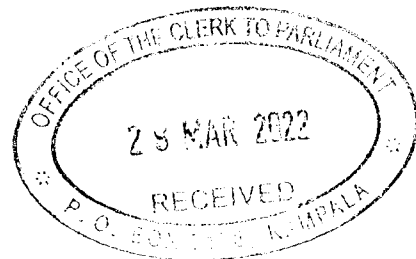




**OFFICE OF THE
LEADER OF THE OPPOSITION**



**ALTERNATIVE POLICY STATEMENT FOR THE EDUCATION AND
SPORTS SECTOR FOR FY 2022/23**

BY

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List of Acronyms

APL/UPPETP	Universal Post Primary Education and Training Project
BFP	Budget Framework Paper
CPD	Continuous Professional Development
DIT	Directorate of Industrial Training
EGRA	Early Grade Reading
EMIS	Education Management Information System
ESSR	Environmental Safety, Sustainability & Risk
FY	Financial Year
HESLB	Higher Education Student's Financing Board
HRM	Human Resource Management
ICT	Information Communication Technology
MoES	Ministry of Education and Sports
NDP	National Development Plan
NGO	Non-Governmental Organisation
NRM	National Resistance Movement
NTCS	National Teachers' Colleges
NTP	National Teacher Policy
ODeL	On-line Distance e-learning
OLOP	Office of the Leader of the Opposition
PAF	Performance and Accountability Framework
PES	Physical Education and Sports
PLE	Primary Leaving Examination
PTC	Primary Teachers College
PTCS	Primary Teachers Colleges
SNE	Special Needs Education
STEM	Science Technology Engineering Mathematics/Science
TVET	Technical Vocational Education and Training
UACE	Uganda Advanced Certificate of Education
UAHEB	Uganda Allied Health Examination Board
UBTEB	Uganda Business and Technical Examination Board

UCE	Uganda Certificate of Education
UGIFT	Uganda Intergovernmental Fiscal Transfer Programme
UGX	Uganda Shillings
UNATU	Uganda National Teachers' Union
UNEB	Uganda National Examination Board
UNESCO	Uganda National Commission for United Nations Educational, Scientific and Cultural Organisation
UNITE	Uganda National Institute for Teacher Education
UNMEB	Uganda Nurses and Midwives Examination Board
UPE	Universal Primary Education
USAID	United States Agency for International Development
USE/UPOLET	Universal Secondary Education/Universal Post Ordinary Level Education and Training
USEEP	Uganda Secondary Education Expansion Project

Executive Summary

Rt. Hon Speaker, in line with Section 6E (2) of the Administration of Parliament (Amendment) Act, 2006, I was appointed a Shadow Minister for the Education, the authority and responsibility with which I have the privilege to present this Alternative Ministerial Policy Statement under rule 147 of our Rules of Procedure.

We hereby present our analysis together with possible alternatives in response to the Ministerial Policy Statement laid before this Parliament for the Education and Sports sub-programme for the FY 2022/23 which we have studied, had engagements with different stakeholders in the committee on Education and Sports and also from field visits among others.

This sub-sector has not been fully operational for close to two years since March, 2020 when the first lockdown was instituted till 10th January, 2022 when schools re-

opened. At the time of opening, the education institutions were in dire need for critical learning facilities and rehabilitation, among other issues.

During this period, a number of promises which included giving monetary assistance to private schools, virtual learning and distribution of radios to learners to encourage distance learning were not met something that saw promotion of inclusive quality education and lifelong learning opportunities for all halted.

The specific planned interventions by the Sub-sector in the FY 2022/23¹ include among others roll-out EGRA methodologies in 3 Local Governments targeting P.1 to P.4 teachers, pay UPE capitation grants, pay USE/UPOLET capitation grants, finalize the development of UNITE academic programs and relevant policy frameworks, rollout a modularized curricular, monitor and support supervise 193 TVET institutions, collect data from 10 public universities and 24 private degree-awarding institutions on compliance to ICT-enabled learning and other key institutional performance indicators to inform policy processes.

