

# HakiElimu's Pre budget Statement on the Education Sector's Budget Plan for the Financial Year 2017/18

## Introduction

The education sector's budget is a crucial tool for the successful implementation of government plans and service delivery. However, in order for the budget plan to be effective, it is crucial that its preparation puts into consideration the participation of various stakeholders with regard to the needs and priorities of this sector. We at HakiElimu, being cognisant of the fact that, are among the key stakeholders, have carried out an analysis of the important budgetary needs which should be prioritised in the Financial Year (FY) 2017/18.

Our analysis has considered the fact that there are undeniable efforts on the part of the Government aimed at expanding and improving basic education going hand in hand with the implementation of "free basic education". In implementing this policy directive, the Government has continued to spend a lion's share of its budget (over 60 per cent of the education sector's budget) to service basic education.

For instance, in the FY 2016/17 Budget, the Government set aside Sh. 4,768 billion for the whole sector, but Sh. 3,020 billion (equivalent to 63.3 per cent) was allocated to basic education (BEST, 2016). This in turn justifies the demand for participation of various stakeholders including '*wananchi*' (citizens) in determining priorities with regard to how this huge amount of money would be spent in order to attain the expected outcomes.

So, as the Government, through its ministries, presents sectors' budget estimates in Parliament for debate and eventual endorsement for the purpose of facilitating recurrent and development expenditure for the Financial year 2017/18, HakiElimu feels obliged to chip in with what it considers priority areas to be covered by the Education Budget (especially basic education) for the FY 2017/18.

### 1. **Budget for setting up and improving infrastructure in schools**

It is important for the government to put into consideration the enormous increase in the enrolment of learners, especially in our primary schools, which is an outcome of the implementation of the free education policy. According to available educational statistics (BEST), enrolment for pre primary has increased by almost 46 per cent, equivalent to an increase of 492,947 as that of primary schools increased by 41 per cent, which is equivalent to 552,289 students more when compared to the 2015 enrolment.

This is an increase of around 1,000,000 (one million) learners joining our schools. Given that the standard number of primary school learners per classroom is 45; our schools require at least 22,222 new classrooms, whose cost is Sh. 267 billion, that is, Sh12 million shillings per classroom. (BEST, 2015 costs) It should be borne in mind that even before the massive increase in the number of learners in public schools, there was a shortage of 95,945 classrooms (BEST, 2016); teacher-student ratio in our pre primary schools stood

at stood at 1:77 (BEST 2016). Now when that is combined with the increase in the number of learners and implementation of the free education policy, it is clear that the Government needs to set aside Sh. 1,418 billion in its 2017/18 Budget for the construction of new classrooms.

The 2017/18 Budget must also address the shortage of infrastructural necessities such as toilets as well as that of teaching aids. For instance, in primary schools, girls share toilet holes at the ratio of 1:53, while the recommended ratio is 1:20. Boys share toilet holes at the ratio of 1:56 while the recommended ratio is 1:25. This means that the shortage of toilet facilities for girls stands at 62 per cent while boys face a shortage 56 per cent shortage. Furthermore, primary schools are facing a shortage of: 186,008 staff houses (equivalent to 83.1 per cent); 10,943 administrative buildings (83.4 per cent); 15,342 library rooms (88 per cent) and 16,290 first aid rooms (93.9 per cent).

The above statistics show the significant infrastructure shortage that calls for deliberate budgetary efforts if we are to lift up the pathetic situation of our basic education. According to the World Bank (2016 SDI Report), only 41 per cent of Tanzania's primary and secondary schools have infrastructure that meets the required standards. It is our considered opinion that the education budget for the FY 2017/18 will address all these needs and set aside enough funds, more so in its development component, in order to facilitate infrastructural improvement for better delivery of basic education.

## **2. Shortage of Teachers**

Despite the fact that the teacher-student ratio in primary schools has improved to 1:43 (one teacher handles 43 students in a stream), the actual situation is still bad in some schools, and this is compounded by teacher absenteeism. The SDI World Bank report for 2016 shows that, much as there has been a good increase in number of teachers, their class attendance leaves a lot to be desired. According to this report, only 49 per cent of teachers go to class and teach as required, while 32 per cent come to school but don't bother to teach and 14 per cent don't come to school at all!

Statistics from the Tanzania Teachers Union (TTU) show that, basing on individual teacher workload; both Primary and Secondary schools have a shortage of 100,000 teachers. On the same basis, secondary schools have a shortage of 50,000 teachers, 30,000 of whom should be teaching Science. According to government statistics (BEST, 2016), there is a shortage of 7,291 Maths teachers; Biology has a shortage of 5,181; Chemistry (5,373) and Physics (6,873).

