

**CENTRE for BASIC RESEARCH**



# **Assessing Civic Education Funding in Uganda's 2020/2021 National Budget**

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**JANUARY 2021**

## Executive Summary

Civic education refers to “a deliberate process of inculcating a spirit of nationalism, cultivating a love for country, and one another, for fostering peaceful mutual co-existence, tolerance of divergent opinions, putting country before and above self in order to shape the dispensation of democracy and good governance”.

Civic education is essential to development because it fosters citizen engagement or participation in governance. Civic education is therefore considered an essential building block of sustainable development and governance.

However, while civic education is considered essential to sustainable development, traditional approaches to development have been found to neglect it and consign it to piecemeal interventions from development partners and civil society. As a result many public investment projects in developing countries such as Uganda have not been sustainable due to limitations in civic ownership.

Against such a background of declining emphasis on civic education, the Centre for Basic Research (CBR) with support from the Democratic Governance Facility (DGF) commissioned this study to assess the funding of civic education in Uganda's national budget. CBR has been undertaking analyses of public funding opportunities and priorities for Civic Education in the national budget allocated to Ministries, Department and Agencies (MDAs) of Government in Uganda since FY2018/19, CBR. The aim of these analyses has been to understand the extent to which civic education is prioritised in Uganda's public investments and the implications thereof.

This particular paper and the analysis herein sought to track civic education expenditure in the FY 2020/2021 national, sector and MDAs budgets. This budget tracking was based on the notion that government of Uganda's funding modalities, allocations and approvals are indicative of where its civic education priorities lie. This analysis is therefore considered essential to conceptually and theoretically clarify government of Uganda's understanding of civic education, by examining how it is publicly resourced and how its delivery is institutionally organized.

Tracking and analysis of Civic Education expenditure was undertaken by using an adaptation of the Public Expenditure Review (PER) methodology (World Bank, 2017) – with emphasis placed on understanding how much is being spent on civic education, the institutions under which the expenditure is housed and the functions to which the resources are put.

The study concludes that the low level of resource allocation directed towards civic education - even within institutions mandated to undertake civic education, lends credence to the conclusion that civic education has been relegated to the lowest priorities in Uganda. It has also been noted that even the limited funding available has been fluctuating over the years and even non-existent in some of the reference years. The limited nature of the funding is further exacerbated by the limited nature and in many instances, absence of funding designated for civic education at local government level.

It is however, envisaged that the consolidation of the civic education mandates under the Community Mobilisation and Mind-set Change programme in the implementation of the NDP III will enhance the efficiency in spending the already available resources. It is also expected to enhance the resource allocation to civic education. Nonetheless, resource allocation is likely to continue being a challenge, considering the fact that 78% of the financing requirements of the programme are envisaged to come from external resources.

Finally, the civic education mandate is currently spear headed by the Ministry of ICT and National Guidance but the mandate is implemented by several MDAs without any strand of coordination running through their civic education initiatives. This is likely to change with the development and implementation of a National Guidance Strategy. However, for the strategy to be effectively implemented, this analysis proposes the following;

- 1 The Cabinet of Uganda and the Ministry of Finance, Planning and Economic Development** should consider increasing funding for civic education in the national budget if the National Guidance Strategy is to be effectively implemented. Currently, civic education is a low priority in resource allocation even in the institutions with the mandate to undertake civic education.
- 2 The Parliament of Uganda and Ministry of Finance, Planning and Economic Development** should also consider designating civic education funding as statutory expenditure given the importance of national values and patriotism.
- 3 The Ministry of Gender Labour and Social Development** should consider having designated civic education funding to local governments as the Head of the Technical Coordination Committee for the Community Mobilisation and Mind-set Change programme.
- 4 The National Planning Authority** should consider placing emphasis of civic education in the assessment conducted for the certificate of compliance to the budget. This will provide an annual evaluation as to whether the national budget is adhering to the NDP III provisions for civic education.

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## LIST OF ACRONYMS

CEWERU	Conflict Early Warning and Early Response (CEWERU)
CSOs	Civil Society Organisations
DGF	Democratic Governance Facility
EAC	East African Community
EC	Electoral Commission
FY	Financial Year
GCIC	Government Citizen Information Centre
ICT	Information Communication and Technology
JLOS	Justice Law and Order Sector
JSC	Justice Service Commission
KCCA	Kampala Capital City Authority
MDA	Ministries, Departments and Agencies
MGLSD	Ministry of Gender, Labour and Social Development
MOES	Ministry of Education and Sports
MoH	Ministry of Health
MoICT&NG	Ministry of ICT and National Guidance
MoJCA	Ministry of Justice and Constitutional Affairs
MoLG	Ministry of Local Government
MOWE	Ministry of Water and Environment
MTIC	Ministry of Trade, Industry and Cooperatives
NDP	National Development Plan
NITA	National Information Technology Authority
NPA	National Planning Authority
NPC	National Population Council
OPM	Office of the Prime Minister
PER	Public Expenditure Review
PHC	Primary Health Care
SALW	Small Arms and Light Weapons (SALW)
UBC	Uganda Broadcasting Corporation
UGX	Uganda Shillings
UHRC	Uganda Human Rights Commission
UNBS	Uganda National Bureau of Standards
UPF	Uganda Police Force
URA	Uganda Revenue Authority

## INTRODUCTION AND METHODOLOGY

Civic education is a concept that has been interpreted differently in varying contexts, with several definitions over the years. Civic education has broadly been taken to encompass all processes (intentional or otherwise) “that affect people’s beliefs, commitments, capabilities, and actions as members or prospective members of communities”. On the other hand, civic education can narrowly be taken to refer to the deliberate programmes in institutions of learning aimed at preparing students to participate in community (Crittenden & Levine, 2018).

This paper takes Civic education to refer to “a deliberate process of inculcating a spirit of nationalism, cultivating a love for country, and one another, for fostering peaceful mutual co-existence, tolerance of divergent opinions, putting country before and above self in order to shape the dispensation of democracy and good governance”. It is about building values and attitudes of good citizenship, and to the extent it does, is concerned with the broad political agenda of a continuous process of nation-building in which well informed and responsible citizens are equipped with skills to participate and contribute to the development of and maintenance of democratic governance, leading to establishment of a stable democratic political system.

Civic education becomes essential to development when it fosters civic or citizen engagement or participation in governance. Civic education is therefore considered an essential building block of sustainable development and governance (Winthrop, 2020). It is often considered critical in building a sense of ownership and sustainability in public investment projects, civil society initiatives and development partner projects.