Among the key issues that we identified in the sub-sector include the following; inadequate capitation grant, issues with school coding and aid grants, issues with science teacher salary increment, issues with the Technical Vocational Education and Training (TVET) Policy 2019, changes in teacher education policy, issues with the student loan scheme, Lack of progress in the review of the National Council of Sports Act 1964, Lack of a structural frame work for recognition and reward of excelling sports persons and persistent threats of encroachment

A number of alternative policy interventions have been proposed and these include; identifying and adopting sources for funding education, easing supply-side constraints to education, increasing salaries for both science and non-science teachers, promoting positive awareness, public participation and perception by involving parliament, phasing out non-degree holders naturally as

¹ Ministry of Education and Sports, 2022. Ministerial Policy Statement Financial Year 2022/2023

teachers retire “with time”, diversifying (STEM) programmes to accommodate the vocational students, Instituting a policy through the investment authority, instituting an awarding Structure and investing in building Infrastructure

Rt. Hon Speaker and Honorable Members, to achieve the strategic objective of equitable access to relevant and quality education and training, ensure delivery of relevant and quality education and training and enhancing efficiency and effectiveness of education and sports service delivery at all levels, I seek the support of all of us in pursuit of a country that invests in its human capital as a way of securing its future as aligned in the National Development Plan (NDP III) 2020/21-2024/25.

I beg to submit.

CHAPTER 1: BACKGROUND TO ALTERNATIVE POLICY STATEMENTS

Legal Provision

Rt. Hon Speaker, I rise under rule 147 of our Rules of Procedure of the Parliament of Uganda that requires a Shadow Minister to submit alternative policy statement to Parliament by the 29th day of March.

In line with Section 6E (2) of the Administration of Parliament (Amendment) Act, 2006, I was appointed a Shadow Minister for the Education and Sports by the Leader of Opposition in Parliament in consultation with party leadership with portfolios and functions that correspond to those of Cabinet Ministers, the authority and responsibility with which I present this Alternative Ministerial Policy Statement.

Further, in accordance with Section 6E (4) of the Administration of Parliament (Amendment) Act, 2006, we have studied the Ministerial Policy Statement for the Education and Sports Sector for the FY 2022/23 of government, attended committee deliberations on policy issues, given the different party's views and opinions, I hereby present our analysis together with possible alternatives.

1.2 Sector Overview

The education sector in Uganda had not been fully operational for close to two years since March, 2020 when the first lockdown was instituted. In this period, the President, who was constantly updating the public on the pandemic, made a number of promises which included giving monetary assistance to private schools and distributing radios to learners to encourage distance learning which were not met.

Virtual learning plans were halted after government proposed to purchase 9 million radios, and more than 137,000 television sets to facilitate distance learning. On November 19, 2020, the budget committee discouraged and declined to approve the Shs336.8 billion supplementary expenditure request for this purchase.

All this time passed minus government providing any alternative for student's learning at home.

