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**MINISTRY OF EDUCATION AND SPORTS**

EDUCATION SECTOR ISSUES PAPER

FOR FY 2017/18

September 2016

1. **OVERVIEW OF BUDGET REQUIREMENT ISSUES IN 2016/17 AND RESOLUTIONS**

Below are some of the issues that arose during budget preparation for FY 2016/17.

|  |  |  |  |
| --- | --- | --- | --- |
| **S/N** | **ITEM** | **ISSUE** | **PROPOSED CHANGES** |
| 1 | Inspection / DEOs facilitation grant | Allocation of 10% of Sector Non-Wage to the Monitoring grant left many votes with inadequate allocations towards inspection | Inspection grant and Funds for facilitation of DEOs should be carved out of the Primary Non-Wage basing on the stated formula in the guidelines maintaining a threshold of Ushs.4m and Ushs.4.5m for inspection and DEO’s facilitation grants respectively. The Variable shall be based on the number of institutions/ schools in a local Government. The Local Government discretion to charge 10% of Non-Wage should be applied after the capitation grants register an increase beyond the current ceilings |
| 2 | UPE Grant | According to the earlier guidelines, allocation of UPE was to be based on a unit cost of 7,000 per pupil for schools with more than 192 pupils which led to under allocation of the grant for some schools | The guidelines have been adjusted to ensure that the Enrolment and the District variable are used in the computation of the budget of the UPE grant per school |
| 3 | Lightening Arrestors | There have been cases of loss of lives due to lack of lightening arrestors in a number of schools. Since there was no separate budget for the arrestors, many Local Governments did not budget for them | Lightening arrestors should be prioritized especially for those districts that are prone to lightening within available funds to Local Governments meanwhile the Sector continues to lobby for additional funds. |

1. **OVERVIEW OF THE 2017/18 BUDGET GUIDELINES:**

**2.1. Sector Priorities:**

The National Development Plan (NDP) II indicates that the broad sector objectives in the medium term shall continue to focus on:

1. Expansion of access to equitable and quality education and training at all levels
2. Ensure delivery of relevant and quality education and training as well as
3. Enhancement of efficiency and effectiveness in service delivery.

The sector policy thrusts outlined in NDP II include the following:

1. Universal Primary Education (UPE). This embraces the provision of pre-primary education.
2. Universal Secondary Education (USE)
3. Enhancement of Schools Inspection Grant at all levels
4. Health Training Institution
5. Universal Post Primary Education and Training (UPPET)
6. School Facilities Grant (SFG) at both Primary and Secondary.
7. Quality Enhancement
8. Higher Education: Despite the increased enrolment in university education, student enrolment in science and technology programs at both private and public universities is still low.

The sub-sectoral policy objectives continue to mirror the broad sector strategic objectives and policy thrusts. However, meeting the quality standards remains a challenge overriding policy concern for the sector and across all the sub-sectors

While some progress has been made towards skilling the Ugandan labour force, the economy still faces substantial skills gaps in key sectors of the economy.

Over the past five years, progress has been made mainly in formal areas of Business, Technical, Vocational Education and Training (BTVET) registering increased student enrolments. However, the number of vacancies available in BTVET institutions compared to demand from primary and S1-S4 leavers still falls short by 60 percent.

**2.2. Structure and Purpose of Sector Transfers**

The purpose of the sector grants are:

1. To pay salaries of education staff in pre-primary, primary, secondary and tertiary and vocational institutions
2. To fund operation costs of running pre-primary, primary, secondary and tertiary and vocational institutions
3. To facilitate inspection, monitoring and support supervision of all institutions
4. To finance capital development works of pre-primary, primary and secondary schools

