THE IMPACT OF HIV/AIDS ON THE EDUCATION SECTOR IN UGANDA

Study 2

EXAMINING THE IMPACT OF HIV/AIDS ON GOVERNANCE IN THE EDUCATION SECTOR

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FOREWORD

THE COLLABORATIVE ACTION RESEARCH PROGRAMME

IIEP and its partner ministries of education launched the collaborative action research programme in 2003. This initiative is designed to contribute to mitigation and prevention of the impact of the HIV/AIDS pandemic in three countries – Malawi, Tanzania and Uganda. The focus of the research activities is essentially needs assessment. This, in turn, will help to prioritize options for the development of policy, training and other measures to enable the education sector to strengthen its internal capacity in two critical areas. These are to respond to the impact of the epidemic on its staff at all levels and to maintain progress towards EFA goals

Objectives

The collaborative action research programme is designed to achieve the following objectives:

- to identify problems related to the impact of HIV/AIDS on the education sector and to prioritize areas for action;
- to formulate responses to gaps identified in current policy, leadership practices and management capacities;
- to develop a database to track patterns and trends in HIV/AIDS-related teacher and student absence, abandonment and mortality;
- to formulate effective mitigation and prevention measures based on a qualitative assessment of the impact of HIV/AIDS on selected schools and their surrounding communities.

Expected results

The programme is expected to produce results on two levels. Initial activities will produce five diagnostic studies and recommendations for specific responses to the impact of the epidemic on the education sector. The first two studies will be carried out in all three countries. The final three studies will be implemented selectively. The studies will examine the impact of HIV/AIDS on the following areas: educational leadership and policy; educational governance; enrolment, attendance and instruction in district schools; selected schools and communities, and tertiary educational institutions. This phase will also lead to the production of a handbook of research tools, policy recommendations and best practices, to facilitate replication of the research programme in other countries.

As the research progresses, the needs identified in the diagnosis stage will be used to formulate policy frameworks and recommendations, and training and organizational development strategies. The ministries of education of the co-operating countries will implement, monitor and evaluate these strategies, in partnership with IIEP and other technical and financial partners in the donor community.

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LIST OF ABBREVIATIONS AND ACRONYMS

AIDS	Acquired Immunodeficiency Syndrome
ARV	Antiretroviral
CAO	Chief Administrative Officer
CFO	Chief Finance Officer
DEO	District Education Officer
DIS	District Inspector of Schools
DSC	District Service Commission
EFA	Education for All
EMIS	Education Management Information System
ESA	Education Standards Agency
ESC	Education Service Commission
FPO	Focal point officer
GTZ	German Agency for Technical Cooperation
HIV	Human Immunodeficiency Virus
IIEP	International Institute for Educational Planning
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
MoH	Ministry of Health
NCDC	National Curriculum Development Centre
NCHE	National Council for Higher Education
NCS	National Council of Sports
NGO	Non-Governmental Organization
PS	Permanent Secretary
PSC	Public Service Commission
UAC	Uganda AIDS Commission
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNEB	Uganda National Examinations Board
UNESCO	United Nations Educational, Scientific and Cultural Organization
UPE	Universal Primary Education
USAID	United States Agency for International Development

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EXECUTIVE SUMMARY

The HIV/AIDS epidemic is bringing considerable disruption to the education sectors of many countries. Uganda is no exception to this. Education personnel, including managers, have been exiting the education service because of death from HIV/AIDS or other diseases, retirement, abscondment and resignation. This has serious implications for the effectiveness and efficiency of the sector and presents a challenge to its governance at all levels.

HIV/AIDS impacts on both the demand and supply of education. It causes morbidity and mortality of professional and support staff at all levels, which in turn, lead to a decline in the quantity and quality of education, and a weakened management environment. Increased staff attrition, absenteeism and unplanned expenditure lead to problems in financial and human resource planning, management of the budget and education governance and management services. It leads to increased expenditure on medical benefits to cover opportunistic infections, and expenditure on death logistics, terminal benefits, death gratuity and death contributions, further constraining sector budgets and financial resources.

Despite the evident effects of the epidemic on the education sector, there has been no systematic research to look at its impact on education governance in Uganda, in terms of the performance of the descriptive and prescriptive roles of the different actors in the sector. There is still a paucity of data that quantitatively and qualitatively describe and analyse the impact of HIV/AIDS on education sector governance in respect to staff attrition, absenteeism, expenditure, financial planning, human resource planning and management.

The overall objective of the study is therefore to go some way to redressing these gaps, by investigating the impact of HIV/AIDS on governance in the education sector with respect to operational effectiveness, budgetary implications, staff morale and productivity and decision-making at Ministry of Education and Sports (MoES) headquarters, semi-autonomous institutions and district level education governance structures. Specifically, the study seeks to:

- establish the impact of staff illness on the daily activities and governance functions of the sector;
- establish how staff mortality affects sector governance;
- examine resources drawn out of the sector due to HIV/AIDS-related illness and death, and
- examine how the sector sees itself to be coping with absenteeism and attrition among staff.

The study was conducted in six districts of Uganda: Gulu, Tororo, Rakai, Hoima, Mukono and Mbarara. Data were also collected from MoES headquarters and several of its semi-autonomous institutions – the Education Service Commission (ESC), Uganda National Examinations Board (UNEB), National Curriculum Development Centre (NCDC), Education Standards Agency (ESA), National Council of Sports (NCS), Uganda National Commission for the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the National Council for Higher Education (NCHE). Study participants of various cadres and from different backgrounds were purposively selected and interviewed to give an overview of

the experience in education governance and the required data from the sector. Documentary data were also collected from each of the sector levels and institutes.

HIV/AIDS has principally had an indirect impact on education governance structures. Few staff at MoES headquarters have died in recent years. However, analysis of staffing levels shows that certain departments and functions suffer frequent and chronic delays in operations. These are due to various forms of absenteeism resulting from a variety of causes, including personal illness, caring for sick relatives, or attending burial and funeral ceremonies. Similarly, HIV/AIDS has an indirect effect on the operations of the district education offices. Attrition of education managers is lower than that of teachers, but high teacher attrition has negative implications for effective education governance. The workload of education managers increases because attrition of teachers creates additional responsibilities, such as overseeing recruitment of new teachers, training, funeral attendance and initiating the processing of death benefits for bereaved families. Increased time wastage and expenditure on these activities, in turn affects the attainment of education goals set by managers.

Overall, findings indicate a decline in personnel deaths at all levels of the sector. This contradicts predictions made in earlier studies of 25 to 50 per cent mortality in the education sector. Empirical data gathered from the districts suggest that the sector death rate is actually declining relative to the death rate in other sectors, such as agriculture and public health. Further research, however, is needed to confirm this trend and measure the extent to which it may be seen in the rest of country. For example, death as a cause of staff attrition is high in Gulu district, certainly reflecting the impact of the on-going conflict in this area. As regards the semi-autonomous education institutions, findings indicate a decline in staff deaths, as exemplified by the UNEB. However, since governance structures also fund the funerals of the spouses and next of kin of their staff, recorded funeral expenditure may not match actual *staff* death rates.

In many instances personnel files were kept in tied-up bundles – a relic of a past record keeping system characterized by incoherent and irregularly updated data. In addition, the personnel management system does not adequately track absenteeism. It is detached from other systems and functions such as the Education Management Information System (EMIS), and payroll, finance and budgeting. This has implications for the effectiveness of governance structures in understanding and responding to the HIV/AIDS epidemic.

Some governance structures in the education sector evidenced a prudent human resource management strategy, in which temporary staff are hired to cover critical functions in a situation of extended absence or sick leave. This was mainly the case for units receiving externally funded support. Some units, such as the Department of Secondary Education, used the contingency fund to cover the costs involved in hiring temporary staff. In addition, the department recruits temporary teachers and provides stipends in a fast-track fashion, so that vacancies are filled as quickly as possible. Formal recruitment procedures are completed for the teachers at a later date.

The study makes the following recommendations:

- There is a need to establish coherent and regularly updated personnel files. Personnel management systems, including management of absence, are essential. A duty attendance register that is updated on a daily basis should be developed and enforced at all levels of

the sector. Such a system should be linked to the EMIS, payroll, finance and budgeting systems. This will enhance the capacity of the sector to keep track of attrition in its various forms, including absenteeism, sick leave, transfer, abscondment and death. As a result, it will be possible to design more effective strategies to deal with the impact of attrition on the supply of education. There is now a draft HIV/AIDS in the workplace policy for the education sector. It has been developed with the assistance of the German Agency for Technical Cooperation (GTZ) but it requires financing before it can be implemented. It will provide a context for much of the needed work in developing AIDS-sensitive personnel management systems and strategies for fighting problems of stigma and discrimination related to HIV/AIDS.

- Given the shortcomings associated with ad hoc temporary staff arrangements, strategic planning for human resource capacity building should be carried out to bridge the loss of skills and experience of staff who are absent or who have died.

- The sector should develop a comprehensive information management system, with databases comprising quantitative and qualitative monitoring and evaluation indicators. This will enable the sector to keep track of the impact of HIV/AIDS on education governance more easily. It is essential to reconcile data collected on staff movements at the district level with information reported to the EMIS at the MoES, as serious divergence was discovered in figures produced by these two sources.

- A training programme for focal point officers (FPOs) should be developed, to build their capacity to address governance aspects of HIV/AIDS in the education sector and to ensure that they are better equipped to go beyond sensitization issues. In addition, deliberate efforts should be made to allocate resources to HIV/AIDS programmes at all levels. Practical measures, such as the provision of adequate budgets, equipment, vehicles and stationery, would greatly facilitate the work of the FPOs.

1. INTRODUCTION

1.1   Background and study objectives

Educational governance refers to the activities necessary to influence, control and direct people who come together for the attainment of common educational goals (Mbamba, Nwagwu and Joof, 1992). It is the process of making decisions and getting things done in the day-to-day and long-term operational activities of an education institution. It involves the implementation of organizational policies and achieving goals and objectives set by the management.

This study aims to assess the impact of HIV/AIDS on educational governance and management of the education sector. It will consider aspects such as operational effectiveness, planning and budgeting implications, staff productivity, decision-making and institutional control at Ministry of Education and Sports (MoES) headquarters, semi-autonomous education institutions and in the districts. More specifically, the study aims to:

- establish the impact of staff illness on the daily activities and governance functions of the sector;
- establish how staff mortality affects sector governance;
- examine the resources that are drawn out of the sector due to HIV/AIDS-related illness and death;
- examine how the sector is coping with absenteeism and attrition among staff.

1.2   Trends in HIV prevalence rates in Uganda

HIV/AIDS is a crisis of monumental proportions for most of the developing world, especially in east and southern Africa. With approximately 25 million people currently infected with HIV in sub-Saharan Africa (UNAIDS, 2004), HIV/AIDS continues to constitute a grave health burden and impact negatively on the region's development. By 1999, nine out of ten newly infected infants lived in sub-Saharan Africa (Goliber, 2000). The HIV/AIDS pandemic does not simply claim lives; it destroys families and erodes the social and economic fabric of communities (UNESCO, 2003).

HIV prevalence in Uganda has been declining since its peak in 1992, when some urban sites registered a prevalence rate of over 30 per cent (UAC, 2001). At the end of 2003, approximately 4.1 per cent of the total adult population (i.e. ages 15-49) was HIV positive (UNAIDS, 2004). However, it is likely that the number of AIDS cases reported in Uganda falls short of the true number of cases. The reporting system is passive, so it only captures patients who go to health units themselves. Cases also go unreported as a result of apathy, misdiagnosis and under-diagnosis on the part of health workers. Despite these failings, however, these data *do* provide useful information on the main trends.

It is widely asserted that the AIDS epidemic will cut a swath through Africa's teachers. The data indicate that HIV/AIDS-related death has tended to cluster among adults in the 15 to 49 age group. These deaths imply a huge loss of human capital, with serious

consequences for a country's social and economic wellbeing (Rugalema, Weigang and Mbwika, 1999). Education sector employees, in particular teachers and administrators, are not exempted from this, since they fall within this age bracket. It is therefore evident that AIDS-related morbidity and mortality will have a profound impact on the education sector's ability to meet strategic needs and goals, and that this effect is likely to continue for the foreseeable future.

1.3   Specific impact of HIV/AIDS on the education sector

The 2000 World Education Forum in Dakar, Senegal, set out the Education for All (EFA) goals to be achieved by 2015. It is estimated that of the 44 countries that are not expected to attain EFA by 2015, 32 will be sub-Saharan African countries with high HIV/AIDS rates, and that Uganda will be one of them (USAID, 2002). This represents a serious threat to regional development, as high illiteracy levels are counter-productive to most development activities. There are estimated to be 12 million orphans in sub-Saharan Africa (UNAIDS, 2004), many of who soon lose the support of extended families for schooling, especially if they are girls. In Uganda, at a conservative estimate, there are more than 2 million orphans[1], representing approximately 19.7 per cent of the child population (Wakhweya, 2003).

Demand for teachers has been increasing since the introduction of Universal Primary Education (UPE) in 1997. Uganda's UPE has been described as an example of how services can work for the poor (Stasavage, 2003): following the introduction of UPE in 1997, enrolment rates almost tripled, from 2.6 million in 1996 to 6.9 million in 2001 and 7.4 million in 2002 (UNDP, 2002), while the net enrolment rate increased from 62 per cent in 1992 to 82 per cent in 2000. However, this progress cannot be sustained if more qualified teachers cannot be found; a challenge that is further exacerbated by AIDS-related morbidity and mortality. The research revealed that abandonment through dismissal of poorly performing teachers is a destabilizing factor in certain districts. It was also found that many teachers assigned to rural districts abandon their posts during the school year or seek transfers to urban areas.

Sectors affected by HIV/AIDS are characterized by low productivity and efficiency of staff due to intermittent sickness, absenteeism, desperation and complacency, and the diminished capacity to attain career goals (Cornia, 2002). The education sector is no exception: all of these factors lead to an overall decrease in educational quality. HIV/AIDS affects both the demand and supply of education by causing morbidity and mortality of professional and support staff at all levels of the system. Staff attrition leads to a decline in the quantity and quality of education. This weakens the management environment. Increased staff attrition, absenteeism and unplanned expenditure lead to problems in financial and human resources planning, management of the budget and quality of educational governance and management services. It further leads to increased unplanned expenditures, such as expenditure on medical benefits to cover opportunistic infections, and expenditure on death logistics, terminal benefits, death gratuities and death contributions. This results in a strain being placed on budgetary, management and financial resources (see Figure 1.1).

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[1] In Uganda, an orphan is defined as a child aged 17 or under (this is in contrast to many other countries and agencies that define an orphan as a child aged 15 years or under) that has lost at least one of his or her biological parents (Uganda Bureau of Statistics and ORC Macro, 2001).

Figure 1.1 Conceptual linkages between HIV/AIDS and education governance

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                                    ┌─────────────────┐
                                    │  HIV infection  │
                                    └────────┬────────┘
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                                             ▼
                                    ┌─────────────────┐
                                    │      AIDS       │
                                    └────────┬────────┘
                                             │
                                             ▼
1st order manifestation      ┌──────────────────────────────────────┐
                             │  ·  Increased morbidity among staff   │
                             │  ·  Increased mortality among staff   │
                             └────────────────┬─────────────────────┘
                                              │
                                              ▼
2nd order manifestation    ┌────────────────────────────────────────────────┐
                           │  ·  Staff attrition (decline of quantity and    │
                           │     quality)                                    │
                           │  ·  Increased (unplanned) expenditure           │
                           │  ·  Increased rates of absenteeism              │
                           └──────────────────┬─────────────────────────────┘
                                              │
                                              ▼
3rd order manifestation    ┌────────────────────────────────────────────────┐
                           │  ·  Problems in financial planning              │
                           │  ·  Problems in the management of the budget     │
                           │  ·  Problems in human resource planning         │
                           │  ·  Problems in human resource management       │
                           │  ·  Problems in quality of management services  │
                           │     (productivity)                              │
                           │  ·  Problems in school supervision and inspection│
                           │  ·  Problems in procurement                     │
                           └────────────────────────────────────────────────┘
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Note: Absenteeism will be a product of staff illness and/or that of their immediate kin to whom they provide care. This also applies to funeral attendance.

Source: G. Rugalema.

There is a general consensus that more attention is needed from the MoES on issues of management, care and support, co-ordination and the quality of education provision in the context of HIV/AIDS (UNESCO, 2003). However, the data on which such interventions would need to be based is fragmented and, in most cases, not readily available.

1.3.1 Staff mortality and educational governance

In Uganda, mortality rates among teachers and administrators at all levels of education appear to be increasing. Even with a relatively low mortality rate of about 6-7 per cent, Uganda is expected to lose 0.5 per cent of its teachers and education officials to HIV/AIDS between 2000 and 2010 (Goliber, 2000). In Malawi, a World Bank and government study predicted that one quarter to one half of all teachers would die of AIDS by the year 2005 (Roseberry, 1998), although there is a paucity of empirical data to scientifically validate this and at annual losses of 0.5 per cent, Uganda certainly will not lose 25 to 50 per cent of its teachers by next year.

Furthermore, the figures presented are derived from standard demographic models that may have limited accuracy due to the absence of basic data. There is very little information about the extent of mortality across the main socio-economic groups in society. Most governments in Africa do not keep vital registration statistics that accurately record the details of those who die, including residence, age and occupation. This means that even for key occupations, like teaching, it is often very difficult to ascertain how many have died during the last 5 to 10 years and, especially, to establish the actual mortality figures due to HIV/AIDS. As a result, the situation on the ground may be altogether more acute. Taking into consideration these methodological inadequacies, the study has attempted to collect data from both primary and secondary sources. Relatively accurate data were obtained from on-site district surveillance reports, carried out by the Ministry of Health (MoH).

Table 1.1   Attrition and mortality in primary and secondary teachers, 1995-1998

	Primary				Secondary			
	1995	**1996**	**1997**	**1998**	**1995**	**1996**	**1997**	**1998**
Total teachers in post	74,401	81,564	88,751	100,946	12,918	13,997	13,470	16,206
Total deaths	646	729	987	948	166	158	137	160
Total mortality rate (%)	0.87	0.97	1.11	0.94	1.28	1.13	1.02	0.99
Total attrition rate	6.50	5.30	4.30	5.30	4.20	3.60	3.20	4.10
Mortality as % of all attrition	13.00	17.90	25.45	17.66	30.00	31.20	31.90	23.95
AIDS deaths as a proportion of total attrition	2.65	3.82	5.34	3.71	3.71	6.64	1.34	5.03
Estimated AIDS deaths among teachers[2]	136	166	207	199	35	33	29	34
AIDS deaths at 2003 rate for general population	320	320	382	434	56	60	53	70

Source: Hyde, Karin, Kiage and Barasa, 2002.

In a study carried out by Hyde, Karin, Kiage and Barasa (2002), an attempt was made to provide data on the trend of attrition among primary and secondary school teachers. These data are presented in Table 1.1 above. It is difficult to get any idea of significant trends from the data, since they are presented for too few years. However, they do highlight a number of interesting points that would bear further investigation. Firstly it would seem that overall attrition is slightly higher in primary schools than secondary, but that mortality is marginally lower and makes up a smaller proportion of total attrition. Secondary mortality rates, on the other hand, appear to be consistently falling, with the result that by 1998 there was very little difference between primary and secondary rates. The most striking statistics are those

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[2] Represents 21 per cent of total mortality.

contained in the final two rows of the table. By comparing the estimated number of AIDS deaths among teachers with that of the 2003 rate for the general population, we can conclude that teachers are dying at a much lower rate than the rest of the population. This is in contrast to the findings of many early reports, which singled out teachers as an especially high-risk group because of their relative affluence and status in poor communities, their expectation of sexual 'bonuses' to mitigate poor conditions of service, their high mobility and their frequent separation from their families, both during training and while in post (Coombe, 2002; Kelly, 2000*b*).