Civic education is a function of civic engagement, a concept that has come to characterize many interventions from Uganda’s development partners and civil society – but one seldom given its needed attention in government policy and resource allocation. This partly explains why the country has registered impressive economic growth figures but with persistent social development challenges.

However, while civic education is considered essential to sustainable development, traditional approaches to development have been found to neglect it and consign it to piecemeal interventions from development partners and civil society (Gautam and Menon, 2003). As a result many public investment projects in developing countries such as Uganda have not been sustainable due to limitations in civic ownership.

“When it comes to public policy, the masses of people in the underdeveloped world are the object of politics but hardly any where its subject.” – Gunnar Myrdal <sup>1</sup>

Against such a background of declining emphasis on civic education, the Centre for Basic Research (CBR) with support from the Democratic Governance Facility (DGF) commissioned this study to assess the funding of civic education in Uganda’s national budget.

<sup>1</sup> Adopted from Gautam and Menon (2003)

## Rationale and Objectives of the Study

Since FY2018/19, CBR has been undertaking analyses of public funding opportunities and priorities for Civic Education in the national budget allocated to Ministries, Department and Agencies (MDAs) of Government in Uganda. The aim of these analyses has been to understand the extent to which civic education is prioritised in Uganda's public investments and the implications thereof. This project is yet another effort in CBR's quest to re-prioritise civic education in Uganda's democratic governance agenda.

This particular paper and the analysis herein sought to track civic education expenditure in the FY 2020/2021 national, sector and MDAs budgets. This budget tracking was based on the notion that government of Uganda's funding modalities, allocations and approvals are indicative of where its civic education priorities lie. This analysis is therefore considered essential to conceptually and theoretically clarify government of Uganda's understanding of civic education by examining how it is publicly resourced and how its delivery is institutionally organized.

## Approach and Methodology

It was noted that there is no established definition of what constitutes public expenditure on civic education. This was found to be true in Uganda and the literature reviewed from elsewhere. Therefore, this study took civic education expenditure to include expenditure on civic engagement activities, awareness creation, and sensitization programmes.

Data collection for the study was undertaken through a review of available literature. The literature reviewed mostly included Uganda's national budget documents, sector and MDA budget documents. These were complemented with a review of literature published by development partners, academia and Civil Society Organisations (CSOs).

Tracking and analysis of Civic Education expenditure was undertaken by using an adaptation of the Public Expenditure Review (PER) methodology (World Bank, 2017). While the PER seeks to answer six questions, the adaptation to this analysis only looked at the analytical approaches that answer the question on "How much does the government spend and on what". In this approach the analysis sought to understand how much is being spent on civic education, the institutions under which the expenditure is housed and the functions to which the resources are put.

The scope of this analysis is restricted to expenditure on activities related to sensitisation of citizens, awareness creation and civic engagement. The primary year of reference for the analysis is FY 2020/21. However, in order to assess patterns and trends an additional four year period between FY 2016/17 and FY 2019/20 was also considered.

## Institutional and Policy Framework for Civic Education in Uganda

Legally, the Constitution of the Republic of Uganda is the supreme law in Uganda and it mandates the state to mobilise and empower citizens as a sustainable platform for development. This mandate is actualised through the Acts of Parliament such as the Local Government Act (Cap 243) which mandates local governments to spearhead the mobilisation and empowerment of citizens to participate in community development and governance. Additionally, the Equal Opportunities Act (2007) provides for the mobilisation and sensitisation of Ugandans to demand for equal treatment and consideration.

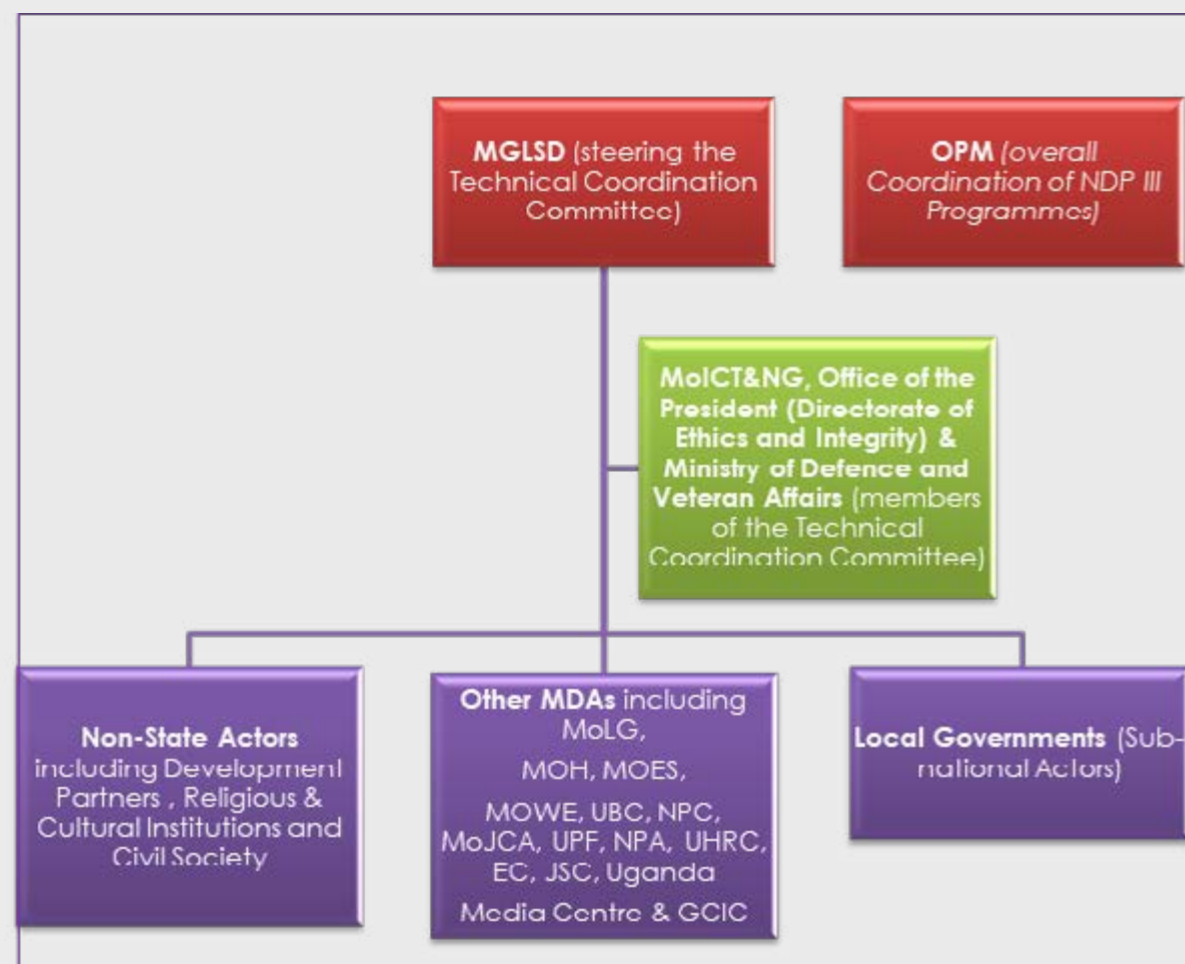
In the five year period between FY 2020/21 and FY 2024/25, policy planning and resource allocation in Uganda is to be guided by the third (of six) National Development Plans under the Vision 2040 (commonly referred to as NDP III). The NDP III which is the overarching planning framework for Uganda has also ushered in a paradigm shift in planning and resource allocation which has seen the country transition from a framework where MDAs are organised under sectors to one where MDAs are organised under programmes.