**The proposed structure and purpose of sector grants are as follows:**

|  |  |
| --- | --- |
| Grant | Purpose |
| **Wage Conditional Grant** | To pay salaries of education staff in pre-primary, primary, secondary and BTVET institutions |
| o/w Pre Primary and Primary |
| o/w Secondary Education |
| o/w Skills Development |
| **Non-Wage Conditional Grant** | To fund operation costs of running pre-primary, primary, secondary and BTVET institutions and the management and oversight of those institutions |
| o/w Pre Primary and Primary and education management |
| o/w Secondary Education |
| o/w Skills Development |
| **Development** | To finance capital development works of pre-primary and primary schools |
| **Transitional Development – Presidential Pledges** | To fund ad hoc investments, including presidential pledges and Secondary Schools |

**2.3. Allocation Formulae:**

The allocation formula is as detailed in the table below:

| **Variable** | **Weighting** | | | | | | **Justification** |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Pre Primary, Primary & Management** | | **Secondary** | | **Skills Dev** | **Educ Dev’t** |
| **W** | **NW** | **W** | **NW** | **W & NW** |
| Population of school going age (Primary & Pre Primary / Secondary) | 10 | 15 | 10 | 15 | 0 | 64 | Proxy for the number of potential children who should be in school. |
| Number of learners in primary / Secondary school. | 81 | 75 | 81 | 75 | 0 | 0 | The actual number of children in school, a key driver for operational costs |
| % Scoring Grade1 in UCE | 0 | 0 | 6 | 6 | 0 | 6 | Those local governments with lower proficiency in English and Maths will receive additional resources, which will help equalise key education performance outcomes |
| Percentage of children passing PLE grade 1 to 3 | 6 | 6 | 0 | 0 | 0 | 6 |
| Population in Hard to Reach, Hard to Stay Areas | 2 | 2 | 2 | 2 | 0 | 2 | Mountainous, islands, rivers etc have peculiar terrain. Provides greater allocations to areas where costs are likely to be higher |
| Land area | 1 | 2 | 1 | 2 | 0 | 2 | Cost indicator reflecting the cost of providing education, especially in sparsely populated areas with a large land size e.g. Karamoja region |
| Fixed Allocation | 0 | 0 | 0 | 0 | 0 | 20 | To ensure that there is a minimum development grant allocation for each LG |
| 2015/16 Allocations | 0 | 0 | 0 | 0 | 100 | 0 | Input indicator reflecting the number of beneficiaries. As tertiary institutions have significant spill-over effects, it is not possible to estimate the beneficiary population. |