Public schools have a shortage of 4,000 laboratory technicians. Almost 90 per cent of all the ward schools, numbering over 3,500, have no laboratory technicians, a situation that forces teachers to engage in the task of having to do preparations for experiments. Availing laboratory technicians to schools will reduce this burden on teachers and also expedite the preparation of scientists who will be the pillar of Tanzania's drive to become a semi industrialised country by 2025.

Because of that, we at HakiElimu would like to advise the Government and the Parliament to come up with the kind of education budget that will motivate teachers to remain in their work stations and educate our children.

### **3. Budget for addressing teachers grievances**

According to Tanzania Teachers Union (TTU), the government owed at least 1,097 retired teachers a total of Sh138 billion being their pension and social security funds (PSPF) payments. The PSPF has failed to pay the retirees since the government has not remitted the cash contrary to its obligation. We now urge the government to set aside money for the express purpose of effecting remittances to the PSPF to enable the fund to pay these retired teachers.

According to TTU Secretary General, Ezekiel Oluoch, about 8,000 teachers were promoted between February and March 2016, and these have not been paid the prerequisite salary increases totalling Sh. 200 billion (to match their new grades). Furthermore, as of December 2015, teachers were owed non-salary payments amounting to Sh. 9 billion and to date, that money has not yet been released.

Meanwhile, a total of Sh. 11 billion being non-salary payments owed to teachers were rejected by the Government after verification. It is HakiElimu's considered view that teachers whose claims were rejected should be duly notified in writing and reasons for the rejection should be stated, and they should be given the chance to appeal if they will deem it fit. This will be necessary for we are aware some claims were rejected simply because of procedural errors, something that does not nullify a genuine claim.

TTU maintains that once full verification is carried out, non-salary claims by teachers are bound to rise by more than Sh10 billion, when added to the arrears covering January to December 2016. HakiElimu's advice to the Government is that the verification should be expedited so that the relevant departments and ministries can include the money owed to teachers in the 2017/18 Budget.

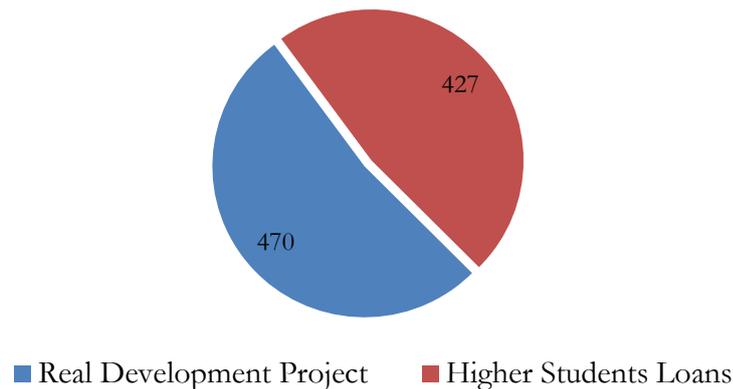
Our advice to the Government is that it should set aside in its FY 2017/18 Budget some Sh. 90 billion for the purpose of paying leave allowances to about 150,000 teachers who are expected to go on leave in the next financial year, the average leave allowance being Sh600,000. For the purpose of avoiding the inconvenience of teachers having to go on leave without being paid leave allowances; our advice to the Government is that it should subscribe to the TTU advice to pay 13 salaries (double the December salaries) to all teachers, as that would cover for leave allowance payment whenever it is due. This arrangement, we advice, should come to effect from the FY 2017/18.

### **4. Implementation of education sector's Development Budget.**

According to the Minister for Finance, Dr Philip Mpango, there has been a development budget deficit during the FY 2016/17. As of March 2017, the government had only released 34 per cent of the national development budget, a situation which, by extension, affected development budget release to the education sector as well.

In the FY 2016/17, Sh. 897.6 billion was allocated for development expenditures for the Ministry of Education, of this amount, Sh427 billion (48 per cent) was allocated to higher education student loans while to Sh470 billion (52 per cent) was set aside for specific development projects in the education sector that are undertaken by the Ministry of Education, Science and Technology, such as construction of infrastructure in schools and colleges.

