therefore needs to be a priority of government not only in policy statements but also in actual allocation and utilization of resources. The need to closely monitor the Education sector outcomes is critical lest we fall victim to superfluous reporting in policy documents but with no bearing to the realities in the communities. As such we pledge to continue working with Parliamentary Committee on Education committee to monitor the education sector budget allocations and utilization after which we share our findings with the relevant stakeholders.

#### **References:**

- Annual Report of the Auditor General 2017
- Annual Performance Report for the Auditor General for the Period Ending December 2016
- Annual Auditor General’s Report on Value for Money Audit 2016
- Annual Budget Performance Report FY 2016/17
- Budget Speech 2017/18

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