**2.4. Budget Requirements:**

| **Area** | **Summary of Requirements** |
| --- | --- |
| Narrative and Performance Contract | * The budget narrative summarizes information on revenue, expenditure and key outputs in the performance contract. |
| Overview of Work plan Revenues and Expenditure | * Total Work plan revenues and expenditures balance and are divided correctly between wage, non-wage recurrent, GoU and donor development. |
| Salaries and Related Costs | * Salaries of permanent staff must be within the overall staff and budget ceilings. * Permanent teaching staff must be funded from the sector conditional wage grant. |
| * Salary allocations to the Education Schools and Institutions must be according to the filled posts within the approved structure, recruitment plan and salary scales within a given financial year. * Each primary school must have at least a head teacher and a minimum of one teacher for each class. |
| * In addition, each school must be allocated one additional teacher for every 53 pupils. |
| * The budget must include all existing government secondary schools and meet minimum staffing requirements. * Each secondary school must be allocated a head teacher, a deputy head teacher and one subject teacher per class. |
| * The hard-to-reach allowance equivalent to 30% of a member of staff’s salary must be provided for staff in the hard-to-reach areas **outside town councils and HLG headquarters,** in line with the Hard-to-Reach Framework and schedule designated by the Ministry of Public Service. |
| * Local governments with wage conditional allocations greater than what their allocations would be under the new allocation formula are required not to budget for hiring new staff. A schedule of those LGs required to stop hiring is provided alongside the IPFs. |
| Lower Local Services (Transfers to Primary, Secondary and Tertiary Institutions) | * **Transfers for Primary Schools** are determined as follows:   + a minimum allocation (threshold) of Ugx 1,350,000 per school per year; plus   + The detailed allocation criteria is laid out in the Budget Requirements Assessment And Compliance Tool (Page 17). |
| * **Transfers for Secondary Schools**: Amounts per school should be determined on the basis of enrolment. ( details are laid out in the Budget Requirements Assessment And Compliance Tool – Page 19) |
| Monitoring, inspection and Management of Education Services | * Part of non-wage recurrent budget for the sector may be used for monitoring and management of education service delivery. This is to cater for DEO’s facilitation and Inspection components. |
| * LGs should ensure minimum budget allocations for **School inspection** to cover Primary, Secondary and Tertiary institutions are made. |
| Capacity Building | * Up to 10% of the development budget may be used for capacity development for the education department. |
| * Capacity building activities should be consistent with the positive and negative lists (see table below). |
| Development Investments | * At least 80% of development budget will be used for capital investments, to fund rehabilitation or construction of service delivery or administrative infrastructure. |
| * Prioritising Primary School Facilities: Priority should be given to (a) parishes which do not have primary schools and (b) the schools with the highest pupil to classroom ratios. * Schools with high rehabilitation needs guided by a prior needs assessments exercise should be prioritised * Schools with emergency cases should be accorded priority * Schools with critical Sanitation (high Pupil Stance Ratio) and Water (Water Tanks) requirements should be prioritised |
| * Prioritising Secondary School Facilities: Priority should be given to a) subcounties without secondary schools b) schools with high Student to classroom ratios. * Schools with high rehabilitation needs guided by a prior needs assessments exercise should be prioritised * Schools with emergency cases should be accorded priority * Schools with critical Sanitation (high Student Stance Ratio) and Water requirements (Water Tanks) should be prioritised |
| * The local government must also receive written authorisation from MoES before budgeting for a new school to be constructed. |
| * Recurrent costs of new schools must be submitted to the Ministry of Finance, Planning and Economic Development for inclusion in the new FY. * These recurrent costs (wage and non-wage) are to be used in the running of the new schools |
| * At most, 10% of budget allocations to education infrastructure construction and rehabilitation (capital outputs) will finance investment service costs, such as bills of quantities or economic impact assessments. |
| * Local governments must not budget for activities specified in the negative list for capital investment (see table below). |

**2.5. BUDGETING FOR SCHOOLS**

**2.5.1. UPE Grant:**

Transfers for Primary Schools are determined as follows:

Under Output **078151** ‘Primary School services UPE’, allocations to all primary schools under the MoES should appear separately in the expenditure details for work plan 6. Only primary schools that are captured under the EMIS database should be budgeted for.

1. Step 1: Multiply number of pupils by 10,000 unit cost = Total budget for UPE
2. Step 2: Determine Threshold

1,350,000 x number of school

1. Step 3: Determine variable for Local Government

Total UPE budget less Threshold (Step 1 – Step 2)

1. Step 4: Determine variable unit cost

District variable divide by pupil population of district (Step 3 / pupil population)

1. Step 5: Determine variable per school

School population x Step 4

1. Step 6: Total UPE budget per school

Threshold + Variable per school (1,350,000 + Step 5)

**2.5.2. USE/UPOLET**:

Amounts per school should be determined on the basis of enrolment.

1. UGX 41,000 for government schools and UGX 47,000 for Public Private Schools per term per student;
2. For A’ level, the unit costs are UGX 80,000 per student per term for government schools and UGX 85,000 per student per term for Public Private Schools.

**2.5.3. Inspection/ DEOs monitoring grant**:

The total allocation to this output should reflect the following:

1. DEO monitoring 4.5m + 75,362\*the number of education institutions in a Local Government (primary, secondary, both government and private).
2. Inspection grant UGX 4m + UGX 93,439 \* the number of education institutions in a Local Government.
3. Local Governments in Hard to Reach/Hard to Stay areas (including Buvuma, Kalangala and Moroto) should allocate UGX 20m above this minimum threshold for both the Education Office and Inspection.