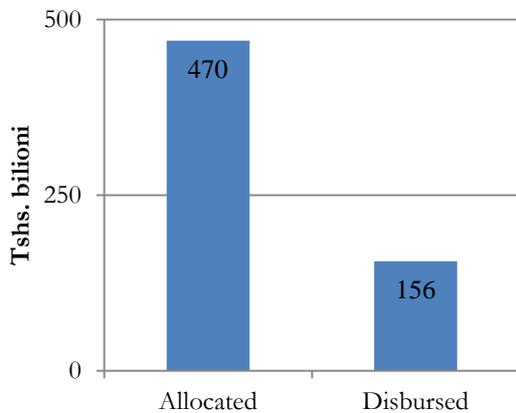
**Development budget allocation for the Ministry of Education  
2016/17 (Tsh.Billioni)**



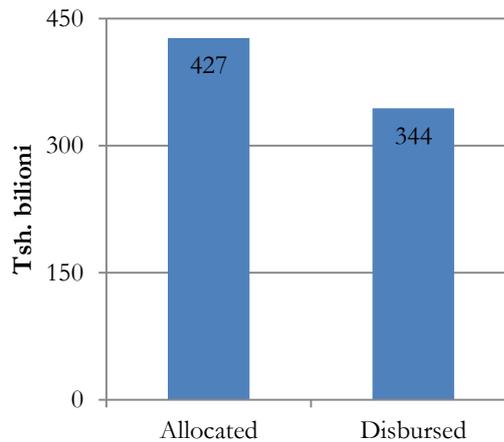
*(Source: Addendum to the Budget, Section No. 46, 2017/18)*

The danger underlying the implementation of Education ministry's development budget is that most of the funds that had been released up to March 2017 were spent on higher education students' loans and not for specific projects such as construction of infrastructure. For instance, according to the addendum to the Education Budget, vote number 46 for the FY 2016/17, a total of Sh. 344 billion, equivalent to 80 per cent of all the higher education loans funds, had been released as of March 2017. At the same time, only Sh. 156.4 billion, equivalent to 30 per cent of money of the Sh. 470 billion that had been endorsed for specific development projects, had been released as of March 2017.

**Disbursement of real development budget for the Ministry as of March 2017**



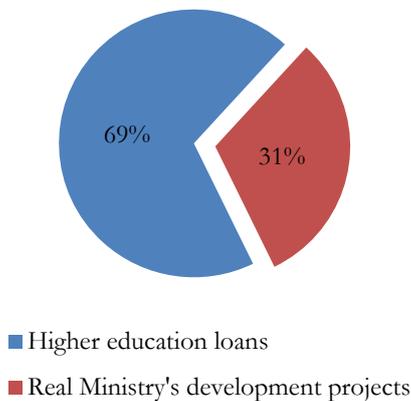
**Disbursement of Higher Education Loans Board budget as of March 2017**



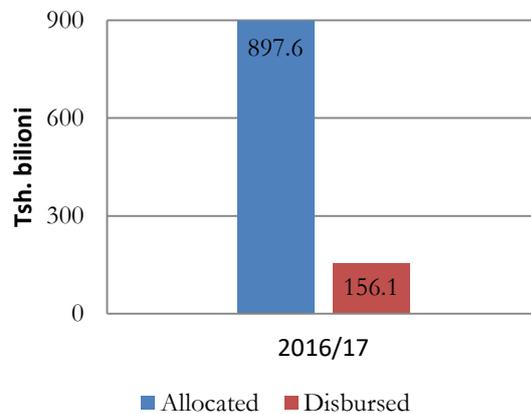
(Source: Addendum, Education ministry Budget, Section No. 46, 46 2017/18)

Therefore, this is the same as saying that, out of the Sh. 500.4 billion that was released for implementation of the Education ministry development projects, most of it, amounting to Sh. 344.3 billion (about 70 per cent), went towards the issuance of loans for higher education students. This is to say, it was only Sh156.1 billion, equivalent to 30 per cent of the funds that were released for specific Education ministry development projects.

**Ministry's development budget disbursement as of March 2017 (Tsh. bil)**



**Disbursement for real Ministry's Development projects (excluding loan board money) as of March 2017**



(Source: Addendum for the Education ministry Budget, Section No.46, 2017)

It is quite clear therefore, that this kind of development budget disbursement trend is unhealthy to addressing the education sector's development challenges. We at HakiElimu would like to advise the Government and the Parliament to take note of the weaknesses that we have underlined and facilitate better budget implementation in FY 2017/18. It is crucial to note that releasing funds that are below what had been endorsed does not only pull back progress in the education sector, but also brings conflicts in the distribution of resources and in some cases, and

the whole notion of budgeting is lost. We call upon the Government to allocate an implementable budget that they can fully mobilize and disburse.