Hyde's study does not give any information for the years following 1998. Nor does it consider other sector staff beyond teachers or other levels beyond that of the school. Therefore, the current study will seek to go further, by obtaining more recent data on staff attrition and by collecting data on district level personnel, including administrative and support staff.

1.3.2 Impact on demand and supply of education as a governance function

The pandemic affects both the demand and supply of education (Domatob, 2000). Death, illness, financial constraints, demand for home care and other family and social circumstances lead to reduced enrolment and increased attrition rates. On the supply side, the increased costs of training replacement academic and support staff and providing employee benefits, both during illness and after death, demand the diversion of funds from projects focused on educational improvement and sector growth. This reduces the capacity of the education system to provide education and training services (Journal and Chilisa, 2002). However, there have been no data produced to date to assess the extent to which this has occurred in Uganda: the education sector AIDS-related information systems have not been well developed and reliable information on HIV/AIDS infection, prevalence and mortality of teachers is not readily available. In the absence of more definite information, the best assumption is that the loss of teachers and education managers will parallel trends in the overall adult population (Goliber, 2000).

1.3.3 Absenteeism

According to a representative of the Joint United Nations Programme on HIV/AIDS (UNAIDS), teacher absenteeism is not generally perceived to be a major problem even though the disease has a long incubation period and most schools report that on average at least one teacher is persistently sick (Del Prado, 2003). However, HIV/AIDS-related attrition and absenteeism among teachers, managers, and pupils seriously challenge achievement of EFA goals. In addition to the absences of infected teachers, teachers who are not infected are often absent from school to care for sick relatives or attend funerals. In a study on the impact of HIV/AIDS on the agricultural sector in Kenya, the epidemic was found to have contributed significantly to absenteeism on agro-estates. The study reported that absence from work is due to time spent in seeking treatment, sick leave and in provision of care to sick family members (Rugalema et al., 1999).

The disease has a similar effect on workers in the education sector. In a previous study it was estimated that 260 working days, i.e. about 10 per cent of teaching time, are likely to be lost due to HIV/AIDS-linked ill health and absenteeism. Teacher absenteeism causes more serious difficulties in secondary than primary schools, as cover has to be found for specialist subject teachers (Rwomushana, 2003; Makubuya, 2003). However, questions raised about the

methodology used in this study mean that there are no reliable estimates of absenteeism due to AIDS in Uganda (Cornia, 2002). It is therefore the intention of the present study to establish the amount of time lost to HIV/AIDS-related absenteeism and to assess how this affects governance in the sector.

1.3.4 The cost of HIV/AIDS on the sector

HIV/AIDS saps national investment in education. There are indications that the cost of HIV/AIDS to the education sector is large: extensive sick leave and overtime are being granted to teachers. Teacher absenteeism imposes a serious burden on education budgets and constrains funds available to hire relief teachers. Education ministries and partners are grappling with new challenges, including how to protect the quality and quantity of education in the face of teacher mortality, absenteeism and supply shortages. Remote and economically deprived communities are particularly vulnerable; supply of teachers to these areas is likely to be severely affected (Wagwa, 2003).

Bollinger, Stover and Kibirige (1999) noted that the financial cost of caring for patients with HIV/AIDS has the potential to be enormous, relative to total household income. In Rakai District, households have reported spending up to one third of their total annual income on only one month's medical care or on only one funeral (Muller and Abbas, 1990), while on Kenyan agro-estates Rugalema et al. (1999) noted that estate medical expenses have significantly increased over the last decade in response to the increases in HIV seroprevalence and AIDS cases among employees and their dependents. Medical costs incurred by the education sector have not featured in any of the studies that have been reviewed.

1.3.5 Attitudes towards HIV/AIDS in the workplace

HIV/AIDS mainstreaming is as yet in its infancy, and the capacity of HIV/AIDS focal point officers (FPOs) to deliver services is limited at best. Most FPOs can discuss generic information about the disease, such as modes of transmission, how transmission can be prevented and ways of positive living. However, their articulation and appreciation of HIV/AIDS issues does not generally go beyond the level of sensitization, as the FPOs and other staff do not have the capacity to apply AIDS-related information to governance issues affecting the education sector, suggesting the need for further education and training in this area. In addition, officers do not have adequate equipment, stationery, funds or transport, further limiting their capacity to deliver services efficiently.

The low profile brought about by a lack of mainstreaming also contributes to reinforcing negative attitudes and behaviour towards those living with, or suspected to be living with the disease. The general consensus is that teachers living with AIDS in Africa experience serious discrimination from school managers, colleagues and students (Kelly, 2000a). Findings from school surveys show high levels of secrecy and denial among teaching staff concerning HIV infection – and this was supported by the research team's own findings, reported in Study One (Amone, Bukuluki, Bongomin and Oyabba, 2003). Given the level of stigma that is attached to HIV/AIDS, it can be a major problem to admit that one is infected. Teachers and other sector staff have well-founded fears of going for testing or to reveal their HIV status, for fear of adverse reactions from administrators, colleagues and the community as a whole.

1.4   Statement of the problem and justification for the study

Despite this grim description of the epidemic's effects on the education sector, few sector-specific systematic impact studies have been carried out in Uganda, particularly in regard to educational governance. More than two decades after the first diagnosis of an AIDS case in Uganda, there is still a paucity of data that quantitatively and qualitatively describe and analyse the impact of HIV/AIDS on educational governance. To a large extent, there are at best anecdotal data and generalizations about staff morbidity, mortality, attrition and absenteeism, increased expenditure, and problems in financial planning and human resource planning and management. Moreover, the few studies that have been conducted are principally based on projections (Goliber, 2000). Although such an approach has much strength, it does not provide the accurate information that the sector urgently needs if it is to intensify efforts to combat the epidemic. What is needed is an approach that studies the impact of HIV/AIDS on the performance of descriptive and prescriptive roles of different actors in the education sector at national, district and school levels. We must look at governance analytically, in the political and cultural context of a country, and not merely as a checklist of functions and best practices, as suggested by Putzel (2003).

2. METHODOLOGY

2.1 Study area

The study was conducted in six districts of Uganda (see Figure 2.1), which were selected for the following reasons:

- Gulu – a district in northern Uganda which is politically insecure and has the highest HIV/AIDS prevalence rate in the country;
- Tororo – a border district with a lot of cross border trade;
- Rakai – the district where HIV/AIDS was first reported in Uganda;
- Hoima – a remote district with low HIV/AIDS prevalence;
- Mukono – a district on the highway, close to the capital city, and
- Mbarara – one of the largest districts in the country with very many schools under one administration.

Data were also collected from MoES headquarters and semi-autonomous institutions, principally the Education Service Commission (ESC), Uganda National Examinations Board (UNEB), National Curriculum Development Centre (NCDC), Education Standards Agency (ESA), National Council of Sports (NCS), Uganda National Commission for the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the National Council for Higher Education (NCHE).

2.1 Study population

Care was taken to ensure that study participants came from different cadres and backgrounds (see Table 2.1). They were selected to give an overview of the experience in education governance, as well as the required data from the sector. At MoES headquarters interviews were conducted with the Director of Education and the commissioners of selected departments. Other officials interviewed included personnel officers, Education Management Information System (EMIS) officers and accountants. Officials of the semi-autonomous institutions were also interviewed.

At district headquarters, interviews were conducted with the chief administrative officers (CAOs), district education officers (DEOs), district inspectors of schools (DISs), the chief finance officers (CFOs), municipal education officers, personnel officers, record officers and a small number of headteachers.

Table 2.1   Number of personnel interviewed, broken down by professional category

Units	Director and senior staff	Technical and support staff
MoES headquarters	10	7
Semi-autonomous institutions:		
▪ ESC	2	1
▪ UNEB	3	1
▪ NCDC	2	2
▪ ESA	1	1
▪ UNESCO	1	0
▪ NCS	1	0
District education offices:		
▪ Gulu	5	2
▪ Hoima	2	2
▪ Mbarara	1	2
▪ Mukono	3	2
▪ Rakai	3	2
▪ Tororo	4	2
Total	**38**	**24**

2.3   Data collection methods, processing and analysis

The techniques used for collecting data from the participants were mainly key informant interviews for primary data and record reviews for the secondary data.

Key informant interviews were conducted with the Director of Education, commissioners, personnel officers, accountants and EMIS officers at MoES headquarters and the officials of the semi-autonomous institutions. At the district level, researchers arranged to speak with the DEO only. In most cases, however, these interviews turned into small group discussions as the DEO usually called in administrative, finance and personnel officers, as well as school inspectors, since they were generally the best informed about what was actually going on. Therefore, in practice these interviews became small group discussions.

The researchers administered an open-ended questionnaire to all participants and took notes of the interviews. The questionnaires made use of a set of predetermined themes, designed to probe the details on personnel issues and budget allocations and to find out how staff had been coping with the problems of attrition and absenteeism. Where staff were required to make a value judgement, a collective response was agreed upon. All interviews were tape recorded and later transcribed. They were then typed, printed out and the transcripts compared with the notes taken at the time of the interview.

Record reviews involved the use of checklists to collect information about staff attrition and absenteeism to find out about the loss of teachers and other staff from the education service and the number of days that sector workers typically absent themselves from duty. Breakdowns of district and departmental HIV/AIDS budgets were also collected in order to compare the budget allocation for funeral expenses, especially the variation in

allowances for different cadres of officers, and the actual amount of money used at ministry headquarters, the semi-autonomous institutions and the districts. These data were mainly collected from the personnel officers, record officers and accountants in the different institutions, departments and districts.

Figure 2.1   Map of Uganda showing the study districts
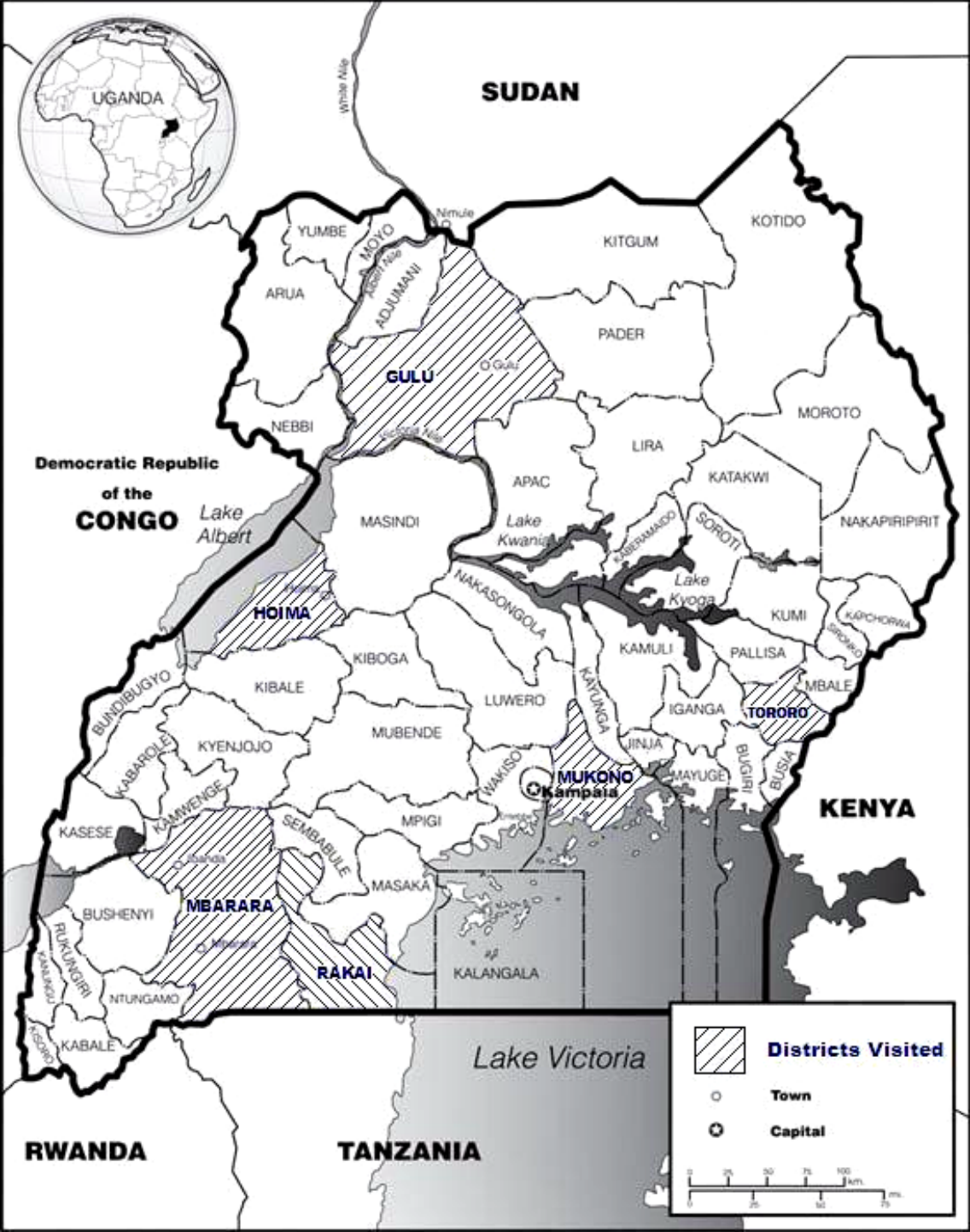
Source: MoH geographer.

Analysis of the data focused on the trend of the attrition of the different cadres of staff at MoES headquarters, in the semi-autonomous institutions and at the district level. Attrition was classified as due to death, retirement, resignation, retrenchment, dismissal, absconding or transfer; causes of absenteeism included prolonged illness, caring for sick relatives and funeral attendance. Some of these causes of attrition were then translated into monetary form to give an idea of their impact on the education sector. At the district level, analysis of the absenteeism data concentrated on the impact on the supply of knowledge to learners.

Interview data dealing with staff perceptions and opinions about absenteeism and workflow disruption were dealt with in a similar way to the more easily quantifiable data. The contents and narratives of the interviews had already been coded by predetermined theme and the respondents were asked to make a value judgement according to the level of severity of impact (see Chapter 6 for more detail). This meant that interview responses could be effectively treated as quantitative data and analysed statistically.

2.4   Limitations

Researchers encountered the following limiting situations and factors in the course of the data collection:

- The research was carried out towards the end of the year when many education officials were either very busy with work or more concerned with preparation for the festive season. As a result, they were not prepared to give the researchers enough time to locate secondary data from the records offices. This necessitated the hiring of more records officers to extract the data and keep the number of days spent in the districts to a minimum.

- Most of the secondary data, such as records of staff deaths, funeral costs, sick leave, retirement and abscondment were generally missing from ministry headquarters, the semi-autonomous institutions and the districts. Where data were available, the situation was complicated by the lack of a central database and there was found to be a high degree of variation between similar data from different sources in the same department. The researchers visited several offices at each level in an attempt to establish the accuracy of the data, but despite their efforts, in some cases it proved impossible to independently verify data.

- The research revealed serious divergence between personnel data collected on an annual basis by the central EMIS and data collected on an on-going basis by the district education offices. It was not possible to reconcile the differences in the context of this study.

- Some of the officials, especially those in the districts, were not co-operative in releasing the data required. The team encountered a high degree of suspicion about the motives for conducting the research and reluctance to pass on financial and attrition data. In some districts the intervention of top district authorities was needed to obtain access to the required data.

2.5   Ethical considerations

A memorandum of understanding was signed between the International Institute for Educational Planning (IIEP) and the MoES. The research proposal was presented to an Advisory Board appointed by the MoES and approved by the National Council of Science and Technology. Before each interview began the purpose of the study was explained and consent obtained from the respondent.

2.6   Dissemination of findings

A dissemination workshop will be conducted with participants drawn from the MoES, Non-Governmental Organizations (NGOs), the Uganda AIDS Commission (UAC), the ESC, political leaders, DEOs, representatives from the public services, members of the advisory board and academic researchers. The final report will be submitted to the MoES, IIEP and selected NGOs.

3. IMPACT OF ABSENTEEISM ON EDUCATION GOVERNANCE

3.1   Absenteeism and governance

HIV/AIDS was found to be a major cause of prolonged absenteeism, and the erratic pattern of staff attendance commonly referred to as the 'on and off' phenomena of attendance, in the education sector in Uganda. The negative impact on educational governance is significant. HIV/AIDS-related reasons for absenteeism include time spent by members of staff seeking medical treatment for themselves, or for members of their immediate or extended family, and time off to attend funerals of deceased relatives and friends. Female workers also tend to take time off work to take care of family members. As a result, staff members are unable to perform their duties and tasks efficiently, and this has adverse consequences for governance.

In this chapter we will make an assessment of the adverse impact that morbidity-linked absenteeism levies on the day-to-day running of the education sector at all levels. We will also examine how the central ministry, district offices and semi-autonomous institutions have managed to cope with incidences of staff absence from work.

3.2   Impact of absenteeism on the education system

Absenteeism has three principal effects, which touch all structures and levels of the education system:

- lost working time;
- cost of temporary staff replacement, and
- breakdown in communication and information management.

The sector management response to these issues will be considered, paying particular attention to how they have affected resource distribution and what coping mechanisms have been put in place at each level of the governance structure.

3.2.1 MoES headquarters

Ministry headquarters accommodates a total work force of over 268 personnel. There are eight departments in the MoES (see Table 3.1), supported by a Policy Analysis Unit and a Resource Centre, both of which fall under the Department of Finance and Administration. These figures do not include staff working in the semi-autonomous institutions like the UNEB, NCDC, ESC, NCS, NCHE, ESA, universities and the Uganda National Commission for UNESCO.

Table 3.1   Staffing at MoES headquarters, 2004

Department	Male	Female	Vacant	Total	Employs temporary staff?
Finance and Administration[3]	78	45	2	**125**	Yes
Education Planning	23	14	2	**39**	Yes
Pre-Primary and Primary Education	10	7	1	**18**	Yes
Secondary Education	9	8	3	**20**	Yes
Higher Education	9	4	2	**15**	Yes
Teacher Education	8	5	3	**16**	Yes
Special Needs and Career Guidance	7	6	0	**13**	Yes
Business, Technical and Vocational Training	12	8	2	**22**	Yes
Total	**156**	**97**	**15**	**268**	

Source: Personnel Office, MoES.

Study findings show that at ministry headquarters, the impact of HIV/AIDS on operations is not immediately obvious. In most cases daily operations continue even when an officer is absent. The reason cited by some respondents is that all functions at the ministry can be delegated to other officers. However, there are limits to this delegation of duties; individual capacity (e.g. skills, knowledge of procedure and tools etc.) and interest are not so easy to replace, and legal implications also have to be considered, with the result that operational problems do arise when staff become ill:

> *"We have known many members of staff who have HIV but they have been able to manage the disease and are receiving support where possible. This has kept them [i]n their jobs."*
>
> Senior management official, MoES

> *"At the ministry headquarters, work is not affected by HIV/AIDS. Even when an officer is sick, the work is delegated to another. However, work tends to be pending because you lose the … experience and skills of some personnel."*
>
> Personnel official, MoES

> *"HIV/AIDS has slowed down the operations of the system and contributed to failure in the areas of quality of education and the lack of improvement in the management and governance of schools."*
>
> Senior management official, MoES

The major impact of absenteeism on ministry headquarters was viewed in terms of work time lost. Work deadlines are not being met and work is pending in almost all

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[3] Figures include staff of the Policy Analysis Unit and Resource Centre.

departments. Unwarranted delays are common and the quality of education services delivered is a subject of concern to many people. There is, however, no formal system in place to track staff absence or time lost due to staff working part time only. An official lamented that:

> *"So many hours are lost due to absenteeism, but there are no monitoring systems in place to let us know exactly. We need [to] introduce a duty roster to know the exact effect."*
>
> <div align="right">Senior personnel official, MoES</div>

According to the Standing Orders[4], when a staff member falls sick, whether due to HIV/AIDS or any other illness, a medical officer may recommend one or two days of sick leave. If after those two days he or she has not recovered, an extension of up to two weeks is given. However, in the case of a very serious illness, which may require a much longer period, fully paid sick leave is granted for up to three months. If there has been no improvement after those three months, an extension of another three months is granted, which can be further extended to six months, although only on half salary. If this continues for a whole year, the staff member is referred to the medical board to see if he or she qualifies for retirement on medical grounds.

