

Funding and the Quality of Primary Education in Uganda

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Abstract

Goal four of the 17 UN Sustainable Development Goals aims to achieve quality and inclusive primary and secondary education by 2030. In Uganda, Vision 2040 and the National Development Plan II underscore human resource development too. Accordingly, Government is reviewing the 1992 White Paper on Education and other policy documents in Uganda. The Education and Sports Sector Annual Report of 2015 indicates that over 70 per cent of the candidates produced after primary seven are from public primary schools but they perform poorly. Government allocates 53 per cent of the funds extended to the education sector budget to primary education. This study set out to analyze the effects of prioritization of funding of primary education on the sub-sector's performance against the established quality indicators. The prioritization of funding considers: wages and salaries, capitation and inspection. This study followed observation that Government progressively funded primary education from 49.4 percent in 2012/13 to 53 percent in 2015/16, translating in enhancement of teachers' salaries and the capitation funds, but quality of services and the academic performance remained poor. Between 2012 and 2016, the period under study, the number of teachers paid reduced by 812 and the number of learners funded also reduced from 7,100,000 to 6,470,000, showing that the funding did not address the number of teachers as a salient factor in pursuit of quality indicators. The development funds were also decreased. This adversely affected performance of Government-aided primary schools in terms of required infrastructure like classrooms. In this article, the author argues that Government should increase on the share to primary education sub-sector from 53 to 59 percent. Inspection should be carried out twice a term, hence the need to increase the budget to UGX 7.5 billion per annum. Such recommendations are in view of ensuring that the quality of primary education is enhanced.

Key Words: Uganda, Government Funding, Public Primary Education

Introduction

The Government of Uganda is in the process of reviewing the 1992 Government White Paper on Education, the Education Sector Strategic Plan 2009-2015, the Uganda National Examinations Board Act of 1983 and other policy documents like Gender in Education Policy, the Physical Education and Sports Policy, among others (Education Sector Review Report, 2015/16:30). Such interventions and reforms emerge at a time when the nation has embarked on Vision 2040 and the country is in the second year of its implementation of the National Development Plan II which, among others, outlines the need for human resource development. In addition, in September 2015 the United Nations General Assembly approved the 17 Sustainable Development Goals. Goal four in particular, calls for the need to achieve quality primary and secondary education by the year 2030 (United Nations, 2016).

On completion of every academic and or financial year, the Ministry of Education and Sports (MOES) leads a review of the performance of the entire education sector in the country.

This review brings together different key stakeholders to consider, discuss and set a way forward on performance of the sector. MOES on behalf of all partners and players in the sector, lays down a comprehensive report which underscores performance of the different sub-sectors of education which include: Basic Education (Pre-Primary and Primary), Secondary Education, Business, Technical, Vocational Education and Training (BTVET), and Higher Education.

There are key pillars for which indicators guiding performance are given and from which evaluation is done to assess progress. These pillars are: Access and Equity, Quality, Efficiency and Effectiveness, and the international commitments in each of the sub-sectors of the education sector. The review also considers crosscutting issues like HIV/AIDS, Gender in Education, Physical Education and Sports, among others.

The review takes a period of two to three days during which all reports are presented, discussed and a way forward is determined in an agreed aide memoir produced at the end of the conference. Emerging issues form the benchmarks necessary for future guidance of performance in the coming period including the priority areas for funding and the future principles to guide implementation of various activities are reported.

The Primary Education sub-sector is one such sub-sector that is critically reviewed. However, despite all the undertakings made and the consequent interventions thereafter, the sub-sector has continued to perform poorly (MOES, 2015:34). This therefore prompts a critical analysis of the sub-sector in terms of: general funding; wages, capitation grant, inspection funds and PLE assessment funds. This study was conducted to analyze the contribution of prioritization of funding for the primary education sub-sector to its performance against the set quality indicators.

Problem Statement

Primary Education lays the foundation of human resource development. According to Psacharopoulos and Patrinos (2002), returns to investment in education for primary education in Sub Saharan Africa are 25.4% as compared to 18.4% for secondary and 11.3% for higher education. In addition, Byamugisha and Ogawa (2010) note that primary education, especially in developing countries, is the core of the schooling system. It serves the greatest number of students, absorbs the largest share of spending on education, and builds the bedrock of human capital development. Given such a benefit from primary education, according to Uganda National Examinations Board (UNEB) report, over 70 per cent of the candidates produced at primary seven are from public primary schools in Uganda, yet performance in these schools remains poor (UNEB, 2015; African Centre for Media Excellence, May, 2015). Output indicators like completion rate, PLE performance index, net intake ratio which form the basis of assessing performance of the sector, show a stagnant and an unimpressive, if not a retrogressive performance (MoES, 2015).

Government today allocates over 53 percent of the entire education sector funds to primary education. This is expected to transform into activities that would yield results in the end in form of increased number of candidates passing, and obtaining grades enabling them to pursue further education. However, as earlier seen, this is not so. It was important therefore to analyze funding extended to the sub-sector looking at priorities given, utilization of such funds, and gaps in use of these funds. The study problem thus is that: allocation of funds to

primary education has not helped in quality performance.

Purpose and objectives of the Study

The study's purpose was to analyze prioritization of the use of funds extended to primary education in ensuring quality in the performance of learners.

There were two specific objectives of this study namely:

1) To analyze priority in funding primary education and quality performance in Uganda; and 2) To analyze expenditure on primary education in relation to the overall performance in Uganda.