Furthermore, the plan envisages the adoption of both the broad and narrow approaches to civic education. First, the NDP III proposes the development and implementation of a National Guidance Strategy aimed at harmonising interventions and ultimately increasing civic participation in decision making. Secondly, the plan also envisages a long term measure of reviewing the education curricula with the aim of increasing "students' consciousness on national values, ideology and national defence".

Institutionally, the civic education mandate is currently housed under the Ministry of ICT and National Guidance (MoICT&NG) as the line ministry. Other MDAs with a designated civic education function also include the Ministry of Ethics and Integrity and National Leadership Institute (NLI) at Kyankwanzi. It is also important to note that while these are the MDAs that primarily house the civic education mandate and functions, all other MDAs of government have an element of civic education in their activities (deliberate or otherwise) that is mostly coined as awareness creation.

However, effective FY 2021/22, resource allocation will be undertaken under programmes rather than sectors. Civic Education is taken to be one of the key development strategies in the NDP III. Acknowledging the limitations arising from the scattered mandate across several institutions, the NDP III envisages a much more coherent approach by bringing all mind-set change initiatives under the Community Mobilization and Mind-set Change Programme.

Figure 1: Institutional Framework for the Community Mobilisation and Mind-set Change Programme



Source: Author's Conceptualisation based on information in the NDP III

Under the NDP III, the mandate for overall Programme coordination rests with the Office of the Prime Minister (OPM). However, the Ministry of Gender, Labour and Social Development (MGLSD) is to steer the implementation of the Programme activities in collaboration with the Ministry of ICT and National Guidance along with other MDAs, Civil Society and Religious Institutions.

## Trends in Public Expenditure on Civic Education

As explained in the methodology section of this paper, the primary year of reference for this analysis was FY 2020/21. However, the analysis necessitated an expenditure pattern and trend analysis which extended the reference period to five years, that is, FY 2016/17 to FY 2020/21. It is also important to emphasise that Civic Education expenditure was taken to include funding for sensitisation of citizens, awareness creation and civic engagement.

In financial year 2020/21, Uganda's total approved budget was approximately UGX 45.5 Trillion (including arrears and appropriation in aid). Distributed across the country's public expenditure sectors, only a small fraction of it went towards the ICT and National Guidance sector as illustrated in table 1.

Table 1: Sector Allocations of Uganda's FY 2020/21 National Budget

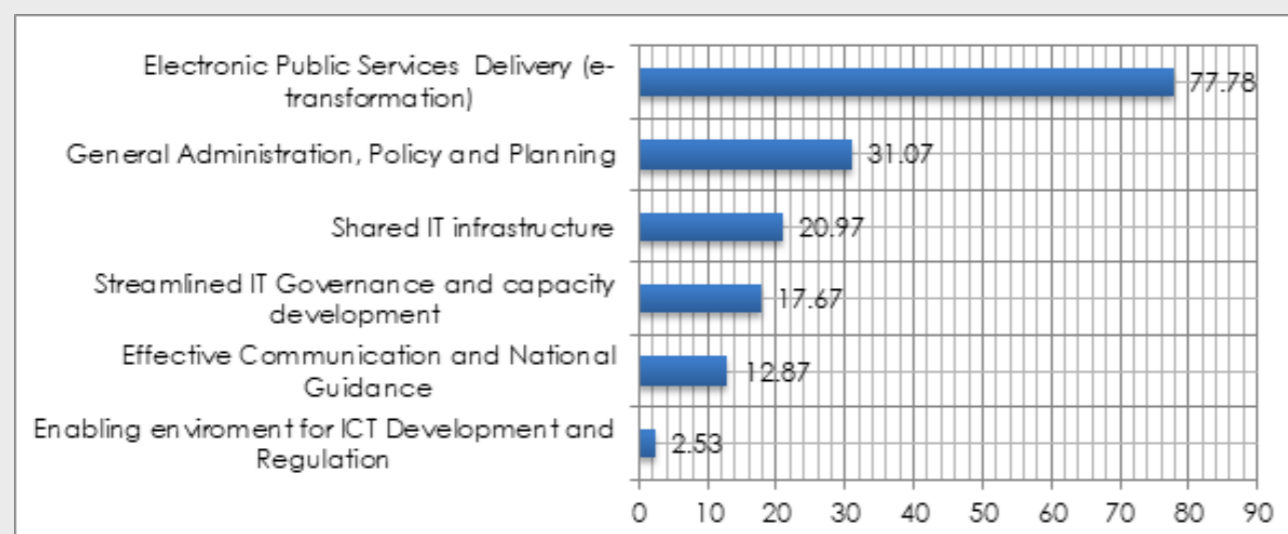
SECTOR ALLOCATIONS	FY 2020/21	% Allocations
Interest Payments	12,764.63	28.1%
Works and Transport	5,914.52	13.0%
Security	4,667.43	10.3%
Education	3,700.18	8.1%
Health	2,788.91	6.1%
Energy and Mineral Development	2,565.44	5.6%
Accountability	2,148.75	4.7%
Justice/Law and Order	2,026.56	4.5%
Local Government Sector	1,937.32	4.3%
Water and Environment	1,730.52	3.8%
Public Administration	1,350.82	3.0%
Agriculture	1,333.93	2.9%
Public Sector Management	677.70	1.5%
Legislature	672.83	1.5%
Science, Technology and Innovation	276.72	0.6%
Lands, Housing and Urban Development	224.07	0.5%
Tourism	197.82	0.4%
Social Development	187.41	0.4%
Trade and Industry	165.27	0.4%
ICT & National Guidance	162.90	0.4%
<b>GRAND TOTAL</b>	<b>45,493.7</b>	<b>100.0%</b>

Source: Approved Estimates of Revenue and Expenditure, Volume I

As illustrated in table 1, the ICT and National Guidance sector where the mandate for civic education lies received the least proportion of the FY 2020/21 national budget. This allocation pattern is similar to FY 2019/20 and other preceding years. This suggests limited prioritisation of civic education in the country's resource allocation.