If a staff member needs to take a few days off to attend to a sick member of his or her immediate family, he or she makes an arrangement through the head of department. Such arrangements are not usually recorded, although anecdotal evidence suggests they constitute the bulk of absenteeism observed at ministry headquarters. They are informal arrangements, made in good faith, to enable a member of staff to attend to problems that might otherwise affect their productivity and morale. This practice is also reinforced by the organizational sub-culture, which borrows a lot from the unwritten assumption that people must attend to family members in need.

Researchers found that records of leaves of absence are missing from the personnel files. This may be partly because most ministry officials are cautious about the information that appears in their files, since they are carefully reviewed by management when it comes to promotions and evaluations. Recorded frequent absence may not contribute positively to professional development. Secondly there is no well-defined system to track absences: in most cases, requests are simply made by way of a phone call to the supervisor.

Temporary staff are sometimes hired if it is known that a member of staff will be away from the office for a period of over four weeks. The staff member receives their full salary during this period, so not only is an absent employee being paid for not doing the piece of work they are supposed to do, but the ministry also incurs the costs of hiring temporary staff. In real terms this can be seen as maintaining two people on the same job for the same period of time. This leads to losses in financial resources, since it diverts funds that could have been used for supporting other activities. Data in Table 3.1 show that all departments hire temporary staff, especially during the peak seasons of their work: this hiring of temporary staff has become part of the organizational culture of the MoES.

Work problems connected to absenteeism are handled at the departmental level. Work is redistributed within the department to those members of staff that are on duty. This provides an alternative to using temporary staff to cover the work of absent officers. Findings reveal that workload sharing at the ministry tends to result in some tasks being sidelined or

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[4] This is the set of rules guiding the conduct and conditions of service of all public sector employees.

postponed. The personnel that are delegated to do the work of absent staff tend to concentrate more on their own work and ignore the additional responsibility delegated to them. This poses a challenge: not only does some work not get done, but through this arrangement, the department or unit also loses the experience and skills of the absent worker. Designated cover officers may not be as conversant with the methods, tools and procedures of work as the absent officer. Work redistribution is one way through which workload inequality is introduced into the system. The staff remaining on duty tend to be overstretched and bear the external cost of excess workload. This inevitably affects the quality of work output.

The impact of absenteeism is systemic in nature and inevitably affects workflow in all departments, especially when HIV/AIDS is known to be the cause, as other staff members or students avoid their affected colleague or teacher, leading to stigmatization. In cases of delegable duties, a communication or office memo delegating the responsibilities of the sick officer may simply sit on a desk without any follow up. Such a communications gap leads to a breakdown in the flow of information and may result in deadlines being missed.

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1. A case study on absenteeism at MoES headquarters

We are seven people in the personnel section of the ministry. Each officer has a designated job description. When one officer is away, his [or] her duties are assigned to another person. For example, one [officer] may be responsible for thing[s] to do with retirement and gratuity. In case he [or] she is absent, it is the supervisor who takes over such very specialized assignments because the other officers would be less familiar and quite incompetent to handle such tasks. However, in case such work is to be allocated to other officers, detailed instructions are given to facilitate the officer to cope with the demands of the new and quite unfamiliar assignments.

In our department, it is not common practice for staff to be absent for a long time. I remember we had such a case in 2000. One officer was sick for quite some time and eventually died. This officer was of a senior rank. An immediate supervisee (junior officer) of this officer took over his assignments. In [the] case of support staff, when one of them is sick and therefore frequently absent and unable to cope with the duties assigned to him [or] her, the Assistant Commissioner [of] Personnel redeploys support staff from other units who have more support staff to reinforce work performance in the affected units.

Hiring of temporary staff is only done when work pressure increases due to … reasons other than absenteeism and sickness of existing staff.

Absenteeism usually makes productivity slow because it takes time for the officer assigned to do the new and quite unfamiliar tasks to learn to perform [them] effectively and efficiently in the shortest possible time with lesser costs. Workload[s] sometimes increase beyond one's coping abilities. This leads to inefficiency in the system. It also increases stress because of working under pressure … at times compromises productivity, quality and morale of the workers.

Besides, it is uncommon for [an officer] to get extra benefits if he [or she] takes over the tasks of an officer with whom they are at the same level. But if you act in a higher position, you are entitled to responsibility and/or duty allowance. In this division, responsibility allowance is given when you act in a position of an officer who is away. While duty allowance is given when you are in acting capacity for an officer who has died or left the service for some other reason.

3.2.2 Semi-autonomous institutions

The semi-autonomous institutions are bodies affiliated to the MoES to undertake specialized functions, such as examinations (UNEB), standards and quality assurance (ESA), sports development (NCS), curriculum development and supervision (NCDC), recruitment of staff (ESC) and monitoring of higher education (NCHE).

The ESC is the statutory body responsible for recruitment of all staff in the ministry, together with all its branches, with the exception of the Permanent Secretary of the MoES who is appointed by the Public Service Commission (PSC). The ESC comprises seven members who are politically appointed and a secretariat of about 46 members headed by a secretary. Uniquely, all of the employees of the ESC secretariat are appointed by the PSC. Table 3.2 is a summary of the staff distribution between the semi-autonomous institutions.

Table 3.2   Staffing in the semi-autonomous institutions

Institution	Male	Female	Vacancy	Total	Temporary[5]
UNEB	107	73	27	**207**	1
NCDC	49	25	26	**74**	3
ESC	32	21	1	**53**	4
ESA	7	12	12	**19**	2
National Commission for UNESCO	1	1	1	**3**	5
Total	**196**	**132**	**67**	**423**	**15**

Source: Data collected by the authors from the personnel departments.

Just like ministry headquarters, the semi-autonomous institutions have suffered from the problems of HIV/AIDS. The UNEB, which has the largest number of staff of all of the institutions, has felt the impact of absenteeism due to illness and death – especially of relatives of staff members – particularly severely. The first death of a staff member due to HIV/AIDS-related illness occurred in 1989. HIV/AIDS then spread to affect all the departments and cadres, from junior support workers to the senior management. A senior manager estimated that since 1987, 20 junior staff and two senior staff have succumbed to the illness, leading to an on and off scenario of work attendance.

> *"… of late we are a bit ok. We have two people on sick leave, but their sicknesses have taken a long time. They have tested HIV positive."*
>
> Senior manager, UNEB

The managers of the institutions visited related that even though there have been some incidences of absenteeism due to sickness, they have not overly affected day-to-day activities.

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[5] Temporary staff are counted as extra to the total permanent personnel figures given in the other columns.

Operations continue normally because there is a system of replacement and work redistribution in place for whenever a staff member is absent or on extended sick leave. For example, staff interviewed at the UNEB, which carries out a large amount of clerical work related to entering examination results, sorting out papers etc., felt that it is easy for them to find quick replacements. It is only in the rare cases where more specialized tasks need to be covered, requiring dedicated skills, that some impact may be felt on work performance.

> "HIV/AIDS has not affected the governance or the running of this institution. It's a problem that has only been creeping on us with no tangible impact. This is because we have a well structured system of replacement and support."
>
> Senior manager, UNEB

> "As a Commission, we lost three members of staff in the last three years suspected to be due to HIV/AIDS-related illnesses. They were fairly of the junior cadre. When a colleague is sick, we share the workload among ourselves. They are not replaced and their salaries are not stopped until they die."
>
> Senior manager, ESC

It is worth noting that although the latter is a coping mechanism, it is not a formal arrangement, backed by rules set by the appointing authority. Rather, it is sustained by a culture of empathy that has developed in the organizations over time.

3.2.3 District education offices

The district education offices are responsible for overseeing the operations of the education sector in the districts, particularly the administration of primary education, which has been decentralized (secondary education remains under the jurisdiction of ministry headquarters). The function of the district education office is to ensure the delivery of efficient, high quality education to district schools.

At this level, absenteeism was found to be more prominent among primary and secondary school teachers than the staff of the district offices. Teachers form the largest group of employees in the sector and play the most crucial role in front-line service delivery. As a result, the general feeling is that schools are affected by absenteeism to a greater extent than the district education offices:

> "District education office staff have not been affected much by HIV/AIDS. Our work is not being affected in terms of staffing but from the side of the teachers who deliver the service in the schools."
>
> Education officer, Hoima District

> "There is on and off attendance among our teachers who are affected by HIV/AIDS. I imagine there is a lot of pain that HIV positive people go through. They lose confidence and interest in the work they are doing. This is impacting on their output."
>
> Education officer, Mbarara District

None of the district education offices visited has a tracking mechanism to monitor the level of absenteeism, either among teachers or district staff. Furthermore, record keeping is poor: filing systems are very rudimentary and are not kept up to date. Some offices did not even have basic equipment, such as filing cabinets or stationary. All that exists are bits and pieces of scattered paper in the registry, arranged in heaps that bear little relation to

chronology. There are very few computers in the districts visited; only Mbarara had several machines. Even then, none were being used for record keeping. The officers said that:

> *"Several teachers are sick and every now and then absent. Absenteeism is great in schools because of HIV positive teachers, but the record keeping is poor. Some of them just disappear and then appear later without permission. This makes monitoring difficult."*
>
> Education officer, Tororo District

> *"The sick teachers spend a good number of days without working. This has caused us problems in one way or another. Most of them do not even report to us. We only get the news when they have already died. Very few have tested for HIV."*
>
> Education officer, Hoima District

There is no regular system to monitor absence or work efficiency of district office staff. Under normal circumstances, a staff member would apply to be granted a leave of absence, but education staff and mangers largely ignore these requirements. In effect, work time is lost without official permission and district administrators are not aware of the actual staffing and workload situations. This state of affairs is propagated by the lack of an effective record-keeping system and monitoring mechanism. Much reliance is placed on the power of observations made by the individual DEOs, which may be subjective.

Study findings show that management of absenteeism differs between primary and secondary schools. Teachers at primary level are less specialized and their training equips them to teach any subject at that level. As a result, when a teacher is absent it is relatively easy for a colleague to cover his or her lessons. In secondary schools, however, the situation is quite different: secondary school teachers are more specialized and in most cases cannot competently handle more than two subjects. This limits the possibilities for sharing workloads and alternating teachers. Teacher shortages due to absenteeism are thus far more acutely felt in secondary than in primary schools. Nevertheless, loss of teaching time has gross implications for the supply of education at all levels; primary schools are no exception to this and may be vulnerable for other reasons. In Tororo District for instance, the teacher:pupil ratio for primary schools is 1:60. It follows that if there are 360 pupils in a school, the District Service Commission (DSC) will only provide seven teachers. If three of those seven are suffering from HIV/AIDS and are absent most of the time, their lessons will have to be shared out among the remaining teachers. This would more than double the workload of those remaining, which inevitably greatly affects the quality of teaching and learning and levels of teacher stress and morale.

The problem of covering for absent staff cuts across all district education governance structures, although the perception of the education managers interviewed was that school-level absenteeism has a far more serious impact on the system than district-level absenteeism. If a teacher is absent most of the time, his or her lessons are bound to be disorganized and inconsistent, which in turn will affect the quality of teaching and learning outputs. It will also put pressure on district level personnel, who have to plan and manage the supply of teachers. One education officer noted that:

> *"When you have got so many teachers who are sickly and yet with the introduction of UPE the number of pupils has increased, it creates a burden as far as managing ... schools is concerned. It puts more pressure on the healthy teachers because of their colleagues who are sick. So in a way it has magnified problems and increased the*

level of inefficiency. One might be inefficient naturally but coupled with sickness he [or] she may become worse."

<div align="right">Senior education official, Rakai District</div>

3.3   Challenges of absenteeism

One of the biggest challenges presented by absenteeism is the need for a proper records management system across all the levels of educational governance. All that exists now at ministry headquarters and in the districts is the relic of a system that was designed for a very different educational environment. Proper filing systems are non-existent; documents are archived in a manner that makes access to records very difficult, even for managers. This can be attributed largely to the collapse of systems during the prolonged period of economic and political instability in the country in the 1970s and early 1980s. Systems are only now beginning to be revamped, but this will be a gradual process.

To facilitate management in solving cases of absenteeism, it is necessary to create a duty attendance register that is updated on a daily basis. Such information would enhance monitoring and evaluation and lead to improved outcomes for management in the context of HIV/AIDS through better-targeted research and interventions.

Absenteeism, especially due to HIV/AIDS-related reasons, is very difficult to predict and temporary staff present a challenge to strategic planning for human resource management. Hiring a temporary replacement is desirable, but owing to limited resources in government, the ministry has a restricted capacity to engage temporary workers. Such a strategy demands attention at the initial budgetary planning stage. Unfortunately this has not been the case: there is no provision in the ministry budget for temporary staff. Instead, interviews with senior officers indicate that short-term workers are paid from savings made on contingency budget lines.

Absenteeism due to AIDS-related illnesses challenges the existing workplace care and support system. All ministry staff seek medical services from government hospitals and other private medical clinics. There are no medical facilities to provide much-needed urgent medical treatment for sick members of staff and their families at ministry headquarters or the offices of the semi-autonomous institutions. Employees requiring medical attention therefore have to leave the office during working hours to go to outside hospitals or clinics.

There is no system-wide consensus on how medical costs should be funded and covered: almost every organization has a different strategy. In some institutions, for example the UNEB, medical costs form part of the consolidated salary package, while in others, for example the NCDC, staff initially pay out of their own pocket and are refunded 75 per cent on presentation of their bills. At ministry headquarters, workers are entitled to free services from public health facilities. Indeed, all civil servants and their immediate families are entitled to free treatment in any public hospital. If, however, an officer chooses to seek treatment from the private wing of a public hospital or from a private hospital, it falls to the ministry to pay the bill. Each ministry has a welfare or contingency budget line. This covers medical costs, burial and funeral expenses and the costs of seeking treatment abroad if the case cannot be handled at facilities in the country. DEOs and primary school teachers are covered by the districts; each has a budget line in the Directorate of Education to cater for medical costs. Funding and budget implications will be explored in more depth in Chapter 5.

Communication lapses occur when absenteeism is predominant. According to some key informants at ministry headquarters absenteeism due to sickness is a common occurrence. It leads to work being held up and interrupts the flow of information between the central and local levels, as staff are not available for contact and documents are not disseminated. For example, a circular on the formation and training of school HIV/AIDS clubs, which was supposed to be sent out to schools immediately after it had been issued, failed to reach most of the schools that took part in Study One (Amone et al., 2003). Such delays can affect the ability of schools to meet important targets (see case study below).

Poverty is by far the largest problem encountered in all of the districts visited and is almost always the leading factor in reducing staff morale and propagating absenteeism. Moreover, it is a cyclical problem. Funds extended to schools are not sufficient to keep them running effectively. This means that even with UPE, schools have to charge some fees to compliment the government funding allocation. Because of poverty, even these minimal fees are not affordable for many parents. A low rate of fees collection makes it difficult for the schools to operate. In addition, the district tax bases are low, so contributions by the district are minimal. Tax collection at the district level has also been affected by the politics of the day. The president made a formal statement that the lowest income earners should not pay a tax of more than 3,000 Ugandan shillings (Ushs), roughly equivalent to 1.5 United States dollars (US$). Following this declaration, most people have been reluctant to pay taxes beyond Ushs.3,000; they argue that they are all affected by poverty. This has made it difficult for both politicians and technical staff at the district level to enforce revenue collection beyond this amount. Therefore, there is less money for schools and the supply of education has been negatively affected.

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2.   A case study on absenteeism and communication

The MoES and its semi-autonomous institutions are responsible for monitoring the education standards in the country. They maintain direct links with the secondary schools and higher institutions of learning. Primary schools fall under local district control and are co-ordinated by the DEOs.

The headteachers of primary and secondary schools receive instructions from MoES headquarters. These can be in the form of public announcements, letters or circulars. The letters and circulars may be posted to schools through the district offices or alternatively headteachers can pick them from headquarters themselves.

There is always a delay in such communication. If the officer who is in charge of dispatching the letters is absent from duty most of the time due to ill health, then the information may not reach the schools. Delays can also be attributed to the headteachers, who may not pick up documents for a long time. By the time they do get the communication it is often too late, thus affecting the successful implementation of the education plan.

Under decentralization, district departments are largely funded by money coming from central government. However, in some cases donors like the European Union, United Nations Children's Fund, United Nations Development Programme (UNDP) and the United States Agency for International Development (USAID) can channel funds directly to the districts through the CAO's office.

District government is also allowed to find legally acceptable ways of raising local revenue, which can be used to fund activities in different departments as directed by the District Council (the supreme policy- and decision-making body at the district level). Because of the fall in revenue collection, DEO's offices are now depending largely on central government funds. These funds come with strict instructions on how they have to be spent and therefore cannot easily be diverted to other uses. This reduces the ability of DEOs to make contingency arrangements; they have no power to react quickly to situations on the ground, such as the urgent need to provide temporary replacement staff.

Management of HIV/AIDS is also complicated by poverty. In all of the districts visited, limited financial resources, compounded by poverty in the communities and schools jeopardizes the management of opportunistic infections among staff and students. At the moment, staff and teachers who are affected by the disease have to rely principally on their own resources to treat themselves. Competing household needs constrain their ability to do this and lead to poor management of the disease. This, in turn, increases the rate of absenteeism among staff, as those living with HIV are likely to catch more opportunistic infections and progress to AIDS more quickly, thus weakening sector governance structures at the district level.

4. THE IMPACT OF ATTRITION ON EDUCATION GOVERNANCE

4.1   HIV/AIDS and attrition in the education sector

This chapter will discuss the impact of attrition (i.e. losses in the quality and quantity of staffing over time) on the day-to-day running of the education sector. High attrition rates lead to management problems, such as replacement costs, funeral costs, loses in work time, and workload challenges. We will look at attrition on two fronts:

- What has happened to the staffing at school level and how have management functions responded?
- What has happened to the governance structures and how has the day-to-day running of the sector been affected?

Findings show that attrition is of great concern to managers, although attrition due to HIV/AIDS has not yet led to a major breakdown in the governance of the educational system in Uganda. This is principally because most administrative functions can be delegated or shared. Nonetheless, it remains an issue that cannot be ignored at any level of educational governance: the effects of AIDS-related mortality can already be seen in reduced productivity, a weakened management environment and adaptations to budgeting operations.

Comments from many of the education managers interviewed attest to the fact that the delivery of educational services has been negatively affected by the costs of HIV/AIDS-related attrition. There are many cases and various causes of staff attrition at ministry headquarters, the semi-autonomous institutions and the district education offices. Schools and other institutions of learning have also registered problems. Indeed, as with absenteeism, interviewees felt that the impact of attrition is more pronounced at the school level than at the higher levels of education governance.