Methodology

The study employed a historical approach to data collection considering a descriptive study of four sector reports of the Ministry of Education and Sports which were analyzed. Through a detailed analysis of historical data, we can determine, perhaps to a lesser extent, cause and effect relationships. We can also help prevent the present-day teachers, managers, and other users of research from making the same mistakes that were made in the past. Historical research can also mean gathering data from situations that have already occurred as it was in this case and performing statistical analysis of data (Heffnar, 2014), which the study was able to do. Qualitative data was collected to describe life experiences and to give them meaning, to gain insight, explore the depths, richness, and complexity inherent in the phenomenon (University of Missouri, 2016).

Data was analyzed using a methodological procedure described by Patton (2002) and Creswell (2013) that seeks to uncover the main factors of an experience through a reductive thematic analysis. All funding votes extended to primary education were captured through review of each sector report of the financial years in question and through generating themes. All data captured from each report was identified and accordingly assigned to a theme that suits it most. This thematic analysis sought to uncover the meaningful factors of the experience noted out of the report in question. This manual process was exhaustive but allowed the researcher to have an opportunity to do cross-analysis of the data gathered from the four reports including the Auditor General's report and the data sets from other sources. Through these themes, common findings from the data were drawn which led to the findings of this study.

Eventually, the findings were presented according to objectives of the study using frequency tables, figures and narratives of the qualitative analysis. For each of the objectives of the study, information was relayed as processed. Discussions were made in order to make objective conclusions for each of the objectives. Accordingly, models were developed and recommendations made.

Review of Related Literature

Prioritization of funding primary education in Uganda;

Funding primary education draws its history from the United Nations Universal Declaration

of Human Rights in 1948 and got reinvigorated by the Education for All movement in 1990 and 2000 respectively (Oonyu, 2012: Education and Sports Sector Report, 2015; UN, 2016). In Uganda, the Education Sector Investment Plan that ended in 2004, had it that as much as 65 percent of the education share would be the funding that should be extended to primary education (Policy Brief 10, 2006:1).Tanzania's share allocated to primary education sub-sector in 2012/13 was 55.8 per cent (Ministry of Education and Vocational Training, November 2014). The emphasis of all advocates of funding primary education is in ensuring that one is given not only basic education but learning that offers quality in acquisition of knowledge, skills, attitudes and values in form of gaining literacy, numeracy, sustainable use of the environment and advocacy for positive living among others. According to Sirleaf, et al (2013), quality learning is the cornerstone in guaranteeing prosperity. Therefore, governments are obliged to guarantee quality basic education for all by prioritizing its adequate and focused funding. According to the Education and Sports Annual Sector Report (2015), funding of primary education, is reflected in funding of wages/salaries, inspection, capitation funds, construction and instructional materials.

UPE Capitation Grant

According the Ministry of Education and Sports (2008), Universal Primary Education (UPE) capitation grant is a fund extended to all government or government-aided primary schools. Government spends it in two ways namely; the threshold funds and the variable funds. A threshold fund is the uniform amount of funds each school receives irrespective of the size, distance, enrolment or any other factor. Previously, it was UGX 100,000 per school; but in the previous five years it has stood at UGX 150,000 per month a school is in session, excluding holidays. Schools are open for studies for nine months separated in three terms namely; term one term two and term three (Ministry of Education and Sports, 2008; Education and Sports Sector Annual Performance Report, 2015; Oonyu, 2012).

Variable funds are those funds calculated according to the enrolment of the school (Ministry of Education and Sports, 2008). The total capitation fund a school is expected to receive depends on the variable funds calculated plus the total threshold per annum. Today, this total does not exceed UGX 10,000 per child per year. This had increased from UGX 7,000 which had been the planning figure for long until financial year 2014/15(Education and Sports Sector Annual Report, 2015).Therefore, the planning figure from which threshold and variable funds are got is UGX 10,000. These funds are released once every term, giving it three releases in a financial year (Report of Auditor General, 2016).

Study Findings

The study findings are arranged according to objectives of the study which were: to analyze

the priority of funding of primary education in Uganda; and, to analyze the funding of the different votes in primary education.

Prioritization of funding primary education in Uganda;

Table 1 reflects the funding in the four years under review.

Table 1: Showing the total funding of primary education sub-sector in billions UGX

Budget	2012/13	2013/14	2014/15	2015/16
Budget Estimates	670.14	726.66	934.74	1,094.63
Releases	645.845	577.38	914.47	1,094.63
Total Education share Released	1,306.48	1,248.67	1,737.52	1,836.02
Percentage share of primary Education to the Sector Budget	49.4	46.2	52.6	53.09

Source: Education and Sports Sector Annual Performance Reports from 2012/13 to 2015/16

According to Table 1 above, funding of the primary education sub-sector steadily progressed in the four years under review. Whereas it was 49.4 percent in 2012/13, 46.2 percent in 2013/14 and 52.6 percent in 2014/15, in 2015/16 it improved to 53.09 percent. Figure 1 below illustrates such progress well. The only affected year was 2013/14.