**Donor Dependence:** In order to prepare an implementable Budget, the Government and the Parliament need to be conscious of the tendency by development partners’s struggle in honouring pledges. In the Education ministry’s development budget that was endorsed for expenditure in the FY 2016/17, some Sh. 277 billion, which is equivalent to 31 per cent of the estimates, was to be issued by donors and development partners. However, up to March 2017, donors had only issued Sh. 132 (equivalent to 47.6 per cent). If this is the common reality, it is prudent for the government to improve its domestic sourcing of funds. We advise it to mostly rely on domestically sourced funds in the implementation of its development projects in the education sector in order to avoid the recurrent irritation of having to copewith budget deficits year in, year out.

### 5. Budget for quality control and monitoring Schools

During the FY 2016/17 the Education ministry allocated Sh. 2.3 billion for maintaining the quality of schools. However, by March 2017 the Ministry had received Sh. 0.382 billion, equivalent to 16 per cent of the allocated amount. This clearly shows that not much quality control activities or projects were implemented in our schools during the FY 2016/17. We need to appreciate the fact that quality checks of schools are necessary, for they facilitate inspections through which teachers can be given professional advice on how they can improve their work and therein boost education offered to our children.

During the years 2014 and 2015, the Education ministry’s inspectorate department did not perform well due to financial constraints. From the available statistics (BEST 2015), only 20 per cent of the country’s primary and secondary schools were inspected annually. Given that only 16 per cent of quality control budget was released as of March 2017, we can rightly conclude that much fewer schools were visited by inspectors during the FY 2016/17. HakiElimu would like to advise the Government and the Parliament to take note of the budgetary weakness in the area of quality control of school and see how to make the necessary adjustments in the FY 2017/18 fund allocations.

### 6. Budget for Implementing special Education Projects

The July 2016 to March 2017 Budget Implementation Report highlights big weaknesses that have undermined key projects that were scheduled for implementation during the FY 2016/17. The projects, which have been adversely affected by the issuance of insufficient budget include the one of “sanitation and water availability in schools” (WASH); programme to empower our young learners to at least master the three ‘Rs’—Read, Writing and Arithmetic—known in Kiswahili short form as KKK (Kuandika, Kusoma, Kuhesabu) under the LANES project and inspection budget and improving of the quality of schools. Elaboration on the project type, the funds allocated and the released amount as of March 2017 are shown on the Table below:

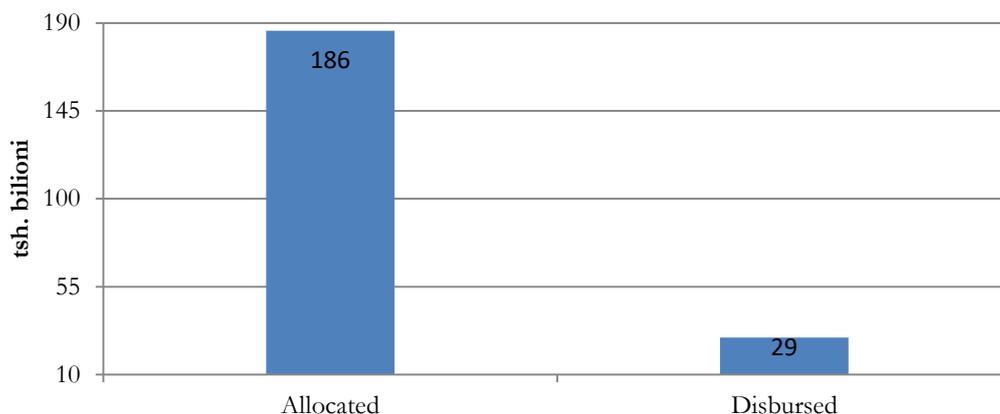
Project Number	Project Title	Endorsed Budget	Released Budget as of March 2017	% of Funds Released
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PT4321	Improve Pupils' Mastery of the Three Ws under LANES	108,000,000,000	29,209,403,716	27%
PG3280	Sanitation and Water Availability in Schools (SWASH)	607,285,817	180,000,000	29%
PT6235	Improving Quality of Schools	8,700,000,000	0	0%
PT4320	Improving Quality of the Institute of Education	42,693,000,000	0	0%
PT4371	Repair works in Colleges of Education	23,000,000,000	0	0%
PT4370	Education for Those who Missed the Chanced "Yes I Can"	2,250,000,000	0	0%
T4306	ADEM Repair works	1,000,000,000	0	0%
TOTAL		186,250,285,817	29,389,403,716	16%

(Source: Addendum for the Education ministry Budget, Section No.46, 2017)

Therefore, it would be correct to say that, out of the Sh.186 billion which had been allocated to major Education ministry development projects; only Sh. 29 million, equivalent to 16 per cent of the endorsed funds, had been released as of March 2017! Given this reality, it is quite clear the targeted projects won't have been implemented by even 30 per cent at the close of the FY 2016/17. This is a disturbing situation as it pulls back efforts to improve Tanzania's education sector.