According to the field data, the major causes of attrition among staff in the education sector are prolonged illness, death, abscondence, resignation, dismissal, transfer and retirement. EMIS data on primary and secondary school teachers show that in 2003 the largest contributor to attrition was resignation, which accounted for 23 per cent of losses. This was followed by transfer to new posts, both teaching and non-teaching (27 per cent), death (14 per cent) and prolonged illness (6 per cent). The management officials interviewed expressed a strong conviction that the causes of prolonged illness and death among most of their colleagues are connected to HIV/AIDS. This is difficult to verify, however, as the causes of death and prolonged illness are not recorded in the EMIS.

4.2   The impact of attrition on MoES headquarters

A total of 41 members of staff left ministry headquarters during the period 2000 to 2002. The bulk of these losses have been due to transfer (generally of support staff) to other government ministries (61 per cent) and death, resignation and retirement (39 per cent). Technical staff are not transferred outside the ministry.

Table 4.1   Attrition rates for staff at MoES headquarters, 2000-2002

	2000			2001			2002		
Cause of attrition	**M**	**F**	**%**	**M**	**F**	**%**	**M**	**F**	**%**
Death	-	-	-	4	1	1.9	-	2	0.8
Transfer	5	2	2.7	8	4	4.5	5	1	2.3
Resignation	-	-	-	1	1	0.8	2	-	0.8
Dismissal	-	-	-	-	1	0.4	-	-	-
Retirement	-	-	-	2	1	1.1	2	-	0.8
Total attrition[6]	**5**	**2**	**2.7**	**15**	**9**	**8.7**	**9**	**1**	**4.5**

Source: Data collected from Department of Finance and Administration records.

Rugalema et al. (1999) reported that the cost impact of attrition on the commercial agricultural sector of Kenya has been manifested in two dimensions:

- costs incurred due to death – time dimension, burial and funeral expenses, gratuities, maintaining the surviving family and emotional stress;
- costs of replacement when a staff member absconds, retires or is dismissed.

We will also use this distinction for the following review of the situation at MoES headquarters.

4.2.1 Costs incurred due to death

Loss of working time

At ministry headquarters, when a staff member dies, colleagues and friends are free to take at least one day off to attend the burial. Offices do not close down, but remain partially operational. Depending on the rank of the deceased, three members of staff are officially delegated to attend the funeral. In practice, the amount of time taken depends on where the burial takes place; if officials have to travel to a distant region, it could take up to three days. This means that for three officers to attend each burial, the ministry may lose up to 72 working hours. Given that there were a total number of seven deaths in 2000 and 2001, each officer lost around 168 working hours in funeral attendance (see Figure 4.1), which works out at 504 working hours, or 10 per cent of the total hours worked in a year by three officers. The time lost is even greater if we consider the factor of emotional stress: staff members who are left to continue working are grieving and so cannot be expected to perform their duties to their full capacities. Furthermore, these calculations do not include staff time lost to the attendance or funerals of relatives, in-laws and friends. Therefore, they represent a very conservative estimate of productivity losses caused by death.

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[6] Calculated using figures for the total workforce in 2000 (264).
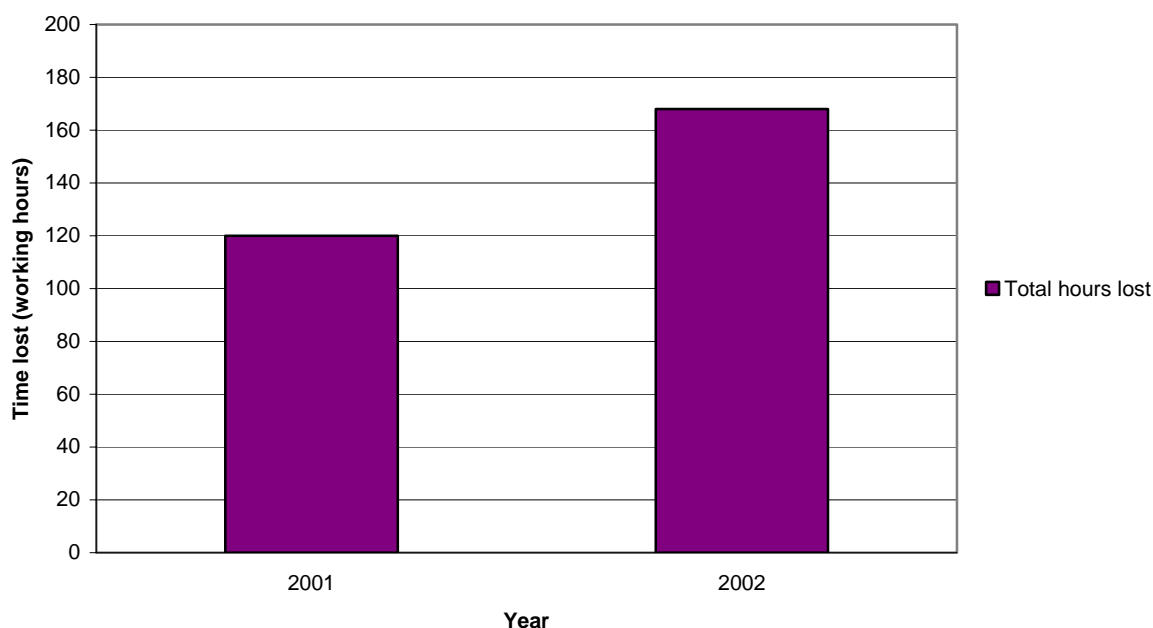
Source: Authors' computation based on data from Personnel Department.

Loss of skilled human resources

Some of the staff members that have died had served the MoES for a number of years and had accumulated a wealth of work experience; something that is not at all easy to replace. This hidden cost can only be quantified very roughly as man-hours lost before a suitable replacement can be found. The seven staff members that have died since the year 2000 were of a junior cadre (i.e. three secretaries and four drivers). Despite their junior positions, the loss of their skills and expertise cannot be ignored, especially when they had served for more than five years in the same capacity.

Burial and funeral expenses and death gratuities

When a teacher or an education officer dies, a funeral or burial has to be arranged, the costs of which are considerable. The school or education department shares the financial responsibility of the preparations with the family of the deceased member of staff: the MoES meets the costs of burial or funeral expenses for the staff member, their spouses and biological children below the age of 18 years, while the family of the deceased covers the deficit.

The costs incurred include:

- the cost of treating the body;
- the cost of providing a coffin;
- expenses for the construction of a grave;
- transportation expenses;
- expenses for feeding mourners;

- allowances paid to staff, such as the drivers who transport the body to the burial site and the staff who represent the education institution or department;
- the money paid to bereaved family as condolence (usually not official or mandatory).

Two department officials and a driver are usually delegated by management to represent the ministry. A per diem of Ushs.50,000 is paid to the two officials and Ushs.25,000 to the driver. This is in addition to burial assistance extended to the families of the deceased. This amount is not fixed and ranges from Ushs.100,000 to Ushs.700,000, depending on the rank of the official. This money is drawn from the welfare or contingencies budget line. Working on an average of Ushs.400,000 condolence money, plus the per diem for the officers and drivers, an average amount of Ushs.775,000 is spent by the ministry per funeral.

Interviews with officials from the Department of Finance and Administration reveal that in addition to these payments, a large proportion of the expenses are taken up by transport costs (i.e. fuel and maintenance of the vehicles used to take people to the burial site). The finance officials put the estimate at between Ushs.500,000 and Ushs.1,000,000. By adding this sum to the total arrived at in the preceding paragraph, the average cost of a funeral rises to Ushs.1,525,000, meaning that the ministry has spent a total of Ushs.10,675,000 on the seven burials that have taken place since 2000.

Figure 4.2   Total burial expenses, MoES headquarters, 2001-2002
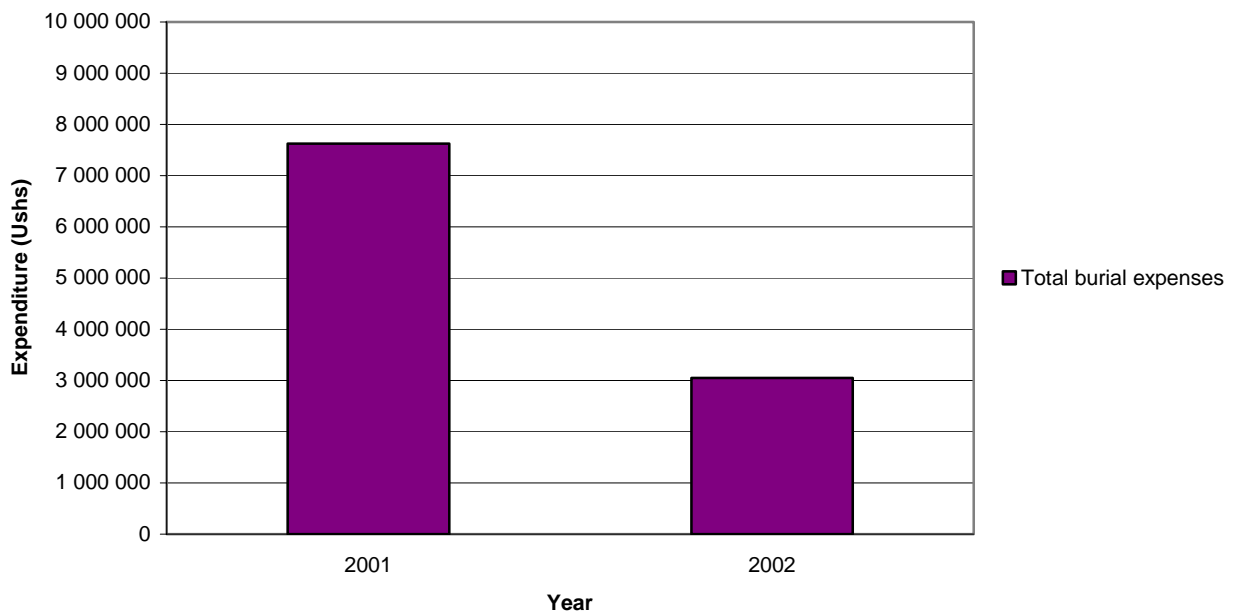
Source: The authors' computation based on data provided by the Department of Finance and Administration.

Figure 4.2 is based on data on the total number of headquarters staff who died in 2001 and 2002. It shows that there was a drop of over 50 per cent in total funeral expenditures, from over 7 million shillings in 2001 to 3 million shillings in 2002. This coincided with increased access to antiretroviral (ARV) therapy and HIV/AIDS support services, which are thought to have led to a lower incidence of death due to AIDS.

If a public sector employee dies while in service, a designated surviving family member is granted a death gratuity of three month's aggregate salary. Death gratuities are only paid if the staff member has been confirmed in service. Payment is the responsibility of the Ministry of Public Service and follows the same terms and conditions for all government employees. However, delays in reporting deaths often mean that the salary may continue to be paid; in effect family members often receive over three month's salary. In other situations, especially in rural areas, poor communication means that family members are not aware that they are entitled to receive anything at all. The MoES also incurs costs through paperwork, such as the verification of documents and claims made by family members of the deceased employee.

4.2.2 Replacement costs

When a post falls vacant due to the death of the incumbent, the ministry personnel office notifies the PSC (in the case of support staff) or the ESC (for all technical staff), who advertises the vacancy and handles the recruitment process. This process can sometimes take a long time – it has been known to take as long as one year – and it is difficult to estimate accurately the time lost while there is no one in post. All the costs are met by the PSC or ESC, including allowances for the appointed members of the commissions, who play a central role in the process.

4.3 The impact of attrition on the semi-autonomous institutions

Standards of record keeping vary between the various institutions, and in some cases were found to be very poor. For example, the ESA could provide information for 2003 only. This is because once a staff member leaves the service his or her name is deleted from the register. The records are discarded one year later. It is therefore difficult to establish the extent of attrition at the ESA. However, it was reported that in 2000, six members of staff left the institution (three were transferred and three took up non-teaching posts). No deaths were recorded in 2003.

At the UNEB, on the other hand, records go back much further. They show that on average only 1 per cent of the total workforce have died from 1993 to 2002 (see Table 4.2). This is a normal trend and the proportion is small enough not to affect the functional capacity of the board. We can only deduce that the impact of attrition on the governance of the institution has been minimal.

Table 4.2   Number of UNEB staff that have died, 1993-2002

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Number of staff	163	163	165	166	165	164	166	175	180	181
Died while in service	4	3	2	1	1	1	2	1	0	2
Death rate (%)	2.5	1.8	1.2	0.6	0.6	0.6	1.2	0.6	0.0	1.1

Source: UNEB records, MoES.

The impact of HIV/AIDS on educational governance has been seen less in terms of staff deaths and more through absenteeism and indirect disturbances. This is true for both the ministry headquarters and the semi-autonomous institutions. In recent years, analysis of staffing rates show that certain departments and functions suffer frequently from chronic delays due to various forms of absenteeism.

Findings reveal that a scheme is being developed by the ESC in a bid to address the problem of teacher welfare, to enhance their morale and to reduce the incidence of staff attrition. The programme will address a range of issues, including HIV/AIDS, professional progress and promotion.

> *"A scheme of service is being developed. It deals with qualifications, professional ladders, what happens in case of HIV/AIDS. Two consultative workshops have already been done. We need a teacher who is also a professional counsellor."*
>
> Senior member, ESC

## 4.4 The impact of attrition on the district education offices

4.4.1 EMIS data

The research team found it very difficult to measure the impact of attrition on the district education offices. Although data are collected from the districts, both for the central EMIS and for district records, they tend to focus on teacher attrition rather than attrition of those most heavily implicated in sector governance, i.e. the planners and managers. There is no separate record kept of district office staff attrition. Teachers are more visible than other sector workers: they constitute the largest group of employees and represent the 'front line' of education service delivery. Although the focus of this study is the impact of HIV/AIDS on governance structures, rather than schools, the various parts of the system do not exist in isolation from one another. Therefore, increased teacher attrition will demand a response from district level planners and managers, since it is they who are responsible for recruiting, deploying, supervising and training replacement staff; all part of the governance functions of the sector.

Out of the six districts studied, attrition was most prominent in Mukono and Mbarara (see Figure 4.3 below and Appendix 1 for more detailed breakdowns). Overall, however, at least according to the EMIS records, staff attrition has been declining in the six districts. For example, in the four years from 2000 to 2003, annual attrition among education sector staff in Mukono declined from 12 per cent of its staff to less than 6 per cent. There was a similar dramatic decline registered in Hoima over the same period. Mbarara and Gulu districts show small reductions in attrition that tend to stabilize in the 4 to 5 per cent range from 2001 to 2003.

Figure 4.4 breaks these same data down by cause of attrition. It shows that the majority of district staff leaving their posts either resigned or were dismissed (31.5 per cent) or absconded (27.4 per cent). Studying the data in more detail (see Appendix 1), these two categories would appear to be linked: in Mbarara and Mukono, and to a lesser extent in Rakai, high levels of resignation and dismissal mirror high abscondment. Only in Gulu is death the most significant cause of attrition – although only 13.6 per cent of attrition in the combined districts is death related, in Gulu it accounts for 33.3 per cent of all attrition (see later

discussion). Prolonged illness and retirement account for the lowest proportions (6.9 per cent and 8.6 per cent respectively) and have also been the most stable over the four-year period.

Figure 4.3   Trends in staff attrition in sample districts, 2000-2003
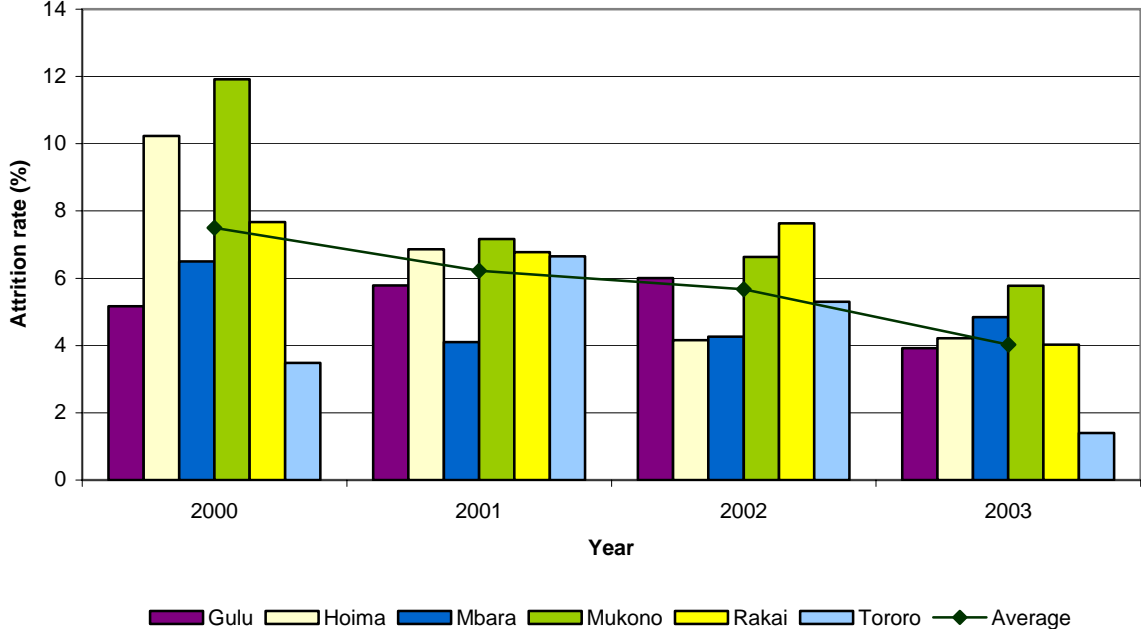
Source: Calculated from EMIS data given in Appendix 1.

Figure 4.4   Reasons given for leaving posts, all sample districts, 2000-2003
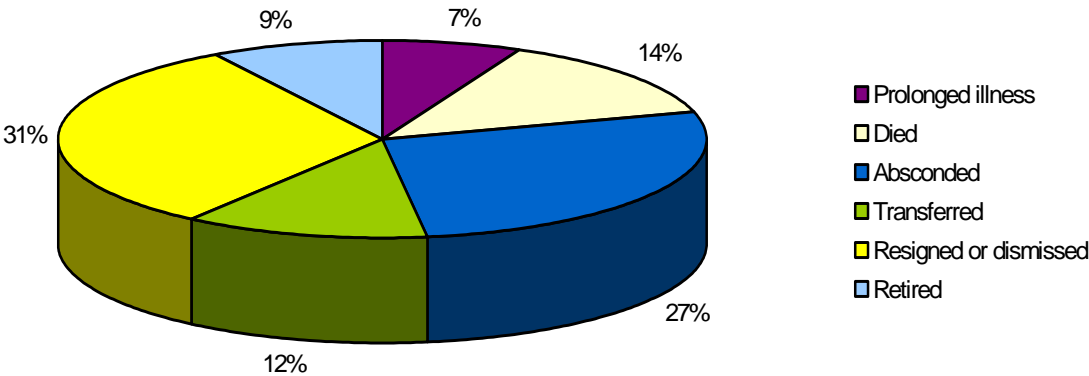

Source: Calculated from EMIS data given in Appendix 1.

4.4.2 District personnel file data

Poor record keeping further exacerbated the lack of district level information. The research team found that central EMIS statistics and the data that they culled from personnel records held in the district offices did not match: EMIS data show attrition to be decreasing, while the district data show it to be increasing over the same period (see Figure 4.5). The DEOs of Hoima and Mbarara attributed this increase to the introduction, in 2001, of teacher screening, aimed at weeding out under-performing and inadequately qualified teachers. They reported that many teachers absconded from duty, rather than wait to be reprimanded or fired.