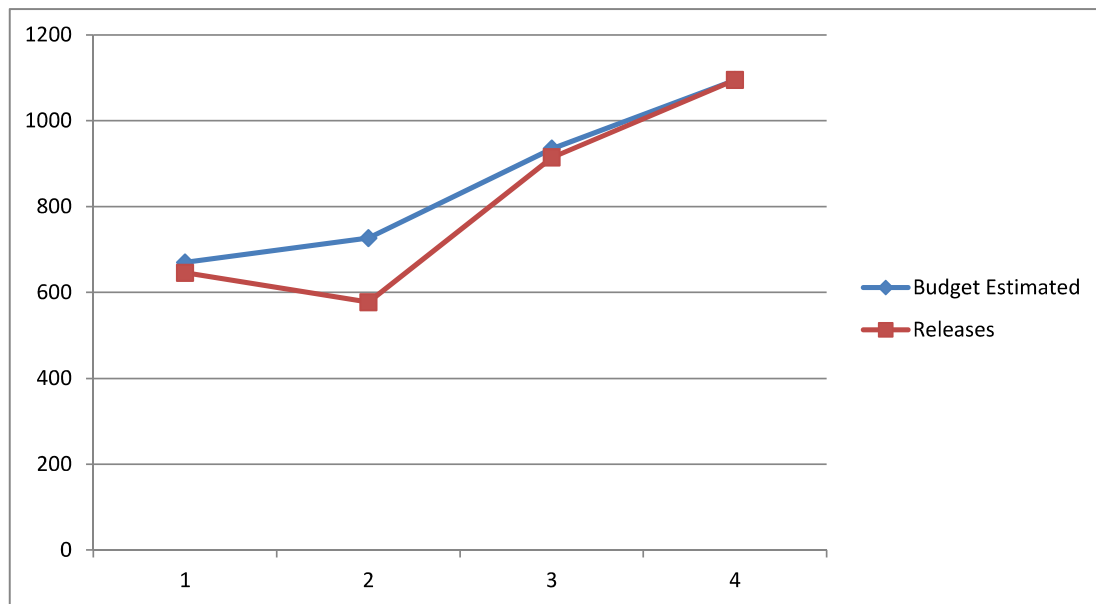


Figure 1: Showing the funding of Primary Education in Uganda between 2012 and 2016

Figure 1 above provides clear testimony that primary education has had progressive attention in funding. Both the curve for estimates and for releases indicate an ascending trend, save for year 2 under review.

Specific Funding of Primary Education Budget Votes

Details of expenditure of primary education budget are as shown in Table 2 below.

Table 2: Showing details of funds in billions UGX budgeted against the release to Primary Education including School Facilities Grant				
	2012/13	2013/14	2014/15	2015/16
Wage Budgeted	559.36	619.68	825.74	961.208
Wage Released	556.01	470.4	792.49	963.118
Non-wage Recurrent Budgeted	52.18	52.78	54.8	66.66
Non-wage Recurrent Released	52.18	52.78	67.78	68.452
Domestic Development budgeted	58.6	54.2	54.2	63.06
Domestic Development released	37.655	54.2	54.2	63.06
Budget Estimated	670.14	726.66	934.74	1,094.63
Releases	645.845	577.38	914.47	1,094.63

Source: Researcher’s initiative from ESSAPRs: pages 51, 37, 42 and 47 of the respective

Table 2 above indicates that in the four years reviewed, priority of funding in primary education focused more on payment of teachers’ salaries at the expense of other votes like capitation funds and school facilities grant extended to construct infrastructure like classrooms, latrines, and teachers’ houses. Figure 2 below illustrates this trend.

Figure 2: Showing the funding of wages as compared to other votes in the primary education sub-sector

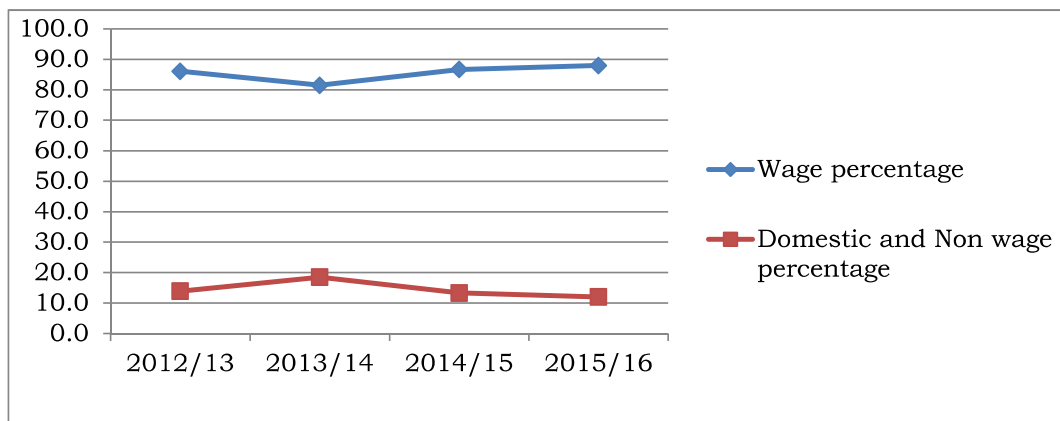


Figure 2 above clearly shows a rather stable wage regime as a priority for the sub-sector although there was a slight setback in 2013/14. Over 80 percent of the funds released to the sub-sector were committed to payment of salaries. This however was to the detriment of the non-wage and development funds which took less than 20 percent of the share. This was even worsened by a trend that the non-wage release was retrogressive with the worst hit being the 2015/16 financial year. Funds extended to primary education in terms of capitation funds, school facilities grant for construction of infrastructure and supply of furniture, supply of

instructional materials, inspection and monitoring kept reducing annually; and for some like capacity building, there was virtually nothing provided.