Further analysis of the ICT and National Guidance sector budget revealed that the civic education is not a priority for resource allocation even within the sector that carries the primary mandate. In FY 2020/21, the Effective Communication and National Guidance programme in the sector was the second to last priority in resource allocation. The programme accounted for only 8% of the sector's budget in FY 2020/20 as illustrated in Figure 2.

**Figure 2: Allocations to the ICT and National Guidance Sector Programmes in FY 2020/21 (Billion UGX)**



Source: Computation from the Approved Estimates of Revenue and Expenditure, Volume I

Despite the limited funding, it was also noted that the programme experienced a 4% decline in funding when compared to FY 2019/20. Nonetheless, it was noted that the programme has a good pattern of resource allocation with non-wage recurrent expenditure accounting for most (93%) of the UGX 12.87 Billion it was allocated. This is deemed to be a good pattern because non-wage recurrent expenditure is what funds the provision of services.

However, not all the funding that goes to the programme is spent towards national guidance. The national guidance sub-programme where civic education lies is the least funded sub-programme accounting for only an approximate 4.5% of the programme budget over both FY 2019/20 and FY 2020/21.

**Table 2: Budget Allocations within the Effective Communication and National Guidance Programme ('000 UGX)**

Programme and Sub-Programme	FY 2019/20			FY 2020/21		
	Wage	Non- Wage	Total Budget	Wage	Non- Wage	Total Budget
Effective Communication and National Guidance	931,726	12,517,423	13,449,149	931,726	11,939,897	12,871,623
Information	173,724	11,079,388	11,253,112	173,724	10,107,556	10,281,280
Uganda Media Centre	410,554	1,200,000	1,610,554	410,554	1,600,000	2,010,554
National Guidance	347,448	238,035	585,483	347,448	232,341	579,789

Source: Computation from the Approved Estimates of Revenue and Expenditure, Volume I

It was also noted that the National Guidance Sub-Programme registered a 1% decline in its funding between FY 2019/20 and FY 2020/21. Furthermore, the sub-programme is the only one with a poor allocation pattern with 60% of its funding going towards wages, leaving only 40% to fund service delivery. The limited funding extended towards national guidance largely explains why the country has experienced limited civic awareness among its citizens, leading to limited appreciation of the national values by most citizens – challenges that are elaborated in the NDP III.

It is also of concern to note that the ICT and National Guidance sector has no indication of expenditure at local government level. Local Governments implement service delivery for the citizens and the Community Development Offices (CDOs) at all Local Governments are essential in the delivery of civic education. It is therefore important to note that Local Governments have been mapped as important actors in the implementation design of the Mind-set Change and National Guidance Programme under the NDP III. It is therefore even more important that resources are allocated to the CDOs at Local Government if the National Guidance Strategy that is envisaged by the NDP III is to be effectively implemented.

### Civic Education Expenditure among the MDAs of Government

Civic education expenditure can be tracked in several MDA of government budgets due to the fact that several MDAs have civic education related activities in their budgets. However, it is important to note that not all MDAs have civic education expenditure in their budgets. It is also important to note that some of the civic education expenditure was not quantifiable due to the absence of clear expenditure information. Using the expenditure classification criteria elaborated in the methodology section, Table 3 shows the allocation trends among various MDAs.

**Table 3: Budget Trends for Civic Education among selected MDAs of Government (UGS '000)**

MDA OF GOVERNMENT	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21
Uganda Revenue Authority (URA)	10,332,778	11,557,046	10,853,093	26,798,879	24,038,749
Electoral Commission	212,600	312,896	245,430	6,800,375	19,835,095
Office of the President	-	2,160,000	4,320,000	14,320,000	14,120,000
Inspectorate of Government	727,069	1,966,627	1,784,660	1,910,556	1,821,770
Judicial Service Commission	609,146	1,309,169	831,270	1,957,985	1,750,930
Equal Opportunities Commission	678,182	664,183	1,316,612	1,165,720	1,081,069
Ministry of Energy and Mineral Development	834,600	635,400	1,357,150	1,015,450	1,069,750
Ethics and Integrity	1,174,880	405,500	678,787	211,000	933,000
Uganda National Bureau of Standards	180,000	180,000	330,000	1,000,000	800,000
Ministry of EAC Affairs	807,248	601,336	1,637,934	571,300	790,051
Ministry of Trade, Industry and Cooperatives	119,097	218,227	90,000	153,227	118,000
Ministry of Internal Affairs	-	148,885	35,000	38,000	111,000
National Information Technology Authority (NITA)	450,322	-	-	-	-
Ministry of Health	-	-	-	11,575,480	-

Source: Computation from the Approved Estimates of Revenue and Expenditure, Volume I

It is evident from Table 3 that all the MDAs had fluctuating trends in civic expenditure during the five year period between FY 2016/17 and FY 2020/21. While some MDAs had expenditure throughout all the years, some like NITA only had it in only one year.

Furthermore, while most expenditure under the MDAs was discretionary in nature, some of it was indicated to be statutory. Expenditure under the Inspectorate of Government was indicated to be statutory in Nature.

Over the reference period, the URA, the Electoral Commission and the Office of the President have had the largest budgets for civic education. On the other hand, it was notable that the Ministry of EAC Affairs, Ministry of Trade, Industry and Cooperatives along with the Uganda National Bureau of Standards had the least allocations for civic education.