Figure 4.5   District staff attrition trends, district office data, 1999-2003
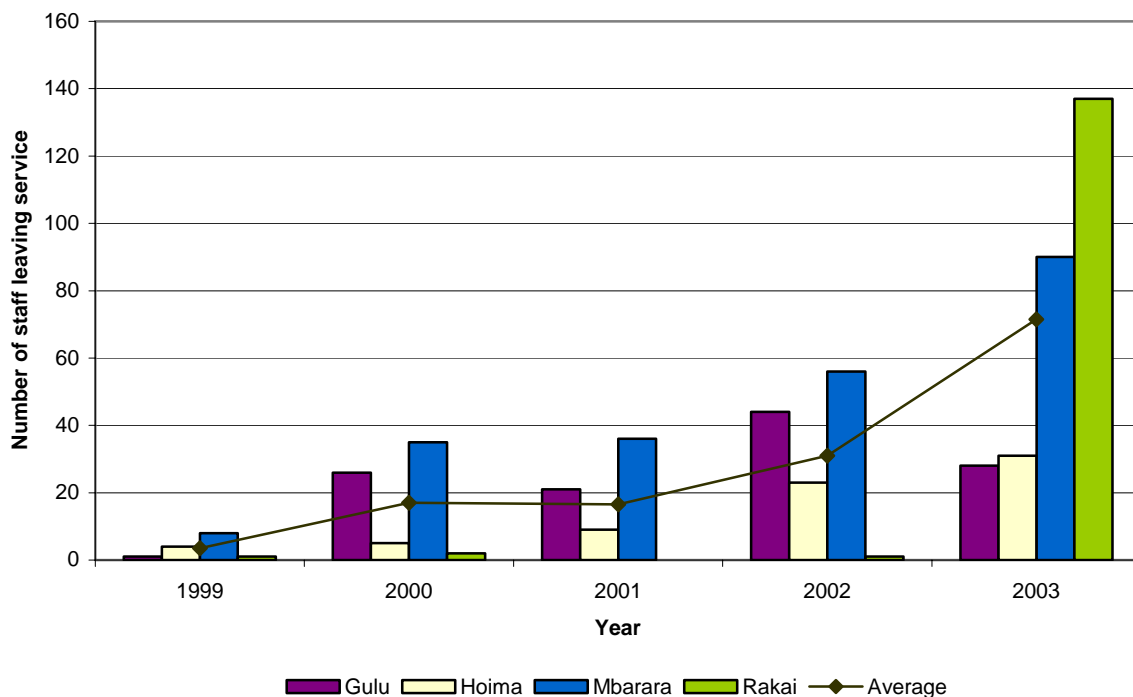
Source: Data collected from personnel records held by district offices and interviews with district officers.

It is not only the trend that is radically different: the absolute figures shown in Figure 4.5 are much lower than those of the EMIS data (see Appendix 1), possibly because the districts were found to keep information principally on staff that had absconded, died or been dismissed only. The quality of data from the personnel files was further limited because of a lack of detailed information. For example, in the case of staff members that had died, most districts did not record date and cause of death, age at death or length of service. If it is not known how much professional experience a staff member had accumulated before he or she died, it is very difficult to assess the relative impact of HIV/AIDS. On questioning, however, district personnel officers were able to supplement the information from the files with data concerning the cadres of staff affected and, in some cases, the period of death. Many also articulated the feeling that a large proportion of deaths were AIDS related, although this could not be supported by any data. The lack of standardization renders it difficult to make comparisons between districts since they frequently use different variables and categories to assess staff attrition (see Table 4.3 for examples).

Table 4.3   District staff attrition by professional category[7], 1999-2003

Cause	District officers	Headteachers	Teachers	Clerical and support staff	Total
Gulu					
Abducted	0	1	2	0	**3**
Absconded	1	0	3	0	**4**
Died	8	9	77	3	**97**
Resigned	1	0	0	0	**1**
Retired	0	0	0	0	**0**
Terminated	0	0	7	0	**7**
Transferred	1	0	0	0	**1**
Not specified	0	1	6	0	**7**
Total	**11**	**11**	**95**	**3**	**120**
Hoima					
Absconded	-	0	19	-	**19**
Died	-	1	12	-	**13**
Further studies	-	0	12	-	**12**
Resigned	-	0	5	-	**4**
Retired	-	0	0	-	**0**
Terminated	-	0	20	-	**20**
Transferred	-	0	3	-	**3**
Total	**-**	**1**	**71**	**-**	**72**
Mbarara					
Absconded	-	-	69	5	**74**
Died	-	-	39	0	**39**
Resigned	-	-	1	0	**1**
Retired	-	-	4	0	**4**
Terminated	-	-	30	0	**30**
Transferred	-	-	76	1	**77**
Total	**-**	**-**	**225**	**6**	**225**
Rakai					
Absconded	-	1	72	-	**73**
Died	-	2	15	-	**17**
Dismissed	-	0	8	-	**8**
End of contract	-	0	3	-	**3**
Retired	-	2	23	-	**25**
Transferred	-	1	14	-	**15**
Total	**-**	**6**	**135**	**-**	**141**

Source: Data collected from personnel records held by district offices and interviews with district officers.

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[7] In Gulu all clerical and support staff are drivers, in Mbarara they are farm managers, office attendants, kitchen attendants, storekeepers and guards. Job titles were not specified for the district officers of Gulu. The dash denotes a lack of data for that category; it does not mean that no one of that category left the service.

Although the actual figures on staff attrition are likely to be an under-representation (they do not include all those leaving the service due to long-term ill health, transfer, resignation or retirement), the study team felt that the data collected from the personnel records probably reflect the trend more accurately than the EMIS statistics do. EMIS data are collected once a year at the school level. Ministry headquarters sends out the relevant forms, requesting school administrators to complete and return them. Forms may not be filled in correctly at the school level or even not returned at all, distorting the picture of staff presence. The district data, on the other hand, were gathered directly from the personnel files and the trends confirmed by education managers on the ground. This disparity has very serious implications for the planning and management of district level resource distribution, as well as for the scale of the response to absenteeism and attrition. There is an urgent need for accurate data, a call echoed by Bennell (2003), who argued that the true situation is masked by a lack of reliable mortality data.

As noted above, the study team was able to gain some supplementary information from district officials about the professional category of staff leaving the service. This is presented in Table 4.3. As expected, the table shows that, where it is possible to make a comparison, teachers are by far the largest group leaving the sector. Whether this is simply because they are the largest group working in the sector is another matter – without total numbers of staff for each professional category it is impossible to calculate attrition rates. In Mbarara and Rakai Districts, most of the staff that left the service absconded (44.5 per cent and 50.8 per cent respectively), possibly in response to teacher screening, as outlined earlier. As with the EMIS data, this was not the case in Gulu District, where death accounted for 82.3 per cent of known attrition. Gulu is a conflict-affected zone, so the disproportionately high number of deaths (and the three recorded abductions) may be in part attributed to the growing number of rebel attacks on civilians. Another effect of the conflict is that adult HIV prevalence stands at 14.7 per cent (MoH, 2003), the highest rate in the country, so it is likely that some of the deaths are AIDS related.

4.5   The challenge of replacing staff

Replacement of teachers that have died is a slow process because of the ponderous recruitment procedures involved. The DSC is in charge of recruitment of primary school teachers. The process requires the office of the DEO to submit details of any vacant positions to the office of the CAO, which in turn forwards them to the DSC for consideration. It generally takes from three to six months to advertise the vacancy, receive applications, select candidates for interview and finally make the appointment. During this period teachers are hired on a temporary basis.

Secondary school teachers are appointed centrally by the ESC and posted to the districts by the MoES. According to a district education official from Mukono, replacement of a secondary school teacher takes a minimum of three months and depends heavily on the agenda of business of the ESC, which is in turn determined by the number of requisitions that they receive from the MoES. Usually the ESC cannot be convened to employ one person only; they have to wait until there are a considerable number of vacant positions to be filled. This means that teaching positions may remain vacant for up to one year, causing significant losses in teaching and learning time.

If the vacancy is in a rural district delays in recruitment may be even longer. In rural districts, like Rakai, teacher turnover is high because many trained teachers opt for employment in urban schools, which are widely perceived to have better prospects for promotion, staff development and generation of supplementary income, and benefits connected to living in a city. This has frustrated many DEOs and headteachers: primary teachers sometimes choose not to take up the teaching positions offered, while secondary teachers posted from the ministry may end up not reporting to their duty stations because of the remoteness of the district.

Table 4.4 Cost of recruiting primary teachers, Gulu District

Activity	No. of days	No. of people involved	Cost per unit (Ushs)	Total cost (Ushs)
Half page advertisement in at least two newspapers	N/A	N/A	-	2,550,000
Sorting the applications	3	8	123,500	2,964,000
Interviews	5	8	123,500	4,940,000
Assessment	3	8	123,500	2,964,000
Total cost (Ushs)				**13,418,000**

Source: Office of the DEO, Gulu District.

The replacement costs of personnel vary according to the level at which recruitment is carried out and the cadre of staff being recruited. For primary teachers the chief cost is that of convening the DSC. There are eight members of the DSC on average, who each receive a per diem of Ushs.123,500 for every day that the commission sits. This also covers transportation and meals. The total cost of such an exercise in Gulu District, assuming that many teachers are to be recruited, is summarized in Table 4.4.

Secondary school teachers and the personnel of the semi-autonomous institutions are appointed by the ESC. The process of identification of vacant posts is similar to that for primary teachers, but the only cost involved is that of advertisement. This is because the members of the ESC receive monthly salaries from government.

This issue of the cost implications of attrition will be explored in more depth in Chapter Five.

5. THE BUDGETARY IMPACT OF ATTRITION AND ABSENTEEISM

This chapter will examine the budgetary impact of attrition and absenteeism on the education sector. Costs include provision for burial and funerals, recruitment and replacement of staff, training and orienting of new staff, and payment of death gratuities and other forms of support for surviving family members. The costs incurred over time will be analysed to trace the annual evolution of financial resource expenditure.

5.1   The costs of attrition and absenteeism

Chapters Three and Four examined the major causes of attrition and absenteeism among staff in the education sector. Key among the causes was prolonged illness, death, resignation, absconding, retirement and dismissal. All carry hidden costs, which are summarized in Table 5.1 below:

Table 5.1   The effect of attrition and absenteeism on the education sector

Cause of attrition or absenteeism	Costs	Other losses
Death	▪ Burial and funeral costs. ▪ Death gratuity. ▪ Value of experienced staff. ▪ Human resource development costs. ▪ Recruitment and replacement costs (advertisement etc.). ▪ Support to the bereaved family (e.g. surviving children being supported by the school).	▪ Skills ▪ Time
Morbidity	▪ Salaries of staff on sick leave. ▪ Costs of hiring temporary staff. ▪ Medication and care costs.	▪ Time
Retirement	▪ Retirement benefits or pension. ▪ Recruitment and replacement costs.	▪ Skills ▪ Time
Abscondment	▪ Recruitment and replacement costs. ▪ Costs of hiring temporary cover staff.	▪ Time
Transfer within or outside the education sector	▪ Recruitment and replacement costs.	▪ Skills

5.2   The pattern of resource expenditure

Table 5.2 shows the expenses incurred from the funeral and burial arrangement for a district education official:

Table 5.2   Typical expenses for funeral and burial arrangements

On 22 December 2000, at around 5.30 p.m., an officer of the education department passed away. The district had to cater for full burial expenses.

On this note the following expenses were incurred:		**Cost (Ushs)**
Transport to check on the coffin;		1,000
Coffin purchase;		60,000
Transportation of coffin;		9,000
Purchase of food items:		
maize flour and sugar;	10,000	
1 crate of soda (*ofono*).	14,000	24,000
Fuel for two vehicles for transporting mourners and materials;		268,000
Materials for grave construction and labour charges:		
3 bags of cement (unit cost: Ushs.16,500);	49,500	
1 wire mesh;	12,000	
1 iron bar (*mutayimbwa*);	11,000	
1 iron sheet (*bbaati*);	8,200	
400 bricks (unit cost: Ushs.60);	24,000	
2 trips of sand;	20,000	
15 metal basins (*bukalayis*) of concrete (*enkokoto*);	7,500	
labour (*abazimbi b'entana*).	20,000	152,200
Drivers' allowances for two people (unit cost: Ushs.30,000).		60,000
Total Five hundred and seventy-four thousand two hundred Ugandan shillings only		**574,200**

In addition to the above expenses, there were some costs that were incurred by the widow of the decease on behalf of the district:

Transportation of the body and the family of the deceased to the burial site;	204,000
6 lots of flowers (unit cost: Ushs.30,000);	180,000
1 piece of cloth;	30,000
Finishing of the grave.	50,000
Total Four hundred and sixty-four thousand Ugandan shillings only	**464,000**

Source: Office of the CAO, Rakai District.

From the table it can be seen that the total cost of the funeral came to Ushs.1,038,200 (or US$519.10). According to one district education official, however, the cost of the majority of funerals is much lower than this; it ranges between Ushs.200,000 (or US$100) and Ushs.600,000 (or US$300), depending on the seniority of the staff and the distance to the burial site. An officer commented:

> *"I had seen up to Ushs.600,000 (US$300) being given when the district had to transport the body of teachers from here to Soroti District. The amount was high because we had to hire a tipper lorry."*

<div align="right">Education Official, Rakai</div>

According to EMIS data for Tororo district, 62 primary school teachers have died over the last four years. It is not known how many of them died of HIV/AIDS. In Tororo the mean age of teacher death is 37.5 years and the median age 38 years. This is close to 30.9 years, the 2002 national mean age of death for adults with AIDS (MoH, 2003). Assuming that the funeral costs range between Ushs.200,000 and Ushs.600,000, over the last four years Tororo District Education Department could have spent a total of between Ushs.12,400,000 (US$6,200) and Ushs.37,200,000 (US$18,600) on primary teachers' funerals.

However, poor record keeping in all of the districts visited meant that it was difficult to ascertain accurately the total expenses incurred on burials and funerals. For example, some teacher deaths were not reported and even in those cases that were reported, the cause of death was not known. Referring to this shortcoming, one education official said:

> *"We had a number of deaths especially in the previous year. However, most of these teachers who died have not been reported because very few actually come out to declare that they are HIV positive. When somebody dies they will tell you he died of fever, while we know actually this person had been down because of HIV/AIDS. So we have not had a specific number that we can say these are the teachers who have died of AIDS because very few have gone for tests. So, that is the problem which has hindered us from getting proof for establishing the number of our teachers who have died of AIDS."*

<div align="right">Education official, Hoima</div>

Table 5.3 depicts the funeral expenses borne by the education department in Tororo District over the last six financial years. It indicates that only about Ushs.4,838,100 (US$2,419) have been spent over this period. These figures exclude implicit costs such as labour or the time lost by teachers who attend funerals of family members, close friends or colleagues.

Table 5.3   Funeral expenditure for the education department of Tororo District, 1997/1998-2002/2003

Financial year	Actual expenditure (Ushs)
1997/1998	100,000
1998/1999	218,000
1999/2000	400,000
2000/2001	1,856,100
2001/2002	1,333,000
2002/2003	931,000

Source: Finance Office, Tororo District.

Even with the exclusion of implicit costs, looking at these figures, there is clearly a large disparity between the reported money spent on funeral expenses and our estimates based on the numbers of teachers who are known to have died in the district. This could again be due to poor record keeping or, alternatively, some teachers might not have benefited from assistance due to budgetary constraints.

> *"Of recent [years] it has become increasingly difficult and for some people they have not been able to enjoy that benefit since the local revenue is almost zero. People are not paying tax and you know money used for such activities comes from local revenue. So in several occasions I have approached the CAO and he said that there is* no money.*"*

> Education official, Rakai

Despite the uncertainty over the actual amounts being spent, it does seem to be clear that funeral expenses for the education sector are beginning to decrease. In Tororo, for example, expenditure has been decreasing steadily from a peak of Ush.1,856,100 in 2000/2001. The other sample districts reported similar experiences with their funeral expenses. Gulu registered the highest level of expenditure, at about Ushs.6,500,000 (or US$3,250) in 2000/2001 (see Figure 5.1). This was followed by Mukono, where expenditure peaked at Ushs.2,300,000 in 2001/2002, and finally Tororo District. The high expenditure in Gulu District could be attributed to high sector death rates during the same period, as a result of insurgency and prolonged illnesses.

Figure 5.2 shows funeral expenses in the education sector in Tororo as a sub-set of those of the whole district public sector workforce. It can be seen from the graph that although there has been a decline in education department funeral expenses over the last couple of years, this trend has not been mirrored by similar decreases across the district as a whole. Indeed, expenditure in other sectors would even seem to be accelerating. If funeral expenses can be taken as a proxy indicator for death rates, this supports the data given in Table 1.1, which revealed that teachers are dying from AIDS-related causes at a much lower rate than the general population.

Figure 5.1: Total funeral costs in three districts, 1999/2000-2002/2003
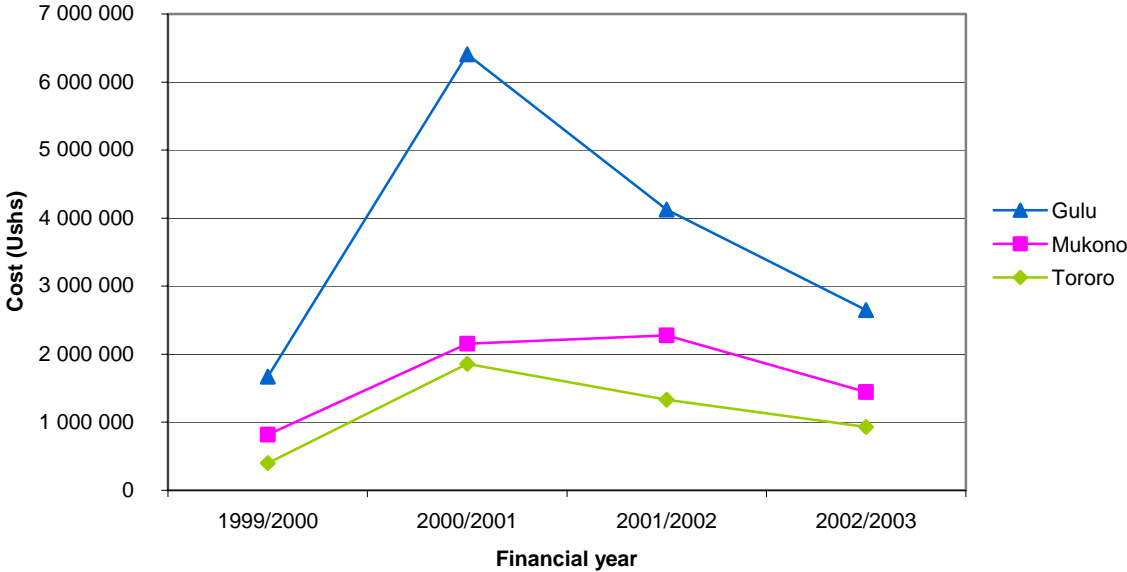
Source: DEOs' offices, Gulu, Mukono and Tororo districts.