Funding of Wages/Salaries for Teachers

The teachers who are paid include the Head teachers and teachers. Other officials like inspectors, education officers, support staff and others are excluded from this arrangement. Table 3 below shows the trend of teachers planned for and the expected budget.

Table 3: Teachers planned for and their wages in billions as compared to performance in the three years under review (2015/16 ESSAPR is silent)

Teachers	2012/13		2013/14		2014/15		2015/16	
Particulars	Teachers	Wages	Teachers	wages	Teachers	wages	Teachers	Wages
Planned for	149,441	559.36	149,441	619.68	149,441	825.74	149,441	n/a
Actual paid	133,975	556.01	133,975	470.402	133,163	792.49	149,363	n/a
Percentage	89.65	99.4	89.65	75.91	89.11	95.97	99.9	

Source The Education and Sports Sector Annual Performance Report (ESSAPRs), pages information.

As indicated in Table 3, for the first three years under review, the estimated number of teachers in schools was 149,441. These were to be paid UGX 559.36, 619.68 and UGX 825.74 billion in the respective financial years of 2012/13, 2013/14 and 2014/15. However, the situation varied where in financial year 2012/13, teachers paid for were 133,975 (89.65 percent) taking UGX 556.01 (99.4 percent) billions. In financial year 2013/14, the same number of teachers was maintained but the wages paid decreased to UGX 470.402 (75.91 percent) billion. In financial year 2014/15, the number of teachers decreased by 812 (0.54 percent) to 133,163 (89.11 percent). These however were paid more funds settling at UGX 792.49 billion. This means that whereas 89.11 per cent of the teachers planned for were the ones present, 95.97 per cent of the funds budgeted were paid. Figure 3 below shows the trend in performance in the area of teachers paid and the funds spent.

Figure 3: Percentage of teachers paid for and funds spent

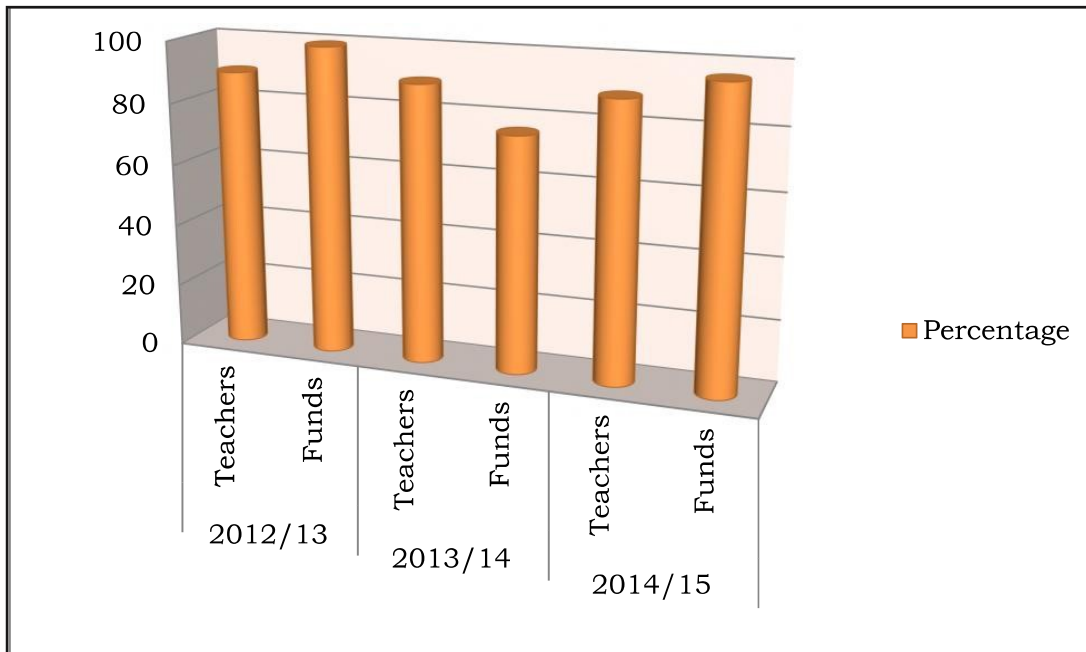


Figure 3 above indicates that in the financial years 2012/13 and 2014/15, the percentage of funds spent was more than that of the teachers. This, however, was contrary to the situation in financial year 2013/14 where the percentage of funds spent on wages was less than that of the teachers paid.

It should be noted, though, that the number of teachers planned for in the four years, remained stable yet the actual number of teachers paid continued to be less and fluctuating, and decreased in the latest financial year 2014/15 as illustrated in Figure 4 below.

Figure 4: Planned and actual number of primary school teachers:

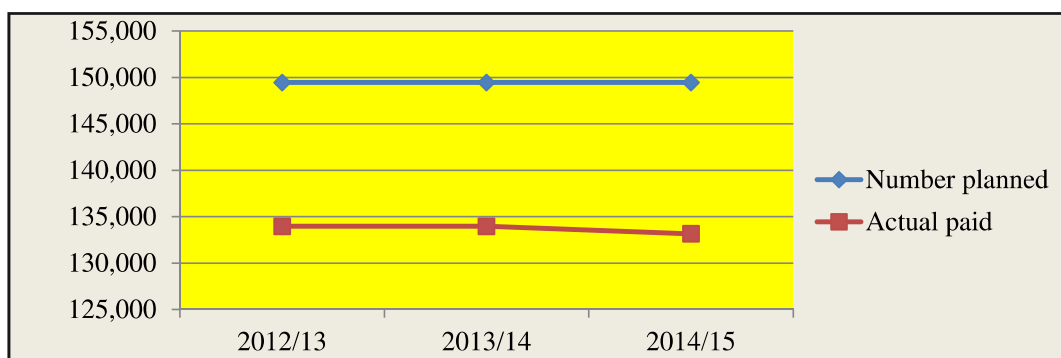


Figure 4 above indicates that whereas teachers’ salaries were increased, the number of teachers on payroll decreased in the most recent financial year reviewed.