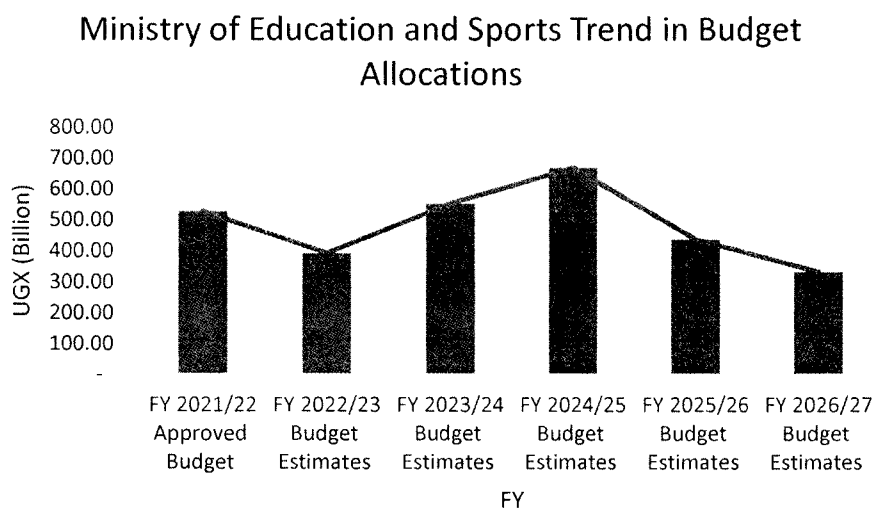
On June 18th 2021, the President instituted another nationwide lockdown which ran up to 10th January, 2022 when schools re-opened. At the time of opening, the education institutions were in dire need for critical learning facilities and rehabilitation, among other issues.

Promoting inclusive, quality education and lifelong learning opportunities for all if the status quo is maintained, will not reflect well even when 52.2% of the proposed budget for the FY 2022/23 – FY2026/27 under Human Capital Development is allocated towards Education, Sports and skills yet the performance of the sector has for long been struggling with unending distresses.

CHAPTER 2: SITUATIONAL ANALYSIS OF MINISTERIAL POLICY STATEMENT

2.1 Budget Allocation

The plot below shows the trend in the budget estimates for the Ministry of Education and Sports from the financial year 2022/23 – FY 2026/27. It is observed that there is going to be a dip in budget allocations for FY 2022/23.



Source: Data from the MPS for Education and Sports FY 2022/23

Most of the key Sub-Subsector budget estimates are cut as observed from the FY 2021/22 and very few Sub-SubProgramme have been increased in terms of Budget allocations.

Sub-Subprogramme	FY 2021/22 Billion	(Ushs	FY 2022/23 Proposed (Ushs Billion)	Variance (Ushs billion)
Guidance, Counselling and Placement	1.228172		0.44	0.788172
Sports and PE	4.883426		2.01	2.873426
Policy, Planning and Support Services	115.960368		53.449	62.511368
Education, Sports and skills			85.921	-85.921
Pre-Primary and Primary	39.203803			39.203803
Basic and Secondary Education	88.529625		77.524	11.005625
Technical Vocational Education and Training			175.443	-175.443
Special Needs Education	4.676637		10.421	-5.744363
Higher Education	61.600713		31.949	29.651713
Skills Development	190.427401			190.427401
Quality and Standards	30.394715		5.696	24.698715
Grand Total	536.90486		403.231	133.67386

Those whose budget estimates have been cut include career guidance, counselling and Placement by Ushs 0.79 billion, Sports and Physical Education by Ushs 2.870 billion, Policy, Planning and Support services by Ushs 62.511 billion and Quality and Standards by Ushs 24.694 billion. Budget Estimates for Basic and Secondary Education and Special Needs are the only ones that increased by Ushs 15.924 billion and Ushs 5.741 billion respectively.

On account of the proposed cuts as stipulated in the MPS for FY 2022/23, the Ministry will not be able to deliver some of the core outputs i.e., Supply of at least

8m books for EGRA Primary Secondary and TVET, specifically for S3 and S4 under the LSC and materials for SNE learners. However, be it noted that the Auditor General in the report to Parliament for the FY ended 30th June 2021 observed that Ushs 23 billion that Government released through Ministry of Education and Sports for printing of home study materials to facilitate home learning during the Covid-19 lockdown was not utilized for the intended purpose. This failure to procure the study materials by the district was due to the condition issued by the Ministry not to spend the money that was already on the account until instructed to do so.