Figure 5.2   Funeral expenses for Tororo District, 2000-2003
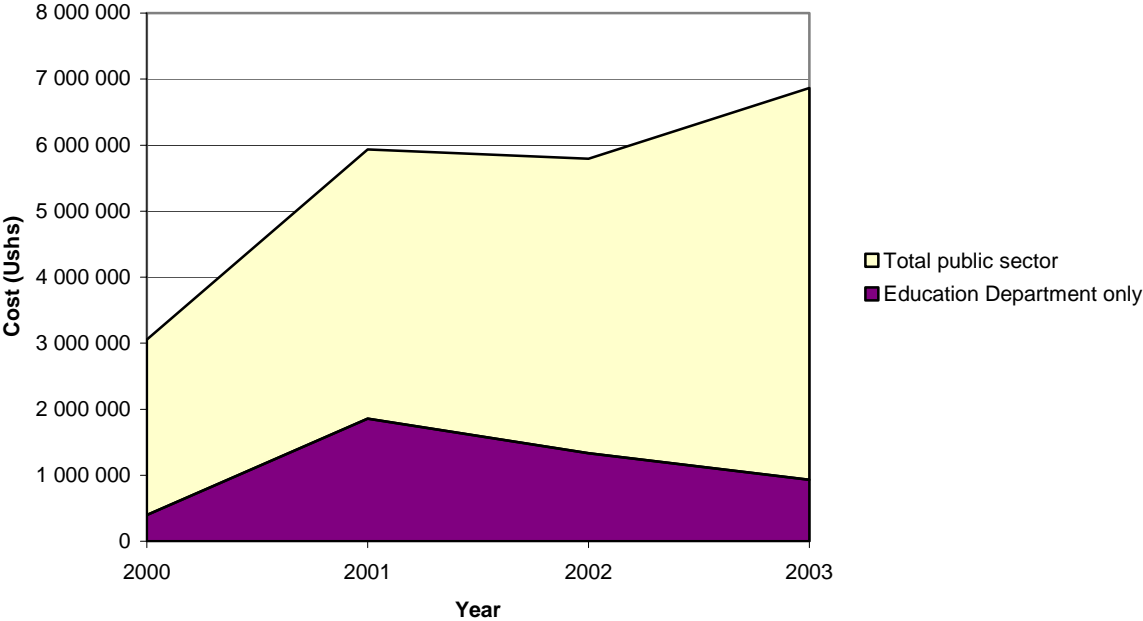
Source: Office of the DEO, Tororo District

Besides funeral costs, the sector also has to pay death gratuities, recruitment and replacement costs (e.g. advertising the vacant posts etc.), development costs (i.e. the value of an experienced teacher) and support for the bereaved family. Death gratuity is paid to the surviving dependants of the deceased staff member, in line with the civil service guidelines.

The amount paid is equivalent to one year's salary, calculated at a monthly rate equal to the amount earned by the deceased at the time of his or her death. For a primary school teacher, for example, the monthly salary is between Ushs.120,000 (US$60) and Ushs.250,000 (US$130) per month. Tororo District Education Department could have theoretically spent around Ushs.7,440,000 (US$3,720) on death gratuities to the families of the 62 primary teachers that died in the last four years. It was not possible, however, to obtain records of the actual amount that they spent.

Apart from the death gratuity, schools and education departments make informal arrangements to provide additional support to surviving family members. Such support is provided in the form of tangible services, commodities or materials, which are not normally documented or valued in monetary terms. For example, a headteacher from Gulu described arrangements made following the death of one staff member:

> *"One of my staff passed away early this year and she could have died of AIDS. When the school started in 1998 she was the first staff [member] to be recruited. The school took the responsibility of meeting the cost of all the burial arrangements. The school management decided to pay the bereaved family a salary for three months. She had two brothers who were studying in this school. The school management decided that her two brothers [should]l be catered for by the school,. so we took the responsibility of supporting the two boys. This was our personal arrangement having looked at what she did and the long service she has given to the school."*
>
> Headteacher, Gulu

5.3 Budgetary allocations and actual expenditure for the semi-autonomous institutions

5.3.1 Budgeting and expenditure at the UNEB

Figure 5.3 shows funeral expenses compared with the number of staff deaths at the UNEB. The graph indicates that transport costs are usually the greatest expense; the cost of providing the coffin and food for the guests is much lower and largely stable. Analysis suggests that transport expenditure is related to the distance of the burial site from the place of work; the graph indicates that, unlike coffin and food expenses, it is largely independent of the number of deaths. For example, although only one person died in the year 2000, the transport costs incurred were the same as in 1993, when four employees died. This high degree of variation from year to year[8] significantly complicates the task of budgeting for funeral allocations and it is something that the sector must address.

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[8] The standard deviations, in ascending order, are: coffin provision – 23,154; food – 67,461, and transport – 157,877. The standard deviation measures the tendency of a set of scores (in this case the expenditure) to deviate from the mean.

Figure 5.3   UNEB funeral expenses compared to staff deaths, 1993-2002[9]
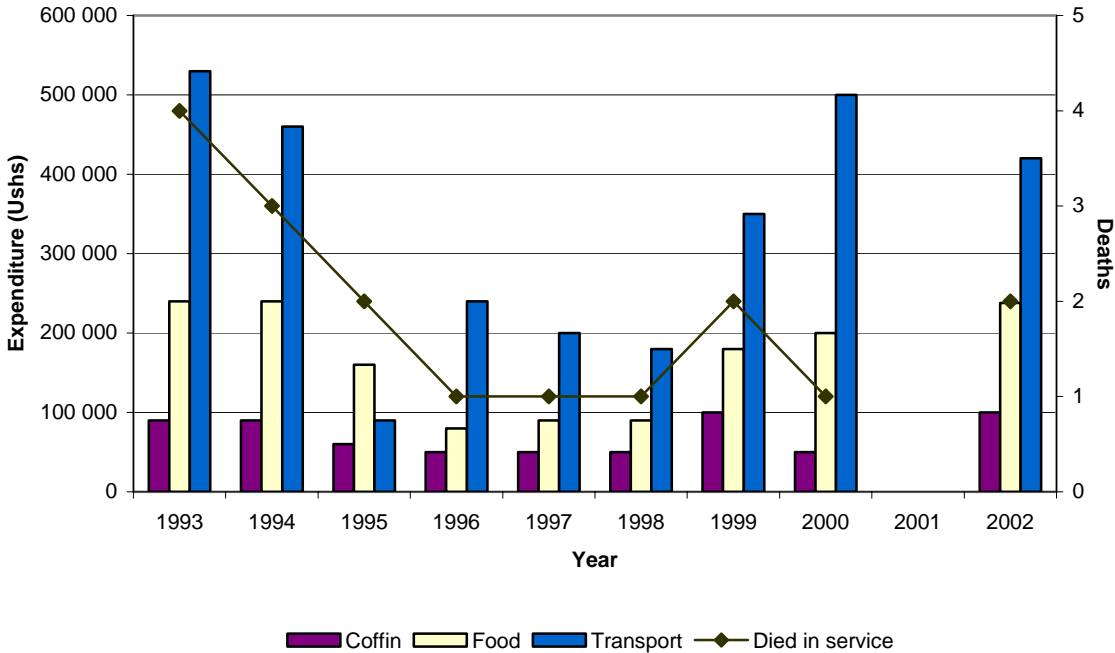
Source: Calculated from UNEB data given in Appendix 2.

### 5.3.2 Budgeting and expenditure at the NCDC

At the NCDC, medical and funeral expenses come out of the welfare budget. In the event of under-budgeting, as was the case from 1996 to 2000 (see Figure 5.5), the contingency or administration budgets may be used to cover the deficit. Figure 5.4 shows that funeral expenditure has remained more or less fixed over the last few years, at just under Ushs.2,000,000, while medical costs have increased on average by 39 per cent. This may be attributed to greater access to medical facilities and services, and the improvement in staff awareness of ARVs and other drugs for the treatment of opportunistic infections. While these changes in knowledge and access are undoubtedly encouraging, long-term improvements can only be achieved if they are backed up by a firm budgetary commitment. In any event, the steady climb in medical expenditure is disquieting, as it absorbs an increasing proportion of the budget.

Finally, it should be noted that, with the exceptions of the UNEB and NCDC, there was a paucity of data from the semi-autonomous institutions visited by the research team. The same problem was also experienced at ministry headquarters. This is because information systems, where they exist, are generally weak and unable to store data for long periods of time.

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[9] It should be noted that the lack of data for 2001 does not necessarily mean that no one died. Rather it reflects the fact that no data were recorded.

Figure 5.4   Comparing the welfare budget of the NCDC with medical and funeral expenditure, 1996-2002
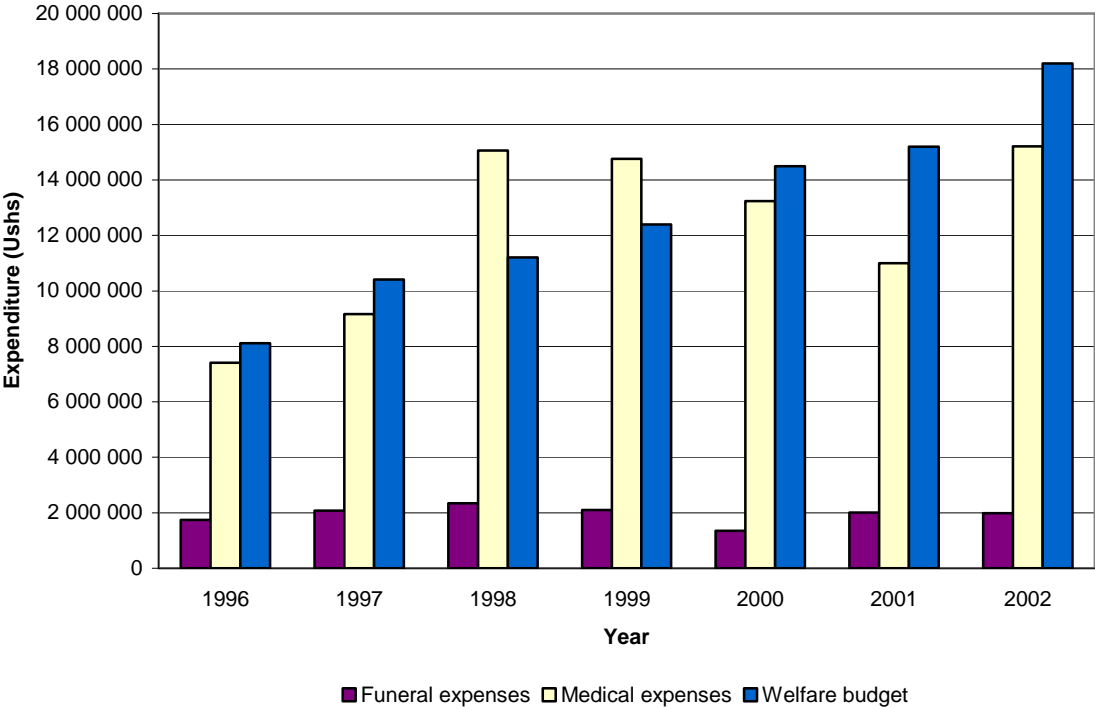
Source: Calculated from NCDC finance department data given in Appendix 2.

Figure 5.5   NCDC welfare budget deficit for medical and funeral expenses, 1996-2002
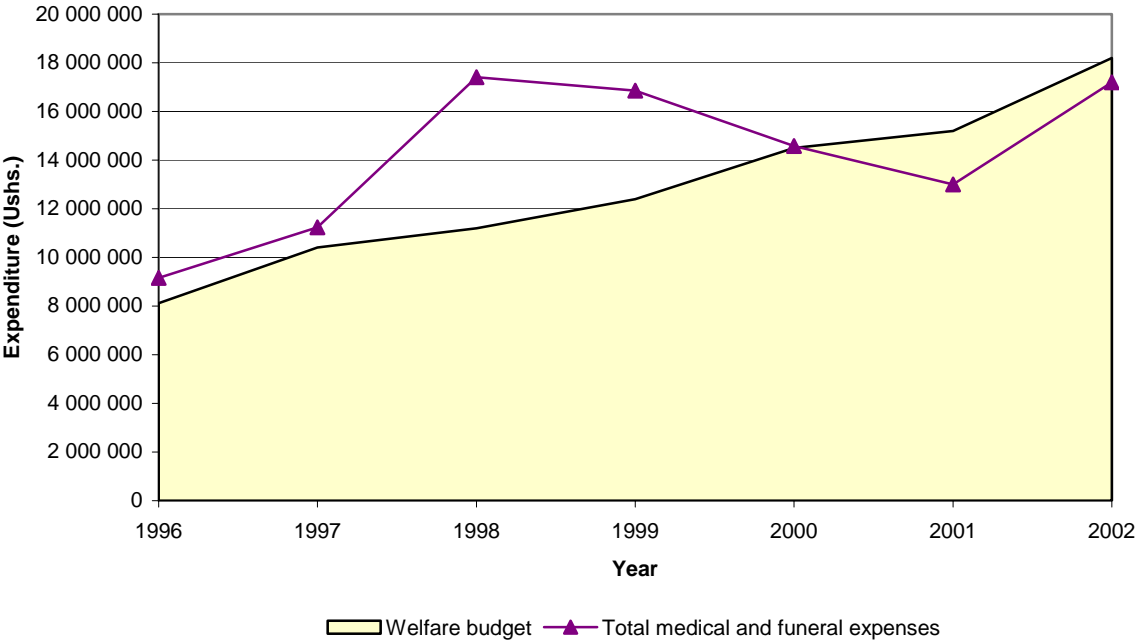
Source: Calculated from NCDC financial records.

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6. PERCEPTION OF THE IMPACT OF ABSENTEEISM AND ATTRITION

This chapter will explore the perceptions of management level staff at the MoES, semi-autonomous institutions and the district education offices on the impact of absenteeism and attrition on productivity, the performance of selected tasks and staff morale.

6.1 Tasks affected by absenteeism and attrition

The researchers asked senior managers from the districts, semi-autonomous institutions and MoES headquarters about how they felt attrition and absenteeism have affected the following key organizational responsibilities:

- in-service training;
- attending meetings;
- inspectorate functions;
- payroll processing and management;
- payment of bills, and
- purchase of office supplies.

For each activity, managers had to make a value judgement of the level of severity of impact, deciding whether absenteeism and attrition had little or no impact (0), modest or occasional impact (1), considerable or frequent impact (2), or severe or chronic impact (3).

6.1.1 District level

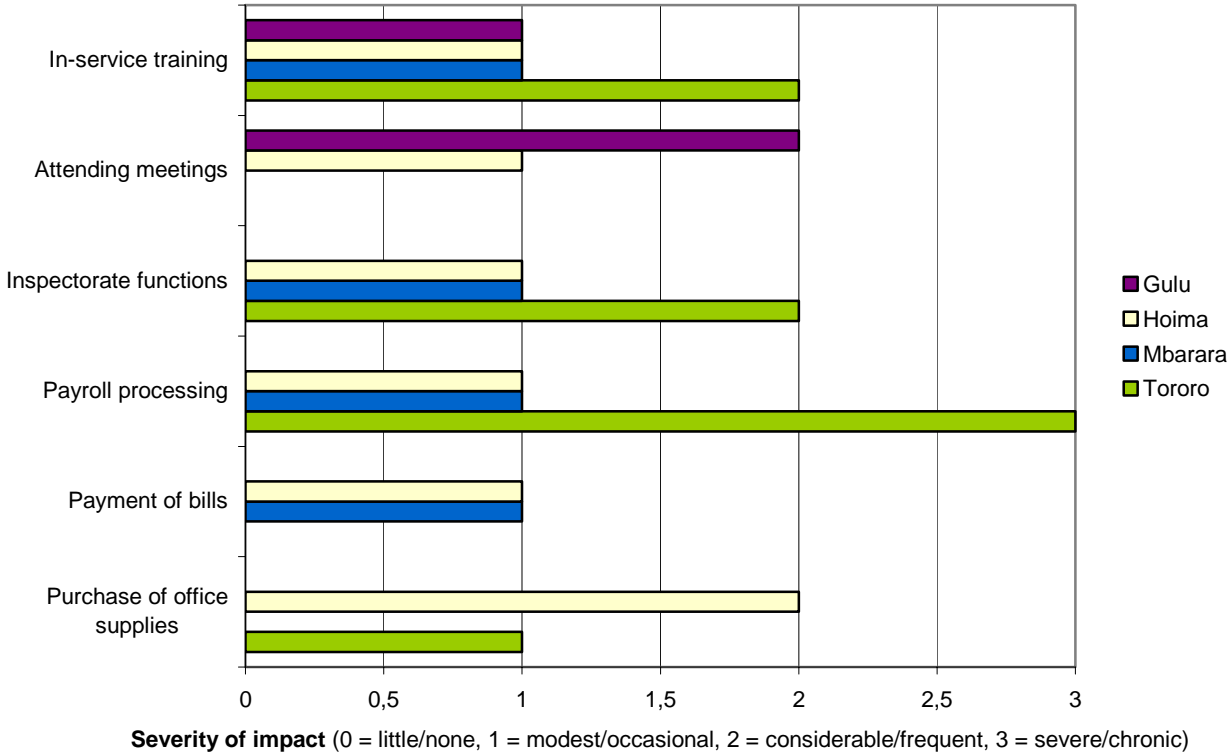As Figure 6.1 shows, at the district level, the results exhibit very little homogeneity. Each DEO or DIS questioned had a different opinion of the activity that had been most affected by absenteeism and attrition (with the exception of the officials from Mbarara, who assigned the same value to all of the activities selected), and in-service training was the only activity that all officers selected. Even then, the official from Tororo was the only one to assign a value of 'considerable or frequent impact' to in-service training; the other three described the impact of absenteeism and attrition as 'modest or occasional'.

This collective recognition of the negative impact on training may be because, of all the activities selected, it is the most dependent on individual officers; other responsibilities can be covered by colleagues relatively easily, but successful delivery of a training session requires a high degree of specialized knowledge and experience – it is a task that cannot easily be delegated without a certain amount of advance information and preparation. Furthermore, if a teacher training session has to be cancelled because the officer responsible for delivering it is absent, it directly affects a large number of people. Participant absenteeism also disrupts delivery of in-service training. It not only represents a lost opportunity for individual professional development, but also inefficient use of time and resources, both from the perspective of the district office at the time of the training activity, and the intended recipients from that point on in their career. The missing staff member may be perceived as a weak link in the chain, lacking the specialized knowledge and skills gained by those who were present, thus reducing the collective benefit of carrying out such training activities.

Figure 6.1 Activities affected by absenteeism and attrition – results from the district education offices

Severity of impact (0 = little/none, 1 = modest/occasional, 2 = considerable/frequent, 3 = severe/chronic)

Source: Interviews held with Gulu, Hoima, Mbarara and Tororo DEOs and/or DISs.