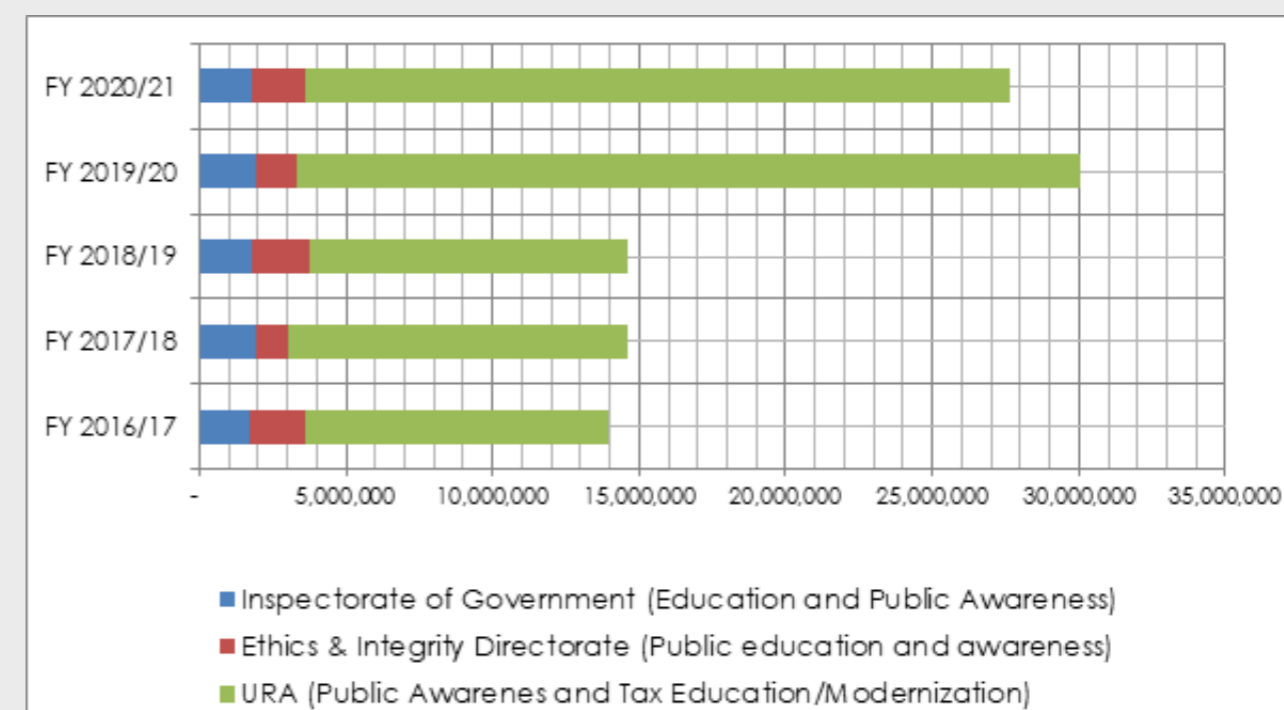
## Details of Civic Education Expenditure among Selected MDAs

The analysis goes further to assess the functions to which the funding was directed. Given the number of MDAs, the analysis is categorised under the respective sectors where the MDAs belong. The MDAs reflected in table 3 represent nearly half (9 of 20) of the public expenditure sector at the time.

### Accountability Sector:

Of all the MDAs where civic education expenditure was observed, the Accountability Sector is the most represented with three different institutions. The functions to which this funding was put in the sector are summarised in figure 3.

**Figure 3: Details of Civic Education Expenditure in the Accountability Sector (UGX '000)**



Source: Computation from the Approved Estimates of Revenue and Expenditure, Volume I

The Uganda Revenue Authority (URA) spent the largest amount on civic education across the reference period. The funds went towards enhancing public awareness and tax education. The funding for public awareness and tax education relatively had an increasing trend with significant increases (more than doubling) between FY 2018/19 and FY 2019/20. The Inspectorate of Government long with the Directorate of Ethics and Integrity Directorate both had fluctuating trends in allocation with their funds allocated towards public education and awareness.

<sup>2</sup> Statutory Expenditure refers to funds that are charged directly from the Consolidated Fund. These funds are mandatory and cannot be altered by Parliament in its appropriation process.

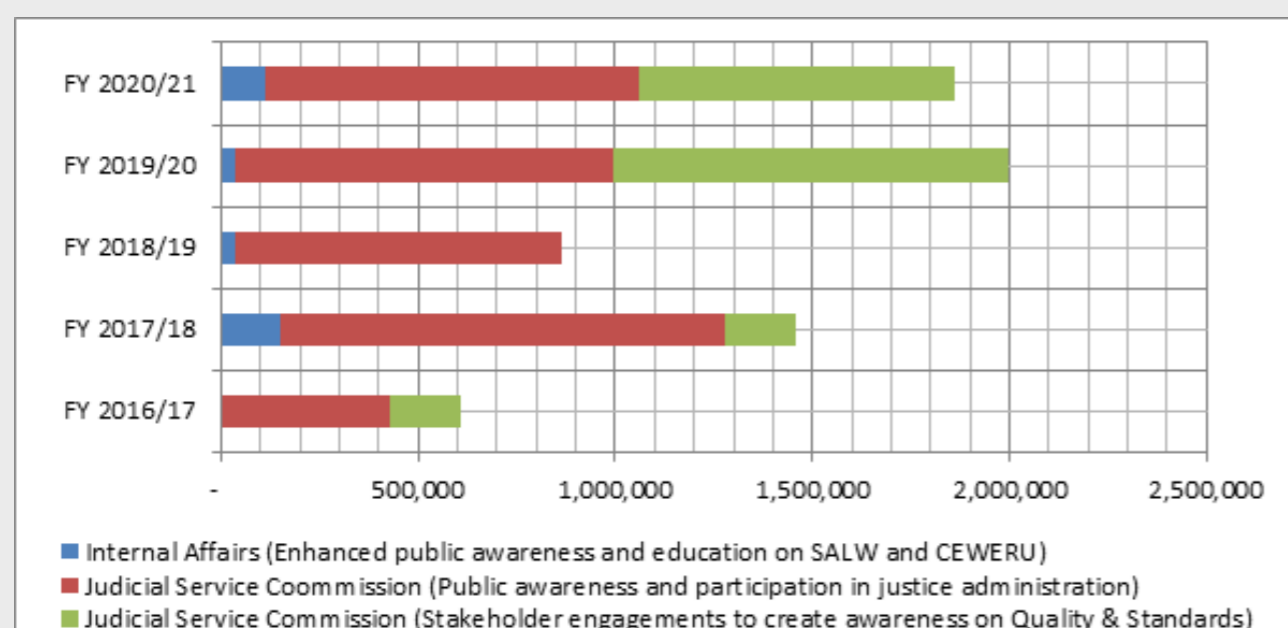


## Justice, Law and Order Sector (JLOS):

Activities under the JLOS are aimed at “promoting the rule of law through effective regulation of economic activity, clarification and affirmation of rights, and strengthening laws, regulations and institutional arrangements that shape daily economic and social activity.” Civic education in this sector is among other things mainly aimed at ensuring that citizens understand their rights and also enjoy those rights. The sector has several institutions. However, this analysis identified civic education funding in only Ministry of Internal Affairs and the Judicial Service Commission.

During the reference period of the study, the sector had fluctuating trends in funding leading up-to FY 2018/19. However, the sector registered an increasing trend in funding during the latter period (FY 2018/19 to FY 2020/21) as illustrated in Figure 4.