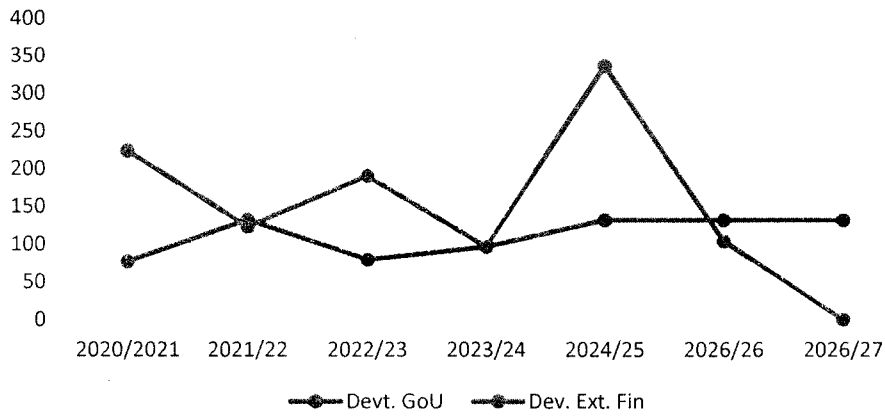
At the time of writing the above-mentioned report, the Auditor General observed that the home study materials had not been printed and the funds were either used or lying idle on the schools' bank accounts.

It is therefore advised that Government through the MoES always provides timely guidance and coordination in such events that require urgent government interventions.

Other Issues to note:

Government relies more on external financing where on average according to data by the Ministry of Education and Sports' vote performance reports for different financial years (FY 2020/21 – FY 2026/27 estimates), External Dev. Financing overtime exceed domestic financing by 27.3%. Though government estimates that by the end of the financial year 2026/27, government will be relying only on domestic financing for the Ministry of Education and Sports, this seems not practical basing on the past record as it may be seen in the figure below:

Trend in GoU Dev. Financing vs External Dev. Financing overtime

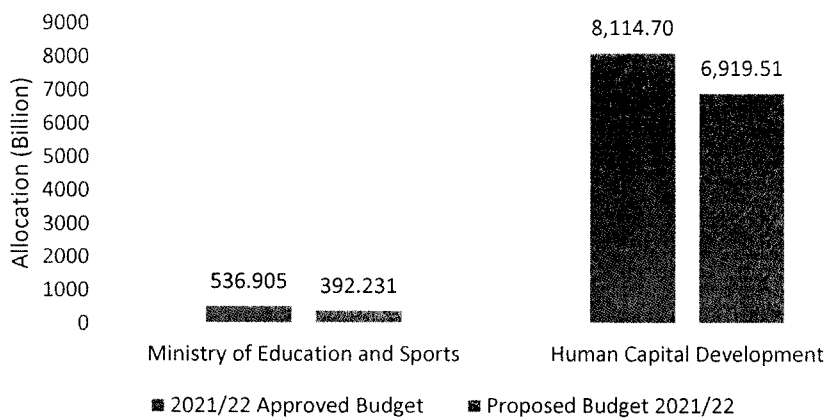


Source: OLOP

In addition, both external and domestic financing basing on NDPIII are expected to decrease over the course of NDPIII as the major infrastructure projects gradually come to a completion. The observed external financing unstable behavior is due to the fact that most external financing come from concessional project loans.

Human Capital Development Comparison

Trend in Budget Allocation for MoES vs Human Capital Development



2.2 Alignment with NDP III

Ushs 2,369.2513 billion was estimated and allocated for the Ministry of Education and Sports for FY 2022/23 in NDP III PIAP. Only Ushs 403.231 billion budget is proposed in the FY 2022/23 in the Ministerial Policy Statement thereby creating a financing gap of Ushs 1,966.02 billion. This is very likely to cost the plan.

Therefore, it will be necessary to decide whether to revise, postpone or cancel lower priority activities since action plans should be drawn up with the MTEF and be linked to the national budgetary processes to feed into annual budget preparation and oversight.