With such a small sample size and so little consensus it is very difficult to draw out any trends or make any meaningful statistical analysis. Furthermore, with an average staff of 10 to 15 individuals, district education offices are relatively small (A.D. Kibenge, personal communication, 11 June 2004). Consequently, the data could simply reflect individual absences, rather than an office trend. For example, in such a small office there may only be one officer responsible for the payroll. If he or she is absent for a long period, then payroll processing will suffer and will be highlighted as doing so in this sort of exercise. Despite this limitation, however, there are a couple of further aspects of the data that merit some comment:

▪ Most of the officers felt that almost all activities had been affected to some extent by absenteeism and attrition. The exception was the officer from Gulu, who only selected in-service training and attending meetings. Of the six activities these are the two that are most 'personality' dependent. This could mean that Gulu is feeling the loss of specialized, high-level personnel more acutely than those involved in routine office management. Alternatively, it could imply that there is a well-developed culture of workload sharing or strong management in the district office, which minimizes the impact of absenteeism and attrition on more routine activities, and means that activities that are harder to provide cover for stand out by contrast. Finally, the perceived high impact on meetings and training could be the result of insecurity and civil unrest in the district. Without data to show the number of staff that are absent or who have left the office of the DEO (all of the data on attrition rates and absenteeism in this study combine staff from the district offices
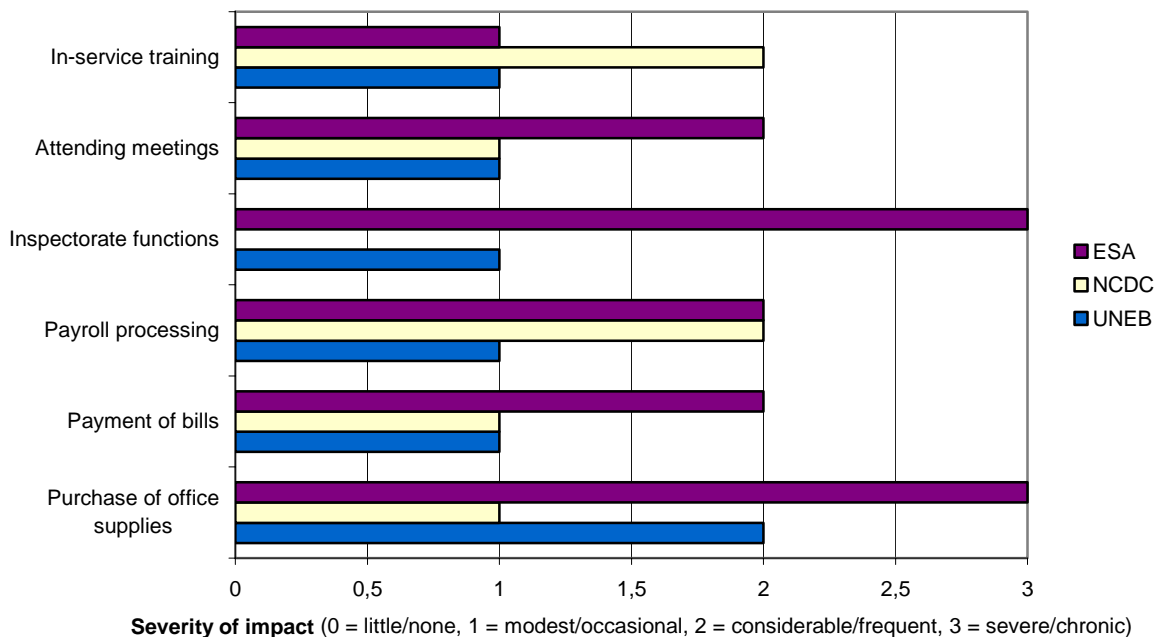
with teachers), or further research to explore the reasoning behind the responses given by the officer, it is impossible to do anything more than advance hypotheses.

- Tororo District has the highest mean and median impact scores (2 in both cases). It is the only district where officers felt that an activity – in their case payroll processing – had been severely affected by absenteeism and attrition. Therefore, Tororo officials would seem to perceive themselves as more vulnerable to absenteeism and attrition than the other districts. It is important to note that this does not necessarily mean that they *are* less able to deal with them. For example, attrition and absenteeism are not significantly higher in Tororo than in the other districts (see Figure 4.3 for staff – including teacher – attrition rates). Again, more data needs to be collected if this issue is to be explored in more depth.

6.1.2 Semi-autonomous institutions

Interviews were held with a member of the senior management from the ESA, NCDC and the UNEB respectively. They were asked about the impact of absenteeism and attrition on the same activities as the DEOs and DISs and, once again, very few patterns emerge from their responses.

Figure 6.2   Activities affected by absenteeism and attrition – results from the semi-autonomous institutions

Severity of impact (0 = little/none, 1 = modest/occasional, 2 = considerable/frequent, 3 = severe/chronic)

Source: Interviews held with a member of the ESA, NCDC and UNEB senior management teams.

Unlike district officers, senior managers at the semi-autonomous institutions felt the impact of attrition and absenteeism across the full range of activities. The only exception to this was the NCDC: as Figure 6.2 shows, the officer questioned had not observed any negative effects on inspectorate activities that could be attributed to attrition or absenteeism, although this might reflect the low profile of inspections and inspectors in the NCDC, rather

than actual rates of absenteeism and attrition. By contrast, the ESA official listed the carrying out of inspections as one of the activities that is most severely affected. Once again, this may reflect its relative importance within the organization: inspections are a vital part of the ESA's work, as it is the body responsible for monitoring educational standards across the country. Therefore we may conclude that the data have a tendency to be skewed in favour of the key functions of the institutions; the higher the profile of the activity, the more any staff absence is liable to be noticed by senior managers.
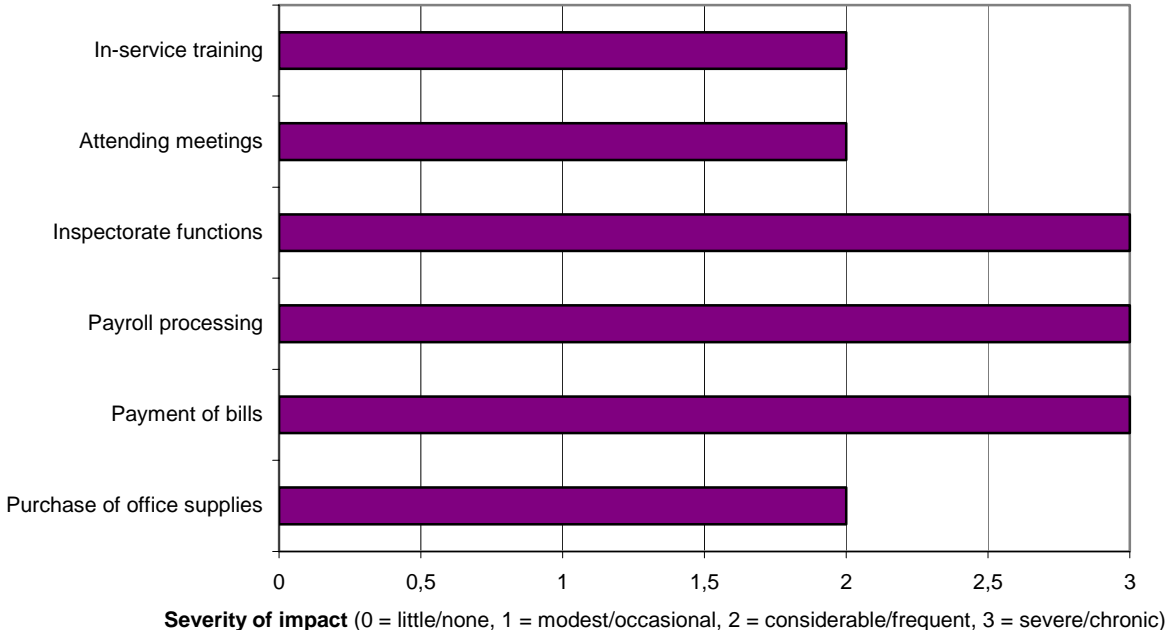
The manager from the ESA also felt that the purchase of office supplies had suffered particularly severely. Only one activity – in-service training – was seen as having only a modest impact. This meant that the ESA scores clustered towards the higher end (they had a mean of 2.2 and median of 2.0), indicating that of all the semi-autonomous institutions, the ESA felt the most threatened by absenteeism and attrition. This is probably an effect of its relatively small size: the ESA has only 19 staff members, compared to 207 and 74 for the UNEB and NCDC. Furthermore, according to Table 3.2, the ESA currently has 12 vacancies, representing over a third of its potential workforce (the NCDC is missing just over a quarter and the UNEB only one tenth). As with the district education offices, in such a small organization, staff are already likely to be assuming multiple responsibilities, making it much harder for them to cover for absent colleagues on top of their own workloads. Attempting to do so will create higher levels of work pressure and stress, which will in turn lead to even higher levels of absenteeism. Therefore, the smaller the organization, the greater the knock-on effect and the more vulnerable it will feel.

Conversely, the graph shows that the manager from the UNEB delivered the most consistent replies; it was only in the purchasing of office supplies that he felt that the institution had suffered from more than low-level absenteeism and attrition. This may be partly a product of the fact that the UNEB is so much bigger than the other two institutions, so staff shortages can be absorbed more easily. The larger size will have required the development of more formal systems of workload sharing, while a greater amount of vertical and horizontal staff stratification will mean that there are more individuals with overlapping spheres of activity and the knowledge to carry out a particular task.

6.1.3 MoES headquarters

This argument (i.e. the larger the organization, the better equipped it is to deal with absenteeism and attrition), however, breaks down with the data from MoES headquarters (see Figure 6.3). Commissioners from ministry headquarters felt that all the activities that they were questioned about were frequently affected by absenteeism and attrition, and that three – inspectorate functions, payment of bills and payroll processing – are chronically affected. This means that the MoES has the highest mean and median impact scores (2.5 in both cases), despite employing the largest number of people and having the lowest proportion of vacancies (268 and 5 per cent of the total number of positions respectively, according to the data given in Table 3.1). In the opinion of the authors, this implies that the inspectorate, payroll and bills payment are considered by MoES personnel to be very important governance and support functions that would affect the capacity of the ministry to meet its targets, should the trend of absenteeism and attrition continue unabated. Interventions to improve quality of service delivery should therefore concentrate their efforts on these three areas. Further research will be needed to clarify the impact of absenteeism on the MoES.

Figure 6.3   Activities affected by absenteeism and attrition – results from MoES headquarters

Severity of impact (0 = little/none, 1 = modest/occasional, 2 = considerable/frequent, 3 = severe/chronic)

Source: Interview held with MoES commissioners.

6.2   Factors that impact on staff morale and productivity

The same senior managers were asked to assess the level of impact that causes and outcomes of absenteeism and attrition have on staff morale and productivity. The scale used was the same as that devised for the activities assessment and the researchers selected the following factors for investigation:

- personal ill health;
- payment of salary;
- job security;
- extra workload;
- improper delegation of work;
- absence of colleagues;
- conflict with colleagues;
- death of colleagues;
- incompetent or insensitive supervisors;
- delays caused by other units, and
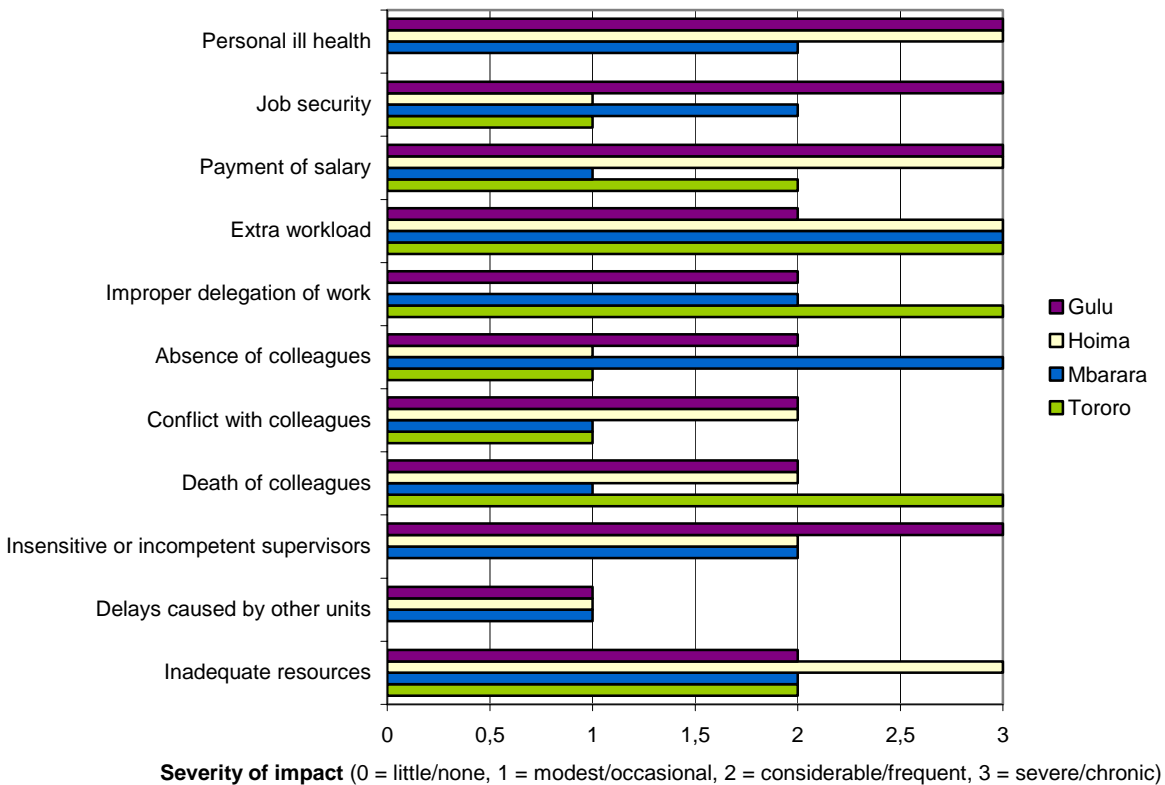- inadequate resources.

6.2.1 District level

At the district level analysis of management perceptions of the factors affecting morale and productivity reveals a similar lack of homogeneity, but a much higher sense of vulnerability than the data on impact on activities. As Figure 6.4 shows, the frequency of 'severe or chronic' impact is much higher than in Figure 6.1, and only delays caused by other

units were thought to have, at best, a 'modest or occasional' impact on staff morale and productivity.

In Gulu District the factors that were thought to impact most severely on morale and productivity were those that were the most personal (i.e. ill health, job security and receipt of salary). It is interesting to note that although the senior managers feel that staff members are seriously worried about payment of salary, they did not consider payroll functions to have been affected by absenteeism and attrition (see Figure 6.1). There was also a marked tendency towards 'personal' factors in the case of Hoima, although the results showed slightly more convergence between the tasks affected and the factors that impact on morale and productivity. Hoima was the only district that felt that the purchasing of office supplies had been 'considerably affected' by absenteeism and attrition, as well as being the only district to complain that inadequate financial and material resources have severely affected staff morale and productivity.

Figure 6.4 Factors that impact on staff morale and productivity – results from the district education offices

Severity of impact (0 = little/none, 1 = modest/occasional, 2 = considerable/frequent, 3 = severe/chronic)

Source: Interviews held with Gulu, Hoima, Mbarara and Tororo DEOs and/or DISs.

In Mbarara District, senior managers felt that the related factors of colleague absence and extra workload had the greatest impact on staff morale and productivity. This perception is supported by what quantitative data exist. Of the four districts considered in this chapter, Mbarara was shown to have the highest levels of staff (principally teacher) attrition (see Figure 4.5 and Appendix 1), and so it is likely that extra workload pressure due to colleague

absence *is* a particularly significant problem for those remaining. Managers from Tororo also picked out factors relating to workload (i.e. extra workload and improper delegation of work), possibly due to the death of colleagues – the third factor that was felt to have a severe impact on staff morale and productivity. However, attrition data do not show that Tororo has a higher than average level of attrition due to death (although it is important to remember that a relatively high death rate for district office staff may be masked by a low rate for teachers, who represent the bulk of the sample), again demonstrating the potential for lack of fit between the perceived situation and the actual situation.

6.2.2 Semi-autonomous institutions

As Figure 6.5 shows, unlike at the district level, managers from all of the semi-autonomous institutions agreed that inadequate financial and material resources have a 'severe and chronic' impact on staff morale and productivity. The purchasing of office supplies had the highest mean impact score of all of the activities selected by the research team.

Figure 6.5   Factors that impact on staff morale and productivity – results from the semi-autonomous institutions

Severity of impact (0 = little/none, 1 = modest/occasional, 2 = considerable/frequent, 3 = severe/chronic)
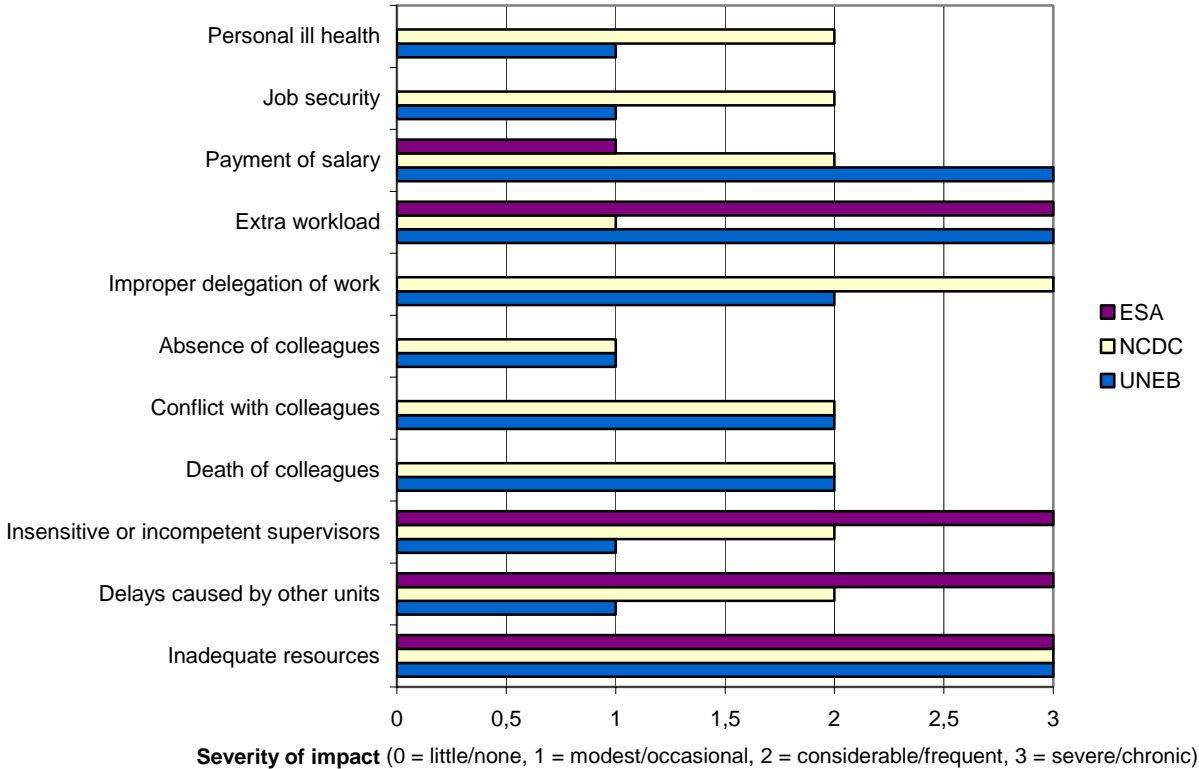
Source: Interviews held with a member of the ESA, NCDC and UNEB senior management teams.

A striking aspect of Figure 6.5 is that the more personal and inter-personal factors, such as poor health, job security, and absence, death or conflict with colleagues score much lower than at the district level. The ESA, NCDC and UNEB management teams would appear to be far more concerned with resourcing and financing problems, inter-unit delays, workload, and delegation and supervision issues. However, this is may not be all that surprising. After all, senior managers of the semi-autonomous institutions are responsible for larger workforces

and more complex structures than those at the district level; they are perhaps more likely to be aware of, and responsible for, the consequences of wider management problems, rather than more individual concerns. For example, the ESA manager questioned made the point that, as a national agency working under a decentralized framework, delays in implementation of key activities at the local government level have a serious effect on staff members' abilities to carry out their duties and consequently on their morale. Furthermore, the ESA is a highly technical and professional institution, so poor supervision and overly demanding workloads are particular concerns and can have significant impacts on morale and productivity.

6.2.3 MoES headquarters

Figure 6.6 shows that MoES commissioners were most concerned about the negative impacts of absence and death of colleagues, inadequate financial and material resources and delays in payment of salaries. They felt that, of the factors selected for investigation, improper delegation of work and conflict with colleagues had the least serious impact on morale and productivity. This foregrounding of financial factors was also reflected in the selection of tasks affected by absenteeism and attrition (see Figure 6.3), and suggests that interventions aimed at improving staff morale and productivity should focus on the expansion of financial resources and the payment of adequate and timely salaries.