Figure 4: Details of Civic Education Allocation in the JLOS (UGX '000)



Source: Computation from the Approved Estimates of Revenue and Expenditure, Volume I

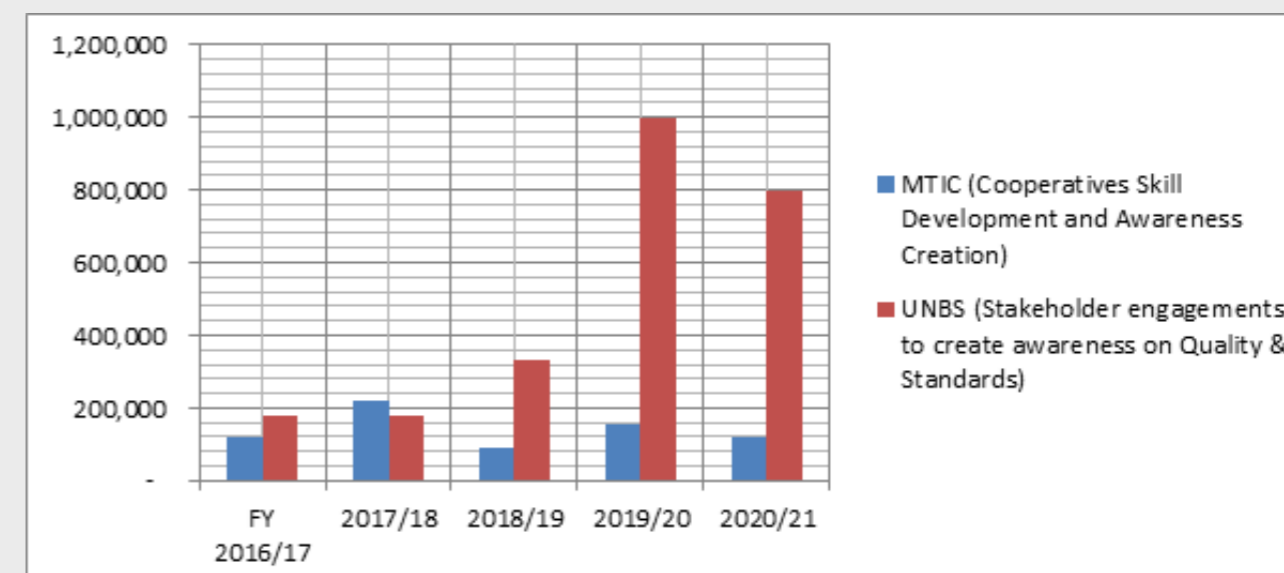
In the Ministry of Internal Affairs, funding went towards enhancing public awareness and education on Small Arms and Light Weapons (SALW) and Conflict Early Warning and Early Response (CEWERU). The Judicial Service Commission on the other hand allocated its funding towards public awareness and participation in justice administration as well as stakeholder engagement with the aim of creating awareness on quality and standards.

3 See JLOS' Fourth Strategic Development Plan

## Trade, Tourism and Industry Sector:

Civic education funding was identified in two of the MDAs in the Trade, Tourism and Industry sector namely the Ministry of Trade, Industry and Cooperatives (MTIC) and the Uganda National Bureau of Standards (UNBS) as illustrated in Figure 5.

Figure 5: Details of Civic Education Allocation in the Trade, Industry and Cooperatives Sector (UGX '000)



Source: Computation from the Approved Estimates of Revenue and Expenditure, Volume I

The largest proportion of funding in the sector went towards the UNBS which registered an increasing trend between FY 2016/17 and FY 2019/20 before declining in FY 2020/21. The funding for the UNBS was directed towards stakeholder engagement with the aim of creating awareness on quality standards. Civic education funding for the MTIC depicted a fluctuating trend. The funding was allocated towards development of cooperative skills and awareness creation.

## The Energy and Mineral Development; Public Sector Management; Social Development; and, ICT Sectors:

These four sectors also had civic education funding that registered fluctuating trends across the reference period. It is also notable that all the MDAs registered funding across the reference period with the exception of the NITA. NITA only had funding in FY 2016/17, a pattern that suggests significant funding deficiencies in the subsequent financial years.

The funding was directed towards health safety and social awareness for miners in the Energy and Mineral Development Sector; enhancing public awareness and participation in regional integration under the Ministry of East African Community Affairs; promotion of Public awareness on equal opportunities and affirmative action in the Equal Opportunities Commission and; awareness creation and change management to foster adoption of electronic systems in the National Information Technology Authority (NITA). Details of these allocations are illustrated in Table 4.

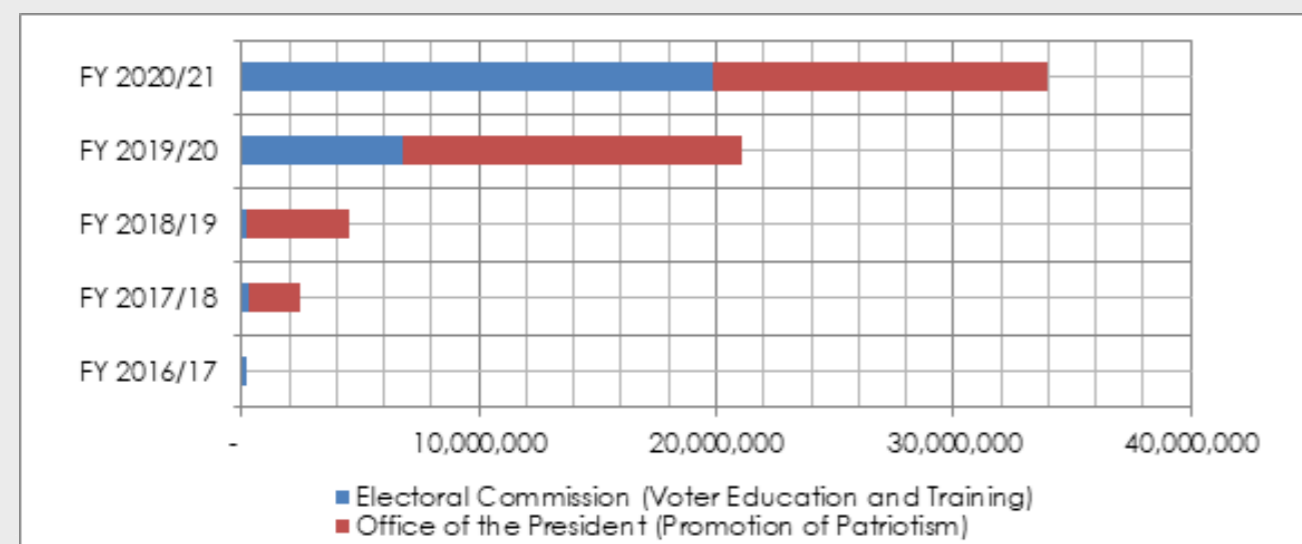
**Table 4: Details of Civic Education Expenditure in the Energy, PSM, Social Development & ICT Sectors (UGX '000)**