**2.5.4. Consolidated Development grant**:

At least 80% of development budget will be used for capital investments, to fund rehabilitation or construction of service delivery or administrative infrastructure. Priority should be accorded as guided below:

1. Priority 1: Completion of minimum school facility requirements where existing schools do not have the minimum level of functional facilities and equipment for primary schools, as listed in the schedule by the Ministry.
2. Priority 2: Completion of ongoing works to make facilities operational.
3. Priority 3: Construction of new facilities in parishes with without primary schools/ sub counties without secondary schools

**2.6. Other Sector Issues**

* + 1. **Inspection:**

Inspection accorded to Secondary Schools and BTVET schools is insufficient despite the fact that this is part of the mandate of both the DEO and Inspector. Funds are allocated and remitted on a Quarterly basis and it is important that monitoring is done and feedback provided.

We are also made to understand that some districts combine DEOs’ facilitation fund and Inspection grant and yet these have different intended outputs. The role of a DEO is to check on what inspection has done in schools and hence verifies the inspector’s work and its impact on learning and general administration in the school. The two grants should therefore be programmed differently.

* + 1. **Payroll Management:**

Each year, the Secondary Department appoints new Teachers and transfers existing ones within Local Governments but sometimes, these officers take long to get onto the payroll and this causes frustration. It is important that Accounting officers at the Local Governments liaise with the Ministry to ensure that these officers immediately begin teaching.

* + 1. **Deployment of Primary Teachers:**

Supervision by the Ministry revealed that deployment of teachers in hard to reach areas and SNE schools is not properly done. The Ministry is cognizant of the fact the existing pool stock of SNE teachers is not sufficient to meet the required Pupil Teacher Ratio but it is important that these teachers are deployed rationally because some Primary schools are oversubscribed with teachers especially in the Urban and Peri-urban areas.

* + 1. **Transfer of Teachers:**

Transfer of teachers is conducted every end of year to enable them report to schools at the beginning of the academic year in February. However, teachers take long to report to their respective stations because of the need for accommodation which is normally lacking in several schools.

It should be noted that teachers who fail to raise adequate teaching load of 24 periods a week or those that are heavily underutilized can be transferred any time of the year.

The apportionment of the wage for secondary which was started in FY 2012/13 did not take into consideration school specific staffing needs yet their movement from one district to another has continued to create wage dislocations across Local Governments. In a bid to address this challenge the Ministry has come up with transfer guidelines where all staff transfers will be handled in one batch on an in/out basis.

* + 1. **Clarification on deployment of teachers**

The current staff establishment for secondary schools were determined way back in 2009 and was based on the number of subjects offered in a given school, its enrolment and category (‘O’ or A-Level). Therefore Local Governments with a big number of A-Level Schools would automatically have more teachers.

However some schools register declining student enrolments which create excess number of teachers. The sector is currently coming up with a rational teacher deployment formula that will address such inconsistencies which will take into consideration the school enrolment changes. This will further be made possible when the new curriculum is implemented that focuses on eight learning areas.

Transferring of graduate teachers and replaced with grade five teachers cannot happen as each school has designated vacancies for graduates and grade five teachers.

* + 1. **Ghost Teachers:**

The Ministry is registering a growing trend of teachers showing up for verification with forged/ fake deployment letters. It is therefore important that Accounting officers at the District offices thoroughly assess documents by these teachers before onward submission to the Ministry.

* + 1. **Update of Private Schools List:**

The Ministry has noted that, whereas, EMIS forms are issued for data collection from both Public and Private Institutions, the response rate from Private Institutions is very low and Accounting Officers are requested to enforce this to ensure that the list of Private schools is updated.

* + 1. **Sanitation in Primary and Secondary Schools:**

Statistics show that the Pupil Stance Ratio and Student Stance Ratios are still high which a cause for concern is. Local Governments are therefore urged to prioritise to plan and budget for sanitation (Construction of latrines and water sources) facilities and renovation of old buildings before embarking on new civil works.