In addition, the number of teachers on payroll does not tally with that paid for in the three years as shown in Table 4 below.

Particulars	2012/13	2013/14	2014/15
Teachers paid	133,975	133,975	133,163
Teachers on Payroll	no information	132,656	131,840
Difference	0	1,319	1,323

Source: Researcher's initiative from page 41 of 2013/14 **ESSAPR** report and page 46/page 102 of 2014/15 **ESSAPR** report.

Table 4 above indicates that in 2012/13 and 2013/14, teachers paid were 133,975. In 2014/15 133,163 teachers were paid. However, those who appeared on payroll in financial years 2013/14 and 2014/15 were 132,656 and 131,840 respectively. Accordingly, this information gives a difference of 1,319 and 1,323 teachers who were paid but not appearing on payroll in the two years respectively. For financial year 2015/16, whereas teachers' salaries were not provided in figures, the number paid is given as 149,363 (see Table 3). These increased from 131,840 who were paid in 2014/15, making a difference of 17,523 teachers.

Study findings on Capitation grant

Table 5 below shows the capitation funds released to schools and the enrolment considered in the four years under review.

Table 5; Capitation funds extended to schools in UGX billions

Capitation Grant	2012/13	2013/14	2014/15	2015/16
Funds Planned (billions)	49.68	49.68	50.10	68.452
Pupils considered	7,097,382	7,144,011	7,051,790	6,321,964
Funds released (billions)	49.68	49.68	68.33	66.66
Pupils paid for	7,051,790	7,144,011	6,538,738	6,993,962

Source: Researcher's initiative from **ESSAPRs**, pages 55, 51, 46 and 112 of the respective

From Table 5 above, for financial years 2012/13 and 2013/14, figures of funds planned and released were equal and similar although the enrolments differed. These funds were UGX 49.68 billion each year against an enrolment of 7,051,790 pupils in 2012/13 and 7,144,011 pupils in 2013/14. The enrolment increased by 92,221 learners but the figure was maintained. Therefore instead of releasing UGX 50.329 billion to cater for the increasing number of pupils, only UGX 49.68 billion was released. This gave it a deficit of UGX 649, 698,769 million.

On the other hand, in the financial year 2014/15, government increased the planning figure per child and settled it at UGX 10,000. According to Table 5, planning funds were put at UGX 50.10 billion despite the increment of the funds per child from UGX 7,000 to 10,000. Enrolment used for planning the capitation funds in the financial year in question was a figure of financial year 2012/13 which was 7,051,790 pupils instead of that of the previous year 2013/14 which stood at 7,144,011 pupils.

Surprisingly, funding settled at targeting 6,538,738 pupils. This was a drop of 513,052 pupils from the planning figure of 7,051,790 pupils used and 605,273 pupils from the enrolment of the immediate previous financial year which stood at 7,144,011 pupils. Paradoxically still, funds extended that same financial year shot to UGX 68.330 billion although the planning figure for enrolment was 7,051,790. There was even a supplementary budget as a result of realigning the budget to terms instead of quarters (p. 46). The question standing though is how realigning from quarters to terms affected the budget. This means that between UGX 5.130,520 and 6.052,730 billion was not provided.

In 2015/16, 6,321,964 pupils were planned for, expecting to spend UGX 68.452 billion only. Learners paid for, however, were 6,993,962 and UGX 66.66 billion was spent. Whereas enrolment increased by 671,998 (10.6 percent) pupils, funds paid were less by UGX 1.792 billion (2.6 percent).

Capitation grant reflected as tuition fees for pupils

In academic year 2014 there were 185 official working days, and in 2015 the days increased to 190 (Education and Sports, 2013; Education and Sports, 2014). Given the enrolments and funding extended in the respective financial years, tuition provided was slightly over UGX 2,000 in 2014 and 3,000 in 2015 as reflected in Table 7.

Table 6: Tuition fees in billions in form of capitation funds from government in 2014 and 2015 academic years