CHAPTER 3: EMERGING ISSUES AND PROPOSED ALTERNATIVES

3.1 Inadequate capitation grant

Government provides 10,000 shillings for each pupil under the Universal Primary Education (UPE), 41,000/= for students in O level and 85,000/= for A level students under **USE/UPOLET Capitation**.² This capitation grant is meager and to make it worse, this grant doesn't come in time. In the past, the ministry would send the money directly to schools but in the last financial years, it sends through the districts leading to delays.³

According to data by the Ministry of Education and Sports⁴, **7,704,224** pupils enrolled for UPE in the current FY 2021/22 and basing on the UPE Annual capitation Budget of UGX **148,592,328,243** for the same financial year, each pupil would have gotten a capitation grant of UGX **19,287.1246** and UGX **184,441.032** for USE/UPOLET which is not the case as calculated and shown in the table below when the money budgeted for is fully spent.

Capitation Annual Budget		Enrolment		Amount for each Pupil/Student		
UPE	USE/UPOLET Capitation	UPE	USE/UPOLET Capitation	UPE	USE	UPOLET Capitation
148,592,328,243	137,396,949,115	7,704,224	744,937	19287.125	184441.032	184441.032

Source: Ministry of Education and Sports, OLOP

A case in point, Ibanda PTC did not receive capitation funds for term II 2019 amounting to Ushs 90,919,333⁵ and it was reported that the MoES sent these funds

² Sectoral Committee on Education and Sports, FY 2017/18. Report on the Ministerial Policy Statement and Budget estimates

³ Sectoral Committee on Education and Sports, FY 2017/18. Report on the Ministerial Policy Statement and Budget estimates

⁴ Ministry of Education and Sports, 2022. Summary Grants by LG FY 2021-22

⁵ Ministry of Finance, Planning and economic Development, 2020. Education and Sports Sector Annual Budget Monitoring Report financial year 2019/2020

to the Municipal account without informing the accounting officer⁶. This similar incident cuts across and it is attributed to non-receipt of capitation funds. This contravenes with section 16(1) of the Public Finance Management Act, 2015 that requires an accounting officer to prepare and submit to the secretary to the treasury every three months, an expenditure commitment report indicating the actual and forecast commitments and cash position.

There is also a huge disparity between what is released, required and what is allocated. For instance, irrespective of population and size of schools, a uniform annual grant of Upe - Fixed Minimum Cost Budget **(@1,350,000)**⁷ is allocated to cater for fixed costs. Failure to address such issues will lead to continuous stagnation of government owned schools, ineffective teaching & learning and of course; stalled quality of education in the country.

3.1.1 Possible Alternative: Education Financing

Identify and adopt sources for funding education. Available literature⁸ suggests that the policy of Government funded education is not the only available option for attaining Universal Basic Education. Indeed, studies in Tanzania, Zimbabwe and Kenya all suggest that for countries in their category, governments alone are definitely not in a position to finance any meaningful budget for free and universal education.

Adopting different sources for funding i.e., **flat grant model**, which is the oldest, simplest and though most inequitable method of financing education; **foundation plan** which guarantees a minimum annual expenditure per pupil for all schools in the state irrespective of local taxable wealth; **power-equalizing plan** which is being adopted by most states where the state pays a percentage of the school

⁶ ibid

⁷ Ministry of Education and Sports, 2022. LG-Supplementary-010222.xlsx

⁸ Benedict Osei-Owusu, Eric Twum Ampofo and Robert Ampomah Article · January 2020. Capitation Grant Policy and Its Effect on Students' Enrolment: A Survey of Junior High Schools in The Ashanti Mampong Municipality of Ghana

expenditures in inverse ratio to the wealth of the district and finally the **weighted pupil's plan**, where pupils are weighted in proportion to their special characteristics such as handicapped, disadvantaged, or doing a special Programme such as vocational or bilingual to determine the cost of instruction per pupil and they receive funding accordingly.