AGENC	Function	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21
MEMD	Health safety and Social Awareness for Miners	834,600	635,400	1,357,150	987,450	1,069,750
MEACA	Enhancing Public awareness and Public participation in EAC regional Integration	807,248	601,336	1,637,934	571,300	2,031,656
EOC	Promotion of Public awareness on equal opportunities and affirmative action	690,182	664,183	1,316,612	1,165,720	1,081,069
NITA	Awareness creation & change management to foster adoption of electronic systems	450,322	-	-	-	-

Source: Computation from the Approved Estimates of Revenue and Expenditure, Volume I

**Public Administration Sector:** The public Administration Sector had civic education funding allocated in both the Electoral Commission and the Office of the President. The funding in the Office of the President was directed towards promotion of patriotism while the funding under the Electoral Commission was directed towards voter education and training. It is important to note that voter education is a very specific form of civic education.

**Figure 6: Details of Civic Education Funding in the Public Administration Sector ('000)**



Source: Computation from the Approved Estimates of Revenue and Expenditure, Volume I

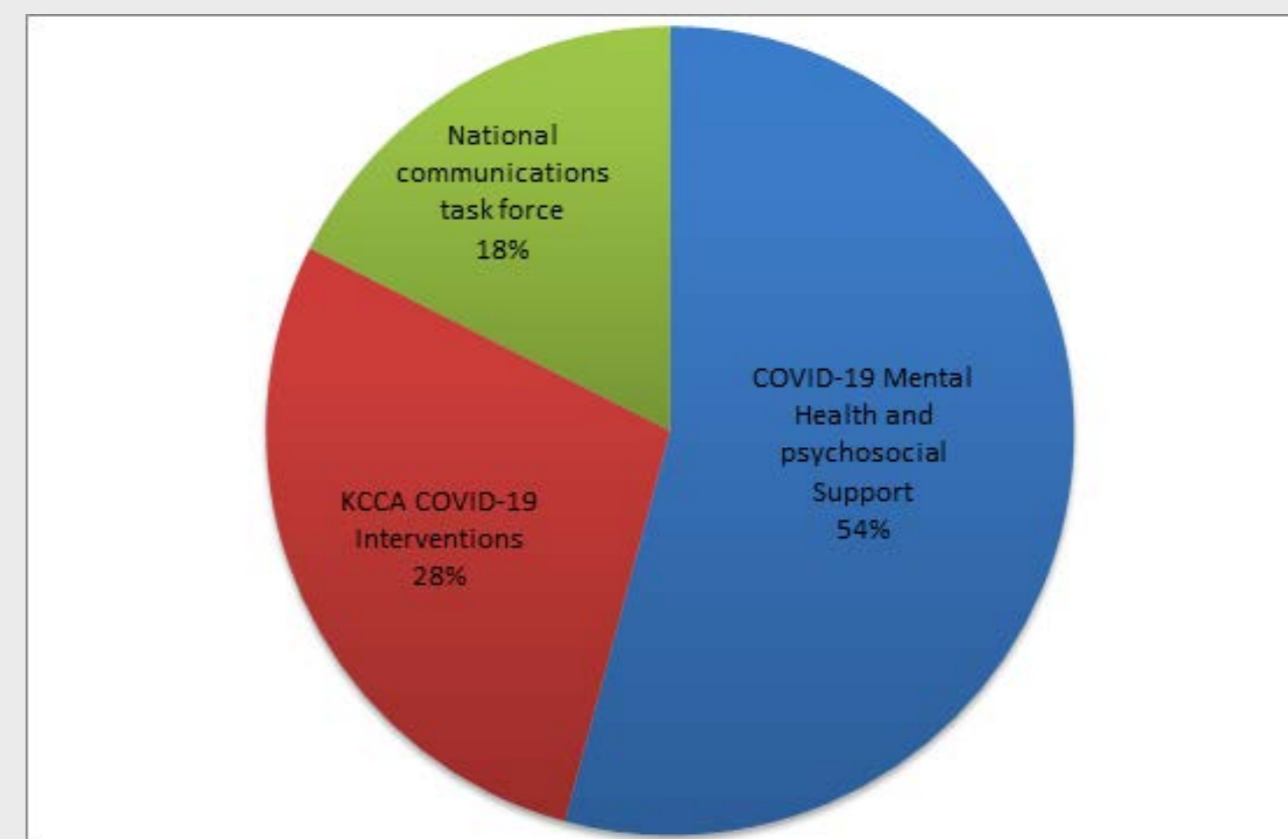
It is notable that both Agencies of government registered increasing trends in their allocations towards civic education related activities. The trend in the funding for voter education is explained by voting cycles. The period between FY 2016/17 and FY 2018/19 represent post-election periods with limited voter education. During this period, the Electoral Commission is only dealing with by-elections to settle electoral disputes. The funding starts to increase in FY 2019/20, in preparation for the 2021 election. The same level of funding is then relatively maintained in FY 2020/21.

The Electoral Commission's civic education funding pattern suggests that there is hardly any voter education and training during the years between elections. It is however important that voter education becomes a going concern through the years in order to avoid competing for the attention of voters during the election period.

**The Health Sector:**

This analysis was able to track awareness creation allocations in the health budget for one financial year. In FY 2019/20, the Ministry of Health was allocated supplementary budgets to raise awareness around COVID-19 and the containment measures thereof. Approximately UGX11.6 Billion was allocated towards raising awareness around COVID-19 as per the functions and proportions depicted in Figure 7.

**Figure 7: COVID-19 related Civic Education Funding in the FY 2019/20 Health Sector Budget (n=11.56 Billion UGX)**



Source: Computation from the Approved Estimates of Revenue and Expenditure, Volume I

It is notable that more than half (54%) of the funding went towards the provision of mental health and psychosocial support to Ugandans especially during the lockdown period between March and May 2020. This was done through contact tracing and follow up of those affected and their close affiliates by deploying clinical counsellors to communities and affected families to mitigate psychosocial effects of the corona virus.

In addition, 28% of the funding went towards KCCA which was aimed at COVID-19 risk communication and social mobilisation. The remaining 18% of the funding was allocated towards the National COVID-19 Communications Task Force. This funding was allocated towards compiling and printing all Presidential directives and Ministry of Health guidelines on COVID-19; Studio recording for messaging; ensuring that the guidance on containment is fully understood and cascaded further down through translation, printing, and distribution of COVID-19 messages; purchase of call centre software; support towards staff transport; payment for Billboards with info graphics near markets, communication on the 5 major TVs and 200 Radio Stations.