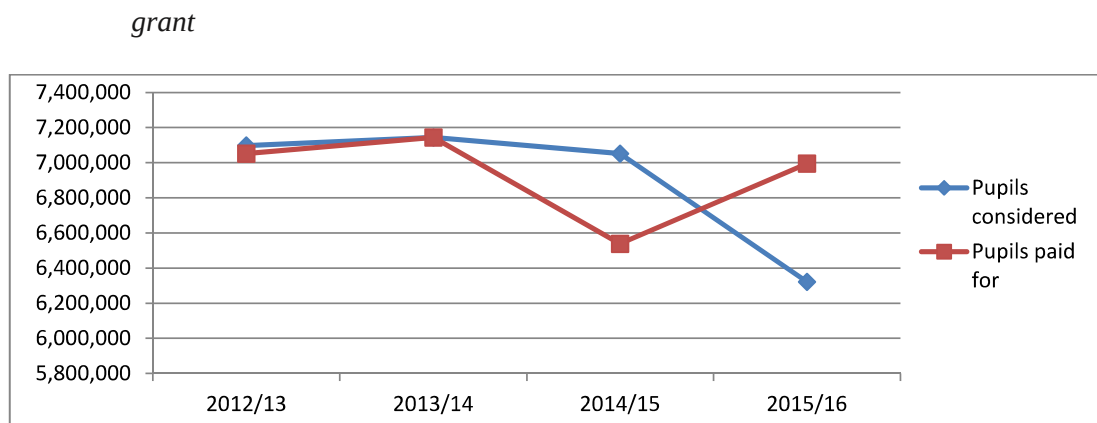
Year	2014			2015		
	Term 1	Term 2	Term 3	Term 1	Term 2	Term 3
Working days	60	60	65	60	65	65
Enrolment	7,144,011	7,144,011	7,144,011	6,538,738	6,538,738	6,538,738
UPE Funds	16.112 bn	16.112 bn	16.112 bn	22.362 bn	22.151 bn	22.151 bn
Termly tuition per head	2,285	2,285	2,475	3,420	3,388	3,388
Daily tuition per head	38	38	38	57	52	52

Source: Researcher's initiative from 2014 and 2015 Schools' and Institutions' calendars, and the 2013/14 and 2014/15 sector Reports.

Table 6 above shows that for academic year 2014, the tuition fee was UGX 2,285 in terms one and two while it was UGX 2,475 in term three. For the academic year 2015, after the increment of capitation from a planning figure of UGX 7,000 to 10,000, the tuition was raised to UGX 3,420 in term one and UGX 3,388 in term two and three. This shows that in academic year 2014 the daily tuition per head was UGX 38 and in 2015, it was UGX 57 in term one while in terms two and three it was UGX 52 per child. Therefore, Government paid UGX 2,000 per term per child in 2014 and slightly higher than UGX 3,000 per term in 2015. This is far less than what learners in private schools pay and cannot be enough to cater for daily school demands. Private schools in rural places charge between UGX 35,000 and 100,000 for day school learners. Although this caters for salaries and development, it is still far much more than the tuition of UGX 3000 a term.

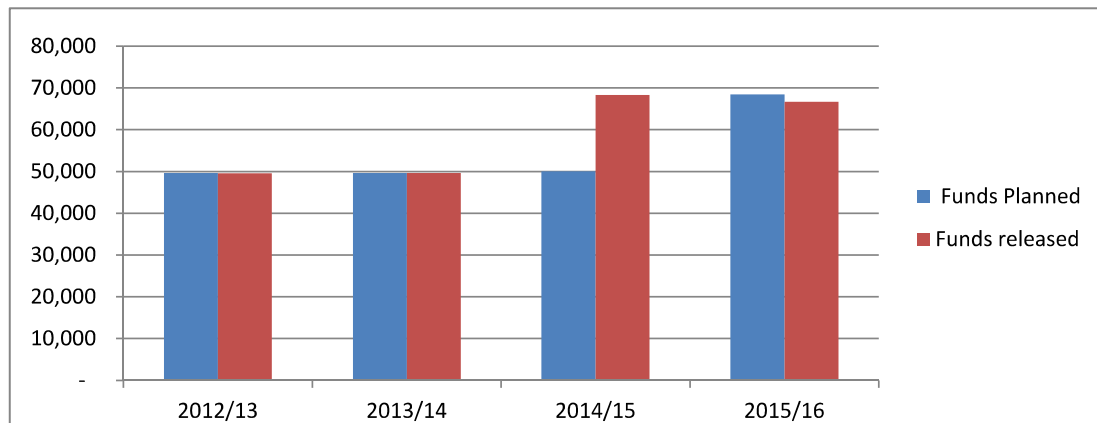
2.4.4. Criteria for calculating the Capitation Grant

Capitation Grant to primary schools remains a subject of concern as to which criteria are used. Figure 5 shows enrolment figures used to plan for funding and those used to release capitation. On the other hand, Figure 6 shows the funds planned for and those released. However, these illustrate a disputable condition regarding the criteria used to release capitation grant to primary schools in financial years in the period under review.



Source: Researcher's initiative basing on data obtained from reports.

Figure 6: Planned and released funds



Figures 5 and 6 above show that whereas the planned number of benefitting pupils remained relatively stable at around 7,000,000 in the first three financial years, the trend was conversely defiled in financial year 2014/15 because fewer children were paid for and funds released were more than planned. In addition, whereas, Figure 5 above shows a drastic drop in planned enrolment, in Figure 6, the funding planned and paid is relatively stable save for financial year 2014/15.

Inspection Funds

Inspection funds are committed to inspection of schools. The study findings indicate that in the four years studied, an allocation of UGX 2.5 billion was committed and remitted every year in the period under review. This was to be used to inspect 24,354 secondary and primary schools. UGX 102,653 was the figure committed to inspect each school once a year irrespective of the distance, need, terrain, or means of transport. According to ESSRR (2015), there were 21,120 primary schools targeted, translating into UGX 2.168 billion used for inspection of primary schools per year.