### Implementation of Ministry of Education development budget as of March 2017



From this analysis, it is clear that a lot needs to be done if we are to improve the learning and teaching environment in our schools. We call upon the Members of Parliament to carefully study

the way education projects have been implemented so that they can be in a better position to advise the government in the area of improving learning and teaching in our schools.

### **7. Budgets for Schools' Capitation grants**

The Government policy decision to provide basic education without charging fees means it must fully embrace the responsibility of issuing schools with capitation grants of Sh. 10, 000 per primary school pupil and Sh. 25,000 per secondary school student. That is besides the additional Sh. 20,000 for day secondary schools and Sh. 40,000 for boarding secondary schools to be spent on areas such as infrastructure and teaching materials.

In its Circular Number 3 of 2016, the Government reveals that it will be taking 60 per cent of the Sh.10, 000 capitation cash per learner, which is the same as Sh.6,000. The Government further notes in the Circular, that the remaining Sh.4,000 for each learner in public primary schools will remain with the local governments administration authorities (Tamisemi) which would spend it on purchasing books which would be sent directly to schools. A survey conducted by HakiElimu towards the end of 2016 on the execution of education without fees policy, shows that primary schools received Sh. 500 (shillings five hundred per month) for each pupil, which is equivalent to Sh6,000, per year.

However, 94.6 per cent of school heads who were interviewed by our surveyors were categorical that the Sh. 6,000 per pupil which they were issued with during the FY 2016/17 was not enough to cater for the needs of administration, examinations, infrastructure repairs and the purchase of recurrent essentials. This bad situation, teachers say, has been exacerbated by reduced parents' input. The teachers' view is that the amount has been overtaken by events and has to be reviewed to match current needs.

It goes without saying that the Sh.10, 000 capitation grant per pupil in primary school and Sh. 25,000 per each secondary school student, set in 2001, has been overtaken by economic realities. At that period, our Sh. 1,000 was equivalent to one dollar; currently, we need Sh. 2,200 to purchase the same dollar. In effect, the capitation grant should now be Sh. 22,000 for each primary school pupil and Sh. 50,000 for each secondary school student.

What that means is that for the Government to sustain free education, it must review the levels of the capitation funds it releases to school, bearing in mind that the value of the shilling has gone down and that Sh10,000 cannot purchase today what it was capable of purchasing in 2001, when the amount was set. Therefore, HakiElimu would like to advise the Government and the Parliament to give Sh. 22,000 as the capitation grant for each primary school learner and Sh. 50,000 for his/her counterpart in secondary school. This suggested amount will be clarified in the Table below:

**Table No.1: Subsidy Estimates and Filling the Gap Left by Fees Ban in FY 2017/18**

	Amount (Shs)	Number of learners	Total
Pre-primary education	20,000	1,562,770	Bil 32
Primary Education	20,000	8,987,031	Bil 180

Secondary Education	40,000	1,575,254	Bil 63
Secondary Sc Fees	20,000	1,575,254	Bil 31.5
Total of Capitation Fund for Primary and Secondary Schools			Bil 306.5

### **Conclusion**

HakiElimu recognises the heavy responsibility that the government has as it seeks to cater for the needs of the whole citizenry. However, we all must agree that basic education opens the door to all pursuits and the country's achievements. If our children will be well-heeled education-wise, they will be able to come up with smart ways of tackling challenges facing their country, including the best ways of facilitating the success of Tanzania's economy and its industrialisation dream.

The Government should take note of areas we have highlighted above as it goes about setting up the Education ministry's budget, bearing that plans must be inclusive. For instance, in the area of infrastructure, it must be noted that many of our schools aren't suitably designed to cater for learners who are disabled or those with special needs of one form or other.

The budget should also look into the possibility of setting aside funds for providing meals for pupils, especially pre-primary and lower primary school pupils, as that would enhance concentration in class and reduce truancy and absenteeism. The budget should also set aside funds for controlling the quality of schools so as to improve the quality of learning. Statistics show that government's capacity to fulfil its obligation is below 50 per cent due to budget constraints.



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