Monitoring reports should also capture/report on sanitation conditions in schools.

* + 1. **Stock of Science Teachers**

Given the scarcity of science teachers, the Ministry has continued to selectively recruit science and mathematics teachers whenever an opportunity arises. However, the implication is additional wage.

* + 1. **Care taker Head Teachers**

All vacancies where there have been care taker head teachers and deputy head teachers were declared to Education Service Commission and subsequently promotions were completed for 157 new head teachers and 593 deputy head teachers awaiting deployment.

* + 1. **Sensitisation of the public about the thematic curriculum**

The Thematic Curriculum was rolled out in 2007 in all primary schools in the country. Prior to the rollout, the Government White Paper 1992, recommendation Page 16 and the report of the curriculum Review Task Force 1993 advocate for the use of Mother tongue as a medium o instruction in all Basic Education Programmes from P1-4.

During the rollout in 2007, with the available resources the ministry through NCDC prepared a Core Team of experts who carried out sensitization and retooling.

1. Three district officials from all districts in the country were oriented (Education Officer, DIS plus one representative of CAO)
2. All PTC tutors were oriented.
3. Every primary school in the country sent three teachers for orientation on the New Curriculum
4. Flyers and Calendars with messages on the thematic curriculum were sent to all schools.
5. Talk shows on Thematic Curriculum were hosted on Local and national radios
6. A Newsletter (Thema) was circulated to all schools and PTCs
7. Cultural groups were consulted
8. Education Funding Agencies were involved and they participated

However there were/are some challenges

1. Some teachers who were oriented either were transferred and given non thematic classes or they retired.
2. The teachers who were oriented were supposed to continue carrying out school Based training which was not funded and therefore not responded to effectively.
3. Some teachers in some schools who are not natives could not handle Local Languages and therefore staffing problems
   * 1. **Training of the teachers in local languages.**

The department of TIET has included teaching of Local Language on the PTE curriculum. However this covers methodology of teaching local language and may not necessarily cover language expertise.

* + 1. **Mathematics and computer were made mandatory options or A-Level but the ministry is aware that trained teachers in those two subsidiaries are not adequately available. Steps taken to bridge the gap.**

Every school that offers Principle Mathematics has a teacher who doubles for sub maths. It is not therefore true that maths teachers are not adequate for sub maths. However, for Computer Studies, it is true that some schools lack qualified teachers for the subject and even computers. These schools are encouraged to offer sub maths.

To bridge the gap, government allowed non-professional teachers of computer to teach as long as they are qualified in computer studies, or those teachers who had computer knowledge to double for the subject. This was a short term arrangement to kick start computer studying in schools.

* + 1. **The Minister was quoted in the media saying that time for studying or pupils especially those in lower classes should be reduced (in reference to extra study time and taking children so early to school), wont this affect parents?**

The children in schools are supposed to be taught following the time table.For lower classes (P1-2), teaching starts at 8.30am up to 11.00.am and they take a break for 30 minutes and resume classes at 11.00am up to 12.30pm when they break off for lunch. This class goes home for lunch and is not supposed to come back for classes. The learners are not supposed to engage into class work. For P3 to P7, Classes start at 8.30 am, have a break at 10.30am and resume at 11.00 to 1.00pm, take a break and resume at 2,00pm to 3.50pm. After this time, learners attend to co-curricular activities, sports and games. No classes are allowed. Therefore, there is no reduction in time but adherence to time as per the time tables given by MoES through NCDC.

* + 1. **The new curriculum has only been piloted in the rural schools. What plans are there to test it in the urban schools before it is fully rolled out?**

The proposed new curriculum of lower secondary has never been piloted. What NCDC did was to make use of the few schools called “Link schools’ which were meant to aid the curriculum development process with the pre-testing of content in selected extracts, suggested to see its suitability and time allocation.

Piloting the new curriculum has been suggested to be done in 20 front runner schools through the MoES, which is not yet done.