Conclusions

Prioritization of funding of primary education in Uganda

General funding of primary education has increased by 3.2 percentage points from 49.4 percent in 2012/13 to 53.6 per cent in 2015/16. However, under the country's Education Sector Investment Plan that ended in 2004, it was expected to be as much as 65 per cent of the education share (Policy Brief 10, 2006:1). Tanzania's share allocated to primary education sub-sector in 2012/13 was 55.8 per cent (Ministry of Education and Vocational Training, November 2014). This shows that Uganda was still behind Tanzania by 2.2 percentage points in financial year 2012/13. However, it was above Rwanda throughout the period under review, for in Rwanda it was 38.0 per cent in 2012/13, 39.5 per cent in 2013/14 and 41.0 percent in 2014/15. Priority is on payment of teachers' salaries where over 80 per cent of the funds released to the sub-sector are committed to payment of salaries although the number of teachers paid has been reducing. For the non-wage, release has been retrogressive with the worst hit being financial year 2015/16. Funds here affected are: capitation funds; school facilities grant meant for construction of all infrastructures and supply of furniture; supply of instructional materials; and inspection and monitoring. Funding was therefore inadequate since what was given was lower than what should have been allocated.

Specific Funding of Primary Education Budget Votes

In the four years, Government planned for 149,441 teachers in 21,120 primary schools. In financial year 2012/13, Government paid UGX 556.01 billion (99.4 percent) for 133,975 (89.65 percent) teachers. This was less than the original plan by 15,466 teachers. In financial year 2013/14, the same number of teachers paid for in the previous year was maintained but the wages paid decreased to UGX. 470.402 billion (75.91 percent). Although the report notes the ban on recruitment of over 10,000 teachers (Ministry of Education and Sports, 2014:87) issued by Ministry of Public Service, no reason is given to justify the decrease except that the report notes the verification exercise conducted. A total of UGX 149.278 billion was not paid from the original planned figure of UGX 619.68 billion. It was also less by UGX 85.608 billion from the actual funds worth UGX 556.01 billion paid the previous year. In financial year 2014/15, the number of teachers decreased by 812 (0.54 percent) from 133,975 to 133,163 (89.11 percent). These were, however, paid more funds settling at UGX 792.49 billion. This means that whereas 89.11 percent of the teachers planned for were present, 95.97 percent of the funds budgeted were paid. For the financial year 2015/16, the number of teachers paid was

149,323. This means that during the financial year, 17,523 teachers were recruited although the report does not mention such an achievement made during this year.

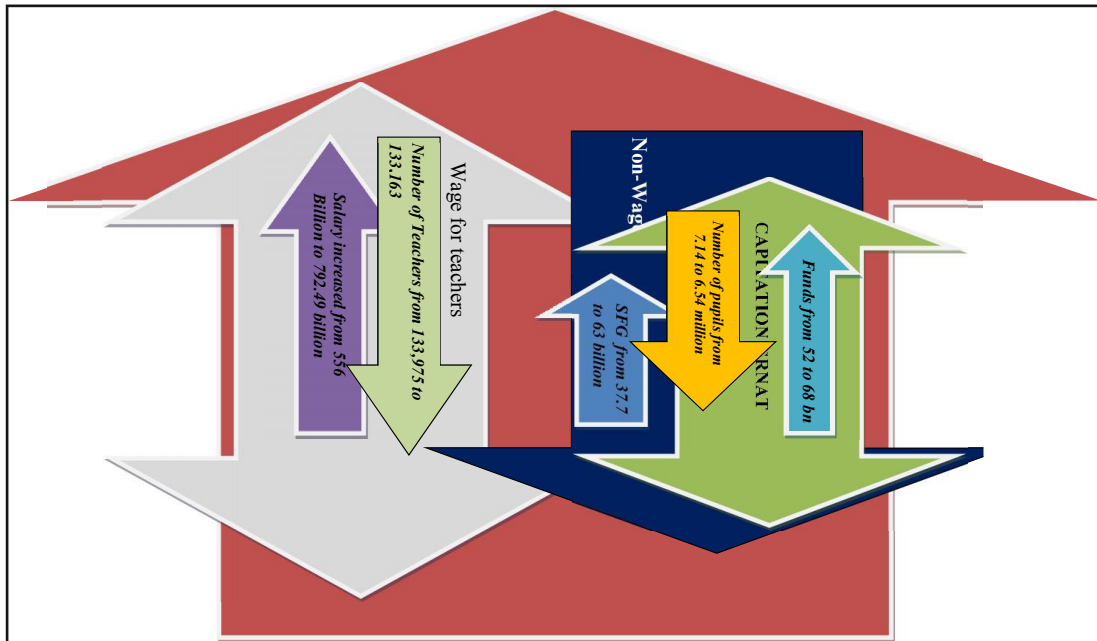
On the other hand, the number of teachers on payroll does not tally with that paid for in 2012/13 and 2013/14. In financial year 2013/14 teachers who appeared on payroll were 133,975 while those paid were 132,656. In 2014/15 teachers on payroll were 133,163 and 131,840 received payment. Accordingly, there is a difference of 1,319 and 1,323 teachers who were paid but not appearing on payroll in the two years respectively. As Higgins (2004) noted, “teacher payroll management is extremely poor”. Government plans for recruitment of teachers but does not recruit giving a backlog of over 16,278 teachers. The study nevertheless, notes payroll mismanagement where a total of 2,642 unexplained teachers were paid in two financial years. An estimate of over 123 billion is noted by the study as misappropriated. This is an indication that whereas government assumes that the number of teachers paid for is in schools to teach and enhance quality of education, they are not and learners are taught by fewer teachers, which condition compromises on the quality of learning.