This is aimed at financing an economic activity of the government to provide and manage necessary resources for satisfying the educational needs of the people in order to deal with the two main issues regarding fund flow and utilization to avoid a scenario like that observed by the Auditor General through his report to Parliament for the FY ended 30th June 2021 where he observed that the home study materials which Government through MoES released of UGX 23billion for printing of home study materials to facilitate home learning during the COVID 19 lockdown had not been printed and the funds were either used or lying idle on the schools' bank accounts because the districts were advised to send the money to the school bank accounts with a condition that they should not spend until instructed to do so.

3.2 School coding and aid grants

According to a paper provided by the Ministry of Education to the Committee on Education of Parliament titled, "*The infrastructure priority list for Ministry of Education and sports*" by grant aiding/coding, Government only provides wage and capitation grants (non-wage) to take over either a community owned /NGO owned or faith-based school and for a Government school to be eligible for the school grant aiding/ coding, it must have a certain standard of structures and the land on which it is, should have no encumbrances since there is no compensation involved.

However, most of these Government schools have dilapidated structures i.e., dire state of classroom block for Naama Junior Primary school in Busimbi Division, Mityana District, dilapidated structures at Kyakaramata Primary School in Kyenjojo District, Bunyanya Primary, Mirambi Primary, Kisojo Primary, Kasota Primary,

Misanvu Demonstration, and Misanvu Special Needs Education Unit in Bukomansimbi district; mention but a few and the land on which they are have issues⁹ making it almost impossible for some of these schools that need a face lift to make it to the infrastructure priority list. It is in such situations where you will find that a whole district has not had a school enlisted for coding. According to data available based on the mapping exercise which was conducted in 2015; there are **12,512 parishes** of which **1,917 parishes** representing **15%** of all parishes currently don't have a public primary school. 605 schools whose requests to join grant aid have already been received by the Ministry, are likely to miss out and this will stall faster access to learning.

3.2.2 Possible Alternative: Ease supply-side constraints to education.

Capitation Grant and School Feeding Programme ease the demand-side constraints to education. However, in order to improve the quantity and quality of education, it requires that policy addresses both demand- and supply-side constraints of education by providing more and timely textbooks, classroom blocks, trained teachers and many more in that category. According to a study that was conducted in Malawi by USAID, this mode will increase desire for enrollment and will automatically see the ratio of pupils to classroom increased to 119:1, the ratio of pupils to teachers also increased to 62:1 and the ratio of pupils to text books increased to 24:1 creating a vacuum for increased demand for additional classrooms, demand for additional teachers, demand for additional textbooks and other teaching and learning materials and revision of the capitation grants hence more results and development of the sector. When classes become overcrowded and when the meager resources provided through fees to schools (usually for learning materials) are no longer available, the

⁹ Parliament of Uganda, 2015. Report of the Select Committee Inquiring into The Takeover of Land Formerly Belonging to Public Schools in Kampala Capital City Authority (KCCA)

result can reverse hard-earned gains and de-motivate teachers, parents and students leading to low quality education.

3.3 Science teacher salary increment

On August 24, 2021, Government announced that the cabinet had passed a resolution to increase salaries of scientists¹⁰, including STEM teachers (those who hold bachelor of science with education, bachelor of science and post graduate diplomas in education) whose salaries would shoot to a range of 3-4 million monthly in the 2021/22 financial year. Government claimed that the proposed salary enhancement was in line with the National Development Plan III (NDP III 2020-2025) and the NRM Manifesto of 2020-2026 whose successful implementation hinged on science and innovation. This was however not welcomed by the general public and most especially the teachers of humanities claiming that the proposition was discriminative in nature.

Article 40(1)(b) of the Constitution of the Republic of Uganda require that Parliament shall enact laws to ensure equal payment for equal work without discrimination. Going forward with such a proposal will automatically contravene with the right to economic rights given by the Constitution of the Republic of Uganda.

3.3.3 Possible Alternative: Increase salaries for both science and non-science teachers. This can be done by developing well devoted thorough research aimed at preventing creation of confusion that is likely to arise from the discriminatory plan of the government.