While the health sector is one that significantly relies on civic education to deliver on its mandate, it was difficult to track other civic education funding in the sector. It is notable that most preventive health care such as family planning, health promotion are heavily relies on various civic education initiatives at the national level along with community outreach initiatives at the various levels of care in the local governments.

However, this funding was difficult to track because it is meant to be drawn from the Primary Health Care (PHC) Non-wage grants allocated to District Health Departments and health facilities. Until FY 2020/21, the country had no established guidelines on what proportion should go towards health promotion and community outreaches. As a result all health facilities spent varying proportions on these initiatives.

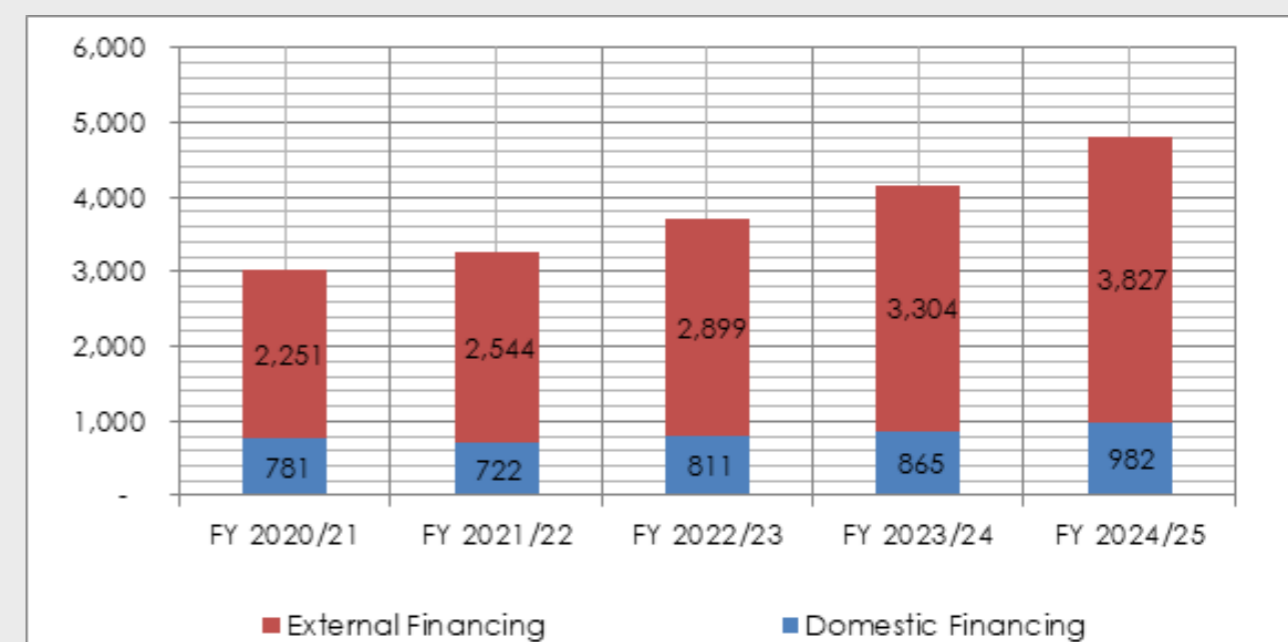
Effective FY 2020/21, the PHC grant utilisation guidelines to local governments and health facilities recommended that at least 30% be allocated towards health promotion and community outreach activities. However, this merely provides a minimum threshold and still cannot be relied upon to estimate the proportion of the PHC Non-Wage grant that went towards civic education in the sector.

### Projected Funding for Civic Education in the NDP III

This analysis has already highlighted that resource allocation during the next five years will be undertaken under the NDP III programmes rather than sectors effective FY 2021/22. With that, it is important to highlight the required resource framework to deliver the objectives set out in the NDP III.

The NDP III envisages that the Community Mobilisation and Mind-set Change Programme will require about UGX 18.985 Trillion across the implementation period of the plan as illustrated in Figure 8.

Figure 8: Projected Funding for the Community Mobilisation and Mind-set Change Programme (UGX Billions)



Source: Computation from the NDP III

While examining civic education allocations in FY 2020/21, it was noted that the funding allocated for the functions to be implemented under the Community Mobilisation and Mind-set Change Programme are far below the levels projected in the first year of implementing the NDP III.

However, what is perhaps more concerning is the fact that the NDP III projects that the largest proportion (78%) of the funding under the programme will be from external financing. This suggests that it is not a priority for government and it is likely to further perpetuate the funding challenges that civic education has faced over the years. The fate of such highly important required interventions such as national values cannot be left at the mercy of Development Partners and external creditors to Government of Uganda.

## Conclusion and Recommendations

The low level of resource allocation directed towards civic education - even within institutions mandated to undertake civic education, lends credence to the conclusion that civic education has been relegated to the lowest priorities in Uganda's public spending priorities. It has also been noted that even the limited funding available has been fluctuating over the years and even non-existent in some of the reference years. The limited nature of the funding is further exacerbated by the limited nature and in many instances, absence of funding designated for civic education at local government level.

It is however, envisaged that the consolidation of the civic education mandates under the Community Mobilisation and Mind-set Change programme in the implementation of the NDP III will enhance the efficiency in spending the already available resources. It is also expected to enhance the resource allocation to civic education. Nonetheless, resource allocation is likely to continue being a challenge, considering the fact that 78% of the financing requirements of the programme are envisaged to come from external resources.

Finally, the civic education mandate is currently spear headed by the Ministry of ICT and National Guidance but the mandate is implemented by several MDAs without any strand of coordination running through their civic education initiatives. This is likely to change with the development and implementation of a National Guidance Strategy. However, for the strategy to be effectively implemented, this analysis proposes the following;

- The Cabinet of Uganda and the Ministry of Finance, Planning and Economic Development should consider increasing funding for civic education in the national budget if the National Guidance Strategy is to be effectively implemented. Currently, civic education is a low priority in resource allocation even in the institutions with the mandate to undertake civic education.
- The Parliament of Uganda and Ministry of Finance, Planning and Economic Development should also consider designating civic education funding as statutory expenditure given the importance of national values and patriotism.
- The Ministry of Gender Labour and Social Development should consider having designated civic education funding to local governments as the Head of the Technical Coordination Committee for the Community Mobilisation and Mind-set Change programme.
- The National Planning Authority should consider placing emphasis of civic education in the assessment conducted for the certificate of compliance to the budget. This will provide an annual evaluation as to whether the national budget is adhering to the NDP III provisions for civic education.

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