Capitation for financial years 2012/13 and 2013/14, UGX 49.68 billion was planned and released although the enrolments increased from 7,051,790 to 7,144,011 pupils (92,221 pupils extra). Owing to the formula of UGX 7,000 paid per child, there was a deficit of UGX 645,547,000 million later in the year. In 2014/15, government increased the grant per child to UGX 10,000 but the enrolment used for planning was 7,051,790 pupils instead of 7,144,011 pupils of 2013/14, the latest year. Astonishingly, UGX 68.330 billion was paid targeting 6,538,738 pupils. This means that an amount between UGX 5.130,520 and 6.052,730 billion for 513,052 pupils planned for and or 605,273 pupils paid for in the immediate past year was not paid. In 2015/16, although there were 6,321,964 pupils planned for worth UGX 63.217 billion, expenditure planned was UGX 68.452 billion. On the contrary, UGX 66.66 billion was paid targeting 6,993,962 pupils. Ultimately, 671,998 (10.6%) extra pupils were paid for, but with a deficit of UGX 1.792 (2.6%) billion during the year in question. In summary, the enrolment figures used in planning for the UPE capitation grant were not used in calculating the funds remitted to schools in the four years under review.

Capitation is the tuition expected to be used in schools. In academic year 2014, there were 185 official working days. For 2015, the days increased to 190. Given the enrolments and funding extended in the respective financial years, tuition provided was slightly over UGX 2,000 shillings in 2014 and 3,000 in 2015. For academic year 2014, the tuition fees were UGX 2,285 in term one and two while it was UGX 2,475 in term three. For the academic year 2015, after the increment of capitation from a planning figure of UGX 7,000 to 10,000, the tuition raised to UGX 3,420 in term one and to UGX 3,388 in terms two and three. Private schools in rural places charge between UGX 35,000 and UGX 100,000 from day school learners. Although this caters for salaries and development, it is still far much more than the tuition of UGX 3,000 a term. In academic year 2014 the daily tuition per head was UGX 38, and in 2015 it was UGX 57 in term one while in terms two and three it was UGX 52 per child. In effect, Government paid UGX 2,000 per term for every child or learner in 2014 and slightly higher than UGX 3,000 per term in 2015. This is far less than the tuition paid for every learner in any private school. In the light of the above, Government should increase the grant to UGX 10,000/= per term.

For inspection, throughout the period under review, an allocation of UGX 2.5 billion was used to inspect 24,354 secondary and primary schools, implying that UGX 102,653 was the figure committed on average to inspect each school once a year irrespective of the distance, need, terrain, or means of transport. There are 21,120 primary schools targeted. Therefore, UGX 2.168 billion was used for the inspection of primary schools per year. According to standard, a school should be inspected once a term although this is inadequate as well. The ideal condition should be that an inspector visits a school twice a term where the first visit is to build consensus with the school team on the best practices expected considering the situation after inspection. Conversely, the second visit is a follow up on performance where good practices, lessons and challenges found in performance are given due consideration in decision making. School inspection is far inadequate and non-productive. To promote school inspection adequately, it requires UGX 7.5 billion per year, where UGX 2.5 billion would be enough per term.

3.7 Figure 9: Model of Funding Primary Schools in Uganda:



Source:

From the model of funding reflected in Figure 9 above, funding primary school education in Uganda is in such manner that whereas wage was enhanced from UGX 556 billion to UGX 792.49 billion during the period of study, the number of teachers was reduced by 812 from 133,975 to 133,163. This implies that, on the surface, teachers' salary was enhanced to keep the promise but in effect the workload at school increased to accommodate the roles performed by 812 teachers dropped.

For the non-wage, still Figure 9 shows that whereas capitation funds were enhanced from UGX 53 billion to UGX 68 billion as a result of increasing capitation per head from UGX 7,000 to UGX 10,000, the number of learners paid for dropped from 7,140,000 learners to

6,470,000 million in the period under study. The implication is that the increase in funding affected individual schools in terms of budgeting. School grants availed do not cater for all learners.

Policy Implications

Government of Uganda should increase the funding of the Education Sector to at least 16.2 % of the national budget. Government should increase on the percentage share provided to the primary education sub-sector from 53 per cent to 59 per cent in order to facilitate the other activities inhibited as a result of the need to increase teachers' salaries and catering for other new entrant activities outside the sub-sector. The affected votes in this are the recurrent funding like capitation grant; inspection funds and development capital.

Government should have a national primary schools staff list kept by the Department of Basic Education and have it updated monthly through returns from schools in order to check on payroll management.

It is high time that Government carried out a study on funding of tuition in primary schools for quality improvement. The ideal would be that Government increases the grant to UGX 10,000/= per term. However, this requires Government to provide UGX 214.320 billion for capitation in a financial year. This is an increment of 315 per cent from the current capitation provided. Government should instead pilot a scholarship model, where the current budget for capitation should be turned into a scholarship grant to sub-counties to cater for the most vulnerable and destitute children at a cost of UGX 50,000 per year. This means that this grant will cater for 1,360,000 (20 percent) vulnerable children across the country per year including catering for administrative and scholastic costs. Parents of other children should be able to pay UGX 15,000 per term, which is 45,000 per year.

Inspection should be done at least twice a term where the first visit examines preparation while the second visit checks on progress and mitigates the challenges faced along the progress. Therefore, government should increase the funds to UGX 7.5 billion per annum.

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