Much as research has confirmed development of science and technology as the only way to go in the 21st century¹¹, it be noted that science cannot exist in isolation. It is therefore discriminative in nature to award one side and neglect the

¹⁰ Minister for ICT and cabinet spokesperson, Dr. Chris Baryomunsi while addressing the press at the Uganda Media Centre on Tuesday, 24th August 2021.

¹¹ A new approach for science Education for the 21st Century, article by Andrew Colgoni and Carolyn Eyles

other, leading to poor performance and general demotivation for the teachers who will be left out.

A leaf be borrowed from our history where in the 2018/19 budget, salaries of science educators was doubled to 2.2 million shillings monthly and to 1.7 diploma holders for straight 2-3 months depending on the location of the teachers¹². This was however done without the consultation of the stake holders and it eventually backfired leading to the forced refund of these salaries. During the same period, UNATU vehemently opposed the move citing principles of fairness¹³. This is the same mistake government is repeating as though they learnt nothing and forgot nothing.

3.4 The Technical Vocational Education and Training (TVET) Policy 2019

Whereas the TVET Policy 2019¹⁴ was put in place on 14th January 2019 by Government of Uganda for effective technical skills, enterprise leading to self-reliance at family level, increased productivity, profits and higher incomes of the nation, this policy continues to be implemented without **“monitoring and evaluation” framework** to support the implementation of the policy in ensuring M & E processes aimed at broad participation of the relevant stakeholders to improve the learning, performance and skill competencies in order to strengthen the connections between findings, decision-making, transparency and accountability for results in pursuit of proper scrutiny. Among the areas that need to be scrutinized include the implementation standards for this policy consequently the legal frameworks for the four assessment bodies namely; Uganda Nurses and Midwives Examination Board (UNMEB), Directorate of Industrial Training, Uganda Business and Technical Examinations Board (UBTEB), and Uganda Allied Health Examinations Board (UAHEB).

¹² Uganda’s 2018/19 National Budget Bulletin- PWC,

¹⁴ Ministry of Education and Sports, 2019. The Technical Vocational Education and Training (TVET) Policy

Similarly, it will be difficult to implement non-compliance of the policy for both administrative and legal sanctions since the executive arm of government is acting standalone however beneficial the policy could be.

3.4.4 Possible Alternative: Promote positive awareness, public participation and perception by involving parliament as a way of getting people's views towards the Technical Vocational Education and Training (TVET) Policy 2019. UNESCO in 2015 adopted this Strategy for Technical and Vocational Education and Training (TVET) (2016–2021) aiming to “support the efforts of Member States to enhance the relevance of their TVET systems and to equip all youth and adults with the skills required for employment, decent work, entrepreneurship and lifelong learning, and to contribute to the implementation of the 2030 agenda for sustainable development as a whole”¹⁵ which Uganda adopted in the same spirit to facilitate the insertion of young people and adults into the labor market, and their career progression. Since there is low enrolment in TVET institutions due to the high cost of technical training and lack of awareness¹⁶, the result is that many trainees will end up in cheap alternative programmes whose graduates do not acquire the requisite skills relevant to the world of work.

3.5 Changes in teacher education policy

Private school teachers who have spent almost 2 years of no formal earnings, now being required to acquire graduate qualifications¹⁷ that require minimum qualification for all teachers in Uganda regardless of the level of education they teach, shall be a Bachelor's Degree in Education or a Bachelor's Degree with a Post-graduate qualification in education, making it a very unfair policy shift as

¹⁵ UNESCO Strategy for TVET (2022-2029) - Discussion document. Transforming TVET for successful and just transitions

¹⁶ Ministry of Education and Sports, 2019. The Technical Vocational Education and Training (TVET) Policy

¹⁷ Ministry of Education and Sports, 2019. The National Teacher Policy Implementation Standards