Figure 6.6   Factors that impact on staff morale and productivity – results from MoES headquarters

Severity of impact (0 = little/none, 1 = modest/occasional, 2 = considerable/frequent, 3 = severe/chronic)
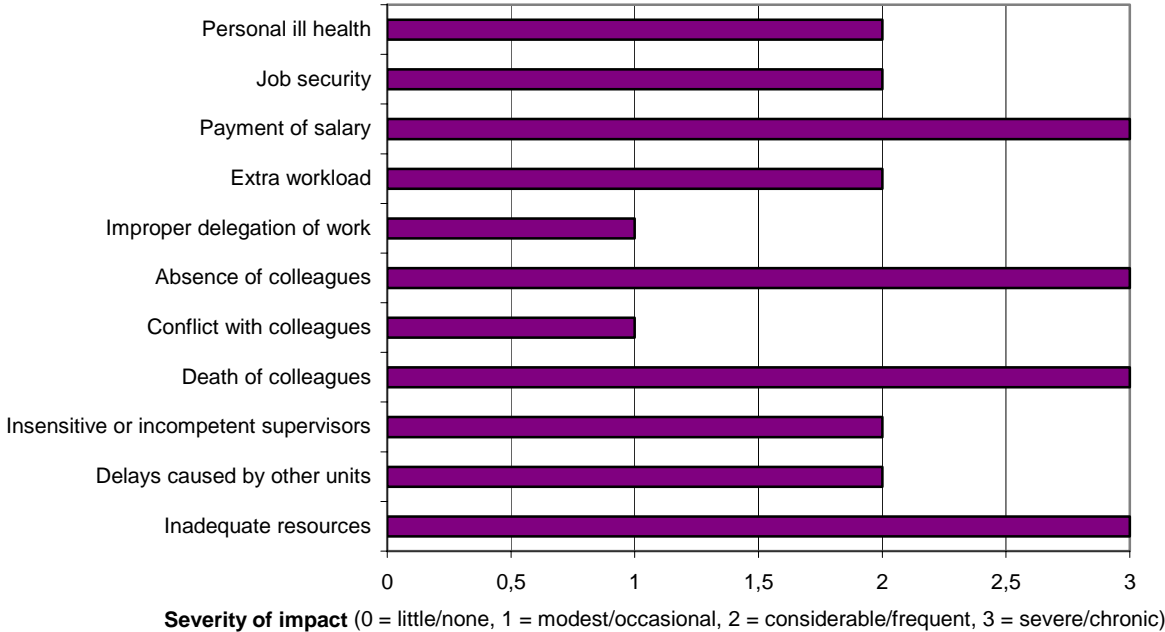
Source: Interview held with MoES commissioners.

6.3   Contextualizing the data on staff morale and productivity

This chapter has explored the perceived situations and climates at the various levels of sector governance and made some suggestions about where to focus interventions to reduce the impact of absenteeism and attrition and improve staff morale and productivity. It must be

stressed, however, that the findings represent a preliminary review only and have a number of limitations due to time and resource constraints:

- The themes and categories were pre-determined and quantified; the research team decided in advance the activities and factors they wished to question managers about. Although this approach means that it is possible to make broad comparisons between the different offices and institutions, it ignores the fact that they are all very different, be it in size, organization or function. In addition, the quantitative approach adopted by the research team proved difficult for several reasons, but mainly because the categories of available personnel data were different from one institution to another. Similarly, the size of the sample of staff in the district offices was too small for meaningful statistical analysis. Given the small sample and the different natures of the offices and institutions, a less structured, qualitative interview technique might have been more appropriate.

- The views expressed are those of senior managers only – different concerns might have come to the fore if a wider cross-section of staff had been interviewed. Dealing with senior management only raises two principal questions:
  - How far can senior managers be said to have their fingers on the pulse of the organization? How aware are they of the feelings of staff below them?
  - How free are senior managers to voice their own opinions? Are they constrained by the need to present the politically acceptable picture to a greater extent than lower level staff?

- Analysis of the significance of the results was limited for two further reasons:
  - the research team was only able to question one or two staff members at each of the offices or institutions. When dealing with such small numbers it is not clear how far the views expressed are representative of collective staff opinion, irrespective of the cadre of staff selected;
  - the lack of attrition, absenteeism and financial data, and disparities between data sets, as discussed in previous chapters, make it difficult to measure how closely the description that officers gave matches the actual situation.

7. COPING MECHANISMS

This chapter will explore the strategies that education managers have developed to cope with the demands placed on the system by undesirable situations or conditions connected with staff absenteeism, attrition and budgetary constraints.

7.1 Coping with workload pressures

The increase in workload due to absenteeism and attrition of staff from the education sector was cited as one of the major challenges facing governance in the sector. Education managers deal with this challenge in a number of ways.

7.1.1 Redistribution of tasks and delegation of duties

Coping with the impact of absenteeism has been frequently dealt with by sharing out the tasks of absent staff among those remaining at work. This is because, in most cases, the sick employee is not replaced and his or her name is not deleted from the payroll.

> *"We cannot delete their names from the payroll till they die. The critical issue is how to share the workload of the sick teacher. A school could have sick teachers and their workload has to be redistributed. Healthy teachers are given the work but without additional payment."*
>
> Personnel officer, Mukono

> *"We reorganize the remaining teachers to cover the periods of the sick teachers. If one was covering 30 periods, we increase them to 35, but [with] no increment in remuneration."*
>
> Education official, Tororo

> *"The burden remains with the existing staff to backstop that sick staff [member] … You cannot recruit until one dies. If it is [in] a school, the others have to share in teaching the affected class."*
>
> Administrative officer, Tororo

Delegation is routinely used, at all levels of the sector, to deal with issues of increased workloads and absenteeism; both planned leave and unplanned emergencies. Education managers also use it to deal with absenteeism due to HIV/AIDS-related staff illness. Once it has been established that a staff member is not available or is unable to perform his or her tasks, administration will sit down and discuss a way to ensure that his or her duties are covered. This means that either an existing staff member will be delegated to take on the extra work or temporary personnel will be hired to do the job.

If the absence is likely to be of a reasonably short duration and there are personnel that are prepared to take on the extra work, delegation is generally preferred, not least because it involves no additional expenditure. It does have its limitations, however, for the delivery of quality education services. In some cases, the level of competence of the staff member being given the extra responsibility provides a further limiting factor. In the absence of qualified

personnel, a less competent or less experienced colleague may be delegated to do tasks that fall outside his or her capabilities. Nevertheless, interviews with education managers indicate that all ministry functions can be delegated as long as there is someone competent to take over:

> *"There is nothing that you cannot delegate because all of us have at least one month's leave per year. In [the] absence of an officer, someone has to do the work. Of course unless you are considering competence, if somebody delegates to me a technical thing that I have never done, common sense should [tell] … that I should not do it."*
>
> Senior official, MoES

> *"There is a lot of absenteeism of teachers from school, especially [of] those who are HIV positive. At the level of the [district education office], the problem is not much pronounced. All our work can be delegated."*
>
> Education official, Tororo

If there is no one suitable to delegate the work to, the department will have to hire the services of another person on a temporary basis. That person should be competent to carry out the tasks of the office in question. When the officer performs a good job, he or she may be recruited to fill the vacant position. This happens more often with teachers than with other sector staff. They may begin teaching in schools as volunteers, getting little money for upkeep from the school administration. When vacancies are advertised the volunteer teachers are given first consideration.

7.1.2 Recruitment of untrained teachers and in-service training

Increasingly, the volunteers recruited are untrained teachers. This is more common in rural districts, where qualified teachers are not motivated to work:

> *"This being a rural district we still have many untrained teachers. The problem is that when we are recruiting teachers, other districts would also be doing the same. They can be recruited but if the district they prefer gives them a vacancy they run away. So, we end up by recruiting untrained teachers to fill these gaps."*
>
> Education official, Rakai

After untrained teachers are recruited, they are trained under the Teacher Development and Management Scheme. This is an initiative to recruit and train local volunteers, which was started in 1995 in response to the need for more teachers following the abolition of fees and the introduction of UPE. In Rakai District, for example, according to one education official, there are around 1,000 untrained teachers, most of who have now qualified through the programme. Interviews with MoES officials revealed that after untrained teachers have undergone management scheme training, they are very useful to the schools in which they are posted and have helped to relieve the workload of established staff members. An added advantage is that since these teachers are recruited from their home areas, they are more likely to stay in their posts and are more prepared to serve the community than those who come from other regions.

7.2   Coping with meeting the needs of infected and affected staff

7.2.1 Staff transfer

Education sector staff are expected to serve in any part of the country, so transfer of staff can be seen as a normal sector activity. It also has the dual objectives of sharing out the burden of sick staff members and easing their living conditions. If a staff member is transferred against his or her request, the department pays for the transportation of the officer and his or her family.

In addition to the measures described above, district education managers deal with the problem of unequal workload distribution by transferring some ill teachers to other schools in order to share out the burden more effectively. For example, if we imagine that school *x* has five sick teachers, three could be transferred to other schools. In this way, the workload burden that was created in school *x* by having to cover for absent staff is shared out.

> *"What we have tried to do is to distribute the sick teachers spatially. If we are made aware that two teachers are sick in a school. We transfer one to another school in order to even out the burden. This reduces the problem[s] of absenteeism and ineffectiveness."*
>
> Education official, Rakai

Transfers are also carried out to make the life of ill personnel more comfortable. For example, staff may be transferred nearer to caregivers, health facilities or home areas. Transfer for one of these reasons may be granted following a formal request from the staff member concerned and is always carried out in consultation with them.

> *"In some cases we have accepted to transfer [personnel] just for convenience to ease their life. For example, if somebody needs to be near his [or] her parents or home. To an extent this helps [to] better the life of these people."*
>
> Senior official, MoES

> *"Normally, sick teachers ask for transfer to their districts of origin when they discover that they are weakening. We cannot just transfer them anyhow because if you force them, then they would not take it in good faith."*
>
> Education official, Mukono

A major challenge for education managers in the transfer of staff is how to strike a balance between redistributing sick teachers to reduce workload inequality and making transfers that are appropriate on compassionate grounds. Commenting on this issue, an education manager observed that:

> *"Two teachers may be suffering and within the vicinity they have people who have been looking after them. Now, in trying to alleviate the problem of absenteeism in a school you have to pick one and take him [or her] elsewhere. That is a way of reducing the pressure on the staff here, by leaving one person here who is sick and you distribute the burden elsewhere. But again on a personal level, you have inconvenienced the person you have transferred because ... you are transferring him [or] her from is where he [or] she had ... relatives looking after him [or] her. So we try to make these transfers as convenient as possible although it is difficult. We discuss with them regularly ... 'We want to transfer you but which is the best option? Where do you feel it will be convenient for you?'"*
>
> Education official, Rakai

Therefore, it is not always easy to reconcile the two reasons for transfer; in trying to solve the problem of absenteeism in one school, the district education department and MoES run the risk of creating a problem in another with respect to meeting the psychosocial and care needs of sick members of staff. The education manager has to use his or her common sense to strike a balance between the institutional and personal welfare of the staff being transferred, not least because both have an effect on the ability of the system to meet educational goals.

7.2.2 Keeping personnel on the payroll

The financial needs of sick staff members are high; they have to meet their medical bills and require better nutrition. However, there are no formal welfare arrangements. Without help staff, especially teachers and support staff at the institutional level, and their families are faced with a significant financial burden. In order to provide some assistance, it is common practice for education mangers to leave sick staff on the payroll with full pay. In addition, doing this means that managers can utilize staff for as long as possible, since replacements cannot be effected until the sick staff member has left, be it through retirement, abscondence or death. Education officials commented that:

> *"In a case of HIV/AIDS it has been very sensitive. We have encouraged many school administrations to leave the name of these teachers on the payroll. If a teacher knows he has AIDS, we don't want to tell them to leave teaching unless he wants to retire voluntarily."*
>
> Senior official, MoES

> *"There are cases where somebody is stopped from working and within weeks he completely deteriorates and dies. This is when they need the money most and yet as far as teaching is concerned they cannot deliver, because he [or] she works today, the following day he [or] she is down."*
>
> Education official, Rakai

> *"The Standing Orders state if a staff member has been sick for one year, you recommend such a staff for retirement on medical ground[s]. But we have left these people on the payroll. It is [not] until they die that we replace them. Of course this leads to ineffectiveness."*
>
> Education official, Gulu

There are members of staff who are infected by HIV/AIDS at all levels of the education sector. The Standing Orders are clear on the issue of sick leave, but due to the nature of the disease, some of the rules cannot be applied. Education governance bodies have been forced to modify these rules to fit the special circumstances of the HIV/AIDS epidemic. The education administration cannot provide the medical care, yet they need the services of the staff. Therefore, sick staff members are kept on the payroll in the hope that they may be of some service when they recover. This is a disparity that the education sector has to live with.

7.3 Coping with budgetary constraints

In most cases education departments do not have operational budgets for HIV/AIDS issues; the major budget line for employee medical and funeral costs falls under the welfare budget. However, HIV/AIDS-related expenditure, such as funeral costs and treatment for opportunistic infections for staff or close dependants, is so high (see Figures 5.5 and 5.6 for

examples from the NCDC) that it may have to be drawn from other budget lines, including the administrative and contingency budgets. At some levels, especially at the district, funds under administrative and contingency budgets are limited and cannot fully meet the costs associated with HIV/AIDS, resulting in the districts having to resort to borrowing funds.

> *"The district council has a minimum budget. This budget always falls short of the needs of funeral costs. It is difficult for families to top up the funds. We have many cases of deaths with unavailable funds. At times we have to get coffins on credit."*
>
> Education official, Gulu

7.4   Conclusion

Several strategies are used to cope with the impact of illness and death in the education sector. They are essentially ad-hoc practices, applied in the absence of formal policies. A good example is the use of administrative and contingency budget lines to supplement medical and funeral expenses. The exact impact on operations of the diversion of resources from administrative to medical costs is not known, although there is no doubt that it leads to extra strain being placed on the finances of other activities in the sector.

Overall, MoES headquarters and the semi-autonomous institutions fare better than the schools in terms of maintaining vital functions in the face of staff absenteeism and attrition. In the MoES, for example, delegation of tasks and the hiring of temporary staff is a common practice. At the school level, on the other hand, hiring substitute teachers seems to occur relatively infrequently, either from lack of funds or skilled personnel. Transferring sick teachers to different schools is one way of 'sharing the burden' among schools. For humanitarian reasons, staff that are too sick to work are kept on the payroll. By drawing full salaries, they are better able to meet their medical costs. Individual staff members of good will sometimes take it upon themselves to look after sick colleagues. Access to counselling and treatment is not provided by the education sector; thus, infected and affected staff must seek help on their own.

8. CONCLUSIONS AND RECOMMENDATIONS

8.1 Conclusions

The HIV/AIDS epidemic is causing considerable turbulence in the education sector in many countries and Uganda is no exception to this. Education personnel, including managers, have been exiting the service because of death from HIV/AIDS or other diseases, retirement and resignation. This has implications for the effectiveness and efficiency of the sector in performing its functions and presents a challenge to governance at all levels. Although there are no accurate data on causes of prolonged illness and death, education managers at all levels articulated the conviction that a significant number of cases are due to HIV/AIDS. Because sick staff and their families fear stigma and discrimination, AIDS is very rarely cited as a cause of death. There are no medical records to verify these claims, but there is little doubt that HIV/AIDS is a serious problem at all levels of education governance.

HIV/AIDS principally has an indirect impact on education governance structures. Empirical data show that few staff from MoES headquarters have died in recent years. However, analysis of staffing levels shows that certain departments and functions suffer frequent and chronic delays in operations due to various forms of absenteeism, resulting from a range of circumstances, including caring for sick relatives, attending burial ceremonies and personal illness.

Similarly, HIV/AIDS has had an indirect effect on operations at the district level. Although attrition of education managers is lower than that of teachers, the high teacher attrition rate has had a negative impact on the effectiveness of the education offices. The workload of education managers has increased, because teacher attrition creates additional responsibilities, such as overseeing recruitment of new teachers, training, funeral attendance and initiating the processing of death benefits for bereaved families. Consequently, the increased time and expenditure on these activities affects attainment of the goals set by management.

The costs of catering for staff deaths by way of burial and funeral arrangements, payment of death gratuity and the emotional stress associated with the death of a colleague are considerable, both in terms of financial expenditure and lost work time. Hidden costs, such as the loss of accumulated work experience due to the death of specialized and long-serving staff, also have a significant impact on the quality of education supplied to learners.

The impact of absenteeism on the performance of particular tasks was found to be principally a function of contextual factors and therefore highly diverse. For most levels of governance, financial activities, such as the purchase of office equipment, payroll management and the payment of bills were the most seriously affected. However individual circumstances meant that this was not always the case. For example, in Gulu District the attendance of meetings was the most affected administrative function. This was largely attributed to insecurity, the management of which requires more frequent meetings than under normal circumstances.

With respect to factors affecting staff morale and productivity, it was deduced from the findings that inadequate resources, extra workload pressures and payment of salaries were the overriding factors affecting staff morale and productivity across the key education governance levels.

Overall, findings indicate a decline in personnel deaths at all levels of the education sector. Moreover, empirical data gathered from Tororo District suggest that the death rate in the education sector of the districts is declining faster than in other sectors (e.g. agriculture, health, the police force etc). Further research is needed to confirm this trend in other districts of Uganda. However, funeral expenses do not necessarily mirror this fall in staff deaths, as the funerals of spouses and next of kin are also funded by the sector.

Exceptions to the trend described above include districts experiencing insecurity, such as Gulu, which has a very high level of attrition due to death. MoH surveillance reports corroborate this link, showing that areas with high levels of insecurity, such as Gulu and Kasese, have the highest levels of HIV infection (MoH, 2003).

In most of the districts visited, attrition, especially due to death, was higher among teachers than amongst district office or headquarters staff. This may be attributed to their much larger numbers and their working conditions, often in remote towns and villages. It is much harder for teachers in such locations to access critical medical services, such as ARV therapy, counselling and treatment for opportunistic infections. In Kampala and the major district centres, access to counselling and treatment is available at the Uganda AIDS Information Centre and The AIDS Support Organization, Africa's best-known NGO working on HIV/AIDS prevention and treatment.

Managers are hampered by the existing administrative system. For example, in many cases personnel files are simply kept in tied-up bundles – a relic of a past record keeping system characterized by incoherent and irregularly updated data. In addition, the personnel management system does not adequately track absenteeism and is detached from other systems and functions such as the EMIS, payroll, finance and budgeting. This has implications for the effectiveness of governance structures in understanding and responding to the HIV/AIDS epidemic.

Overly complicated bureaucratic procedures mean that there is a considerable delay in the recruitment and replacement of staff. This is especially true for staff in the secondary education sector, which remains under central control.

Some governance structures in the education sector evidence a prudent human resource management strategy, in which temporary staff are hired to cover critical functions in a situation of extended absence. This takes place principally in units with largely externally funded support. Some units, such as the Department of Secondary Education, used the contingency fund to cover the costs involved in hiring temporary staff. In addition, the department has a fast-track system to recruit temporary teachers and provide stipends so that vacancies are filled as quickly as possible. Later, formal hiring procedures are completed for the teachers.

HIV/AIDS FPOs in the MoES, semi-autonomous bodies and the district offices are generally sensitized to HIV/AIDS issues, but they are not sufficiently educated about the subject matter and, more specifically, its sector-specific dimensions. Consequently, their

functions are limited to micro-interventions as opposed to macro governance issues. FPOs at all levels are not adequately funded or facilitated to execute their roles and programmes effectively. The problem is especially serious at the district level.

8.2   Recommendations

The greatest obstacle to exploring issues relating to HIV/AIDS in the education sector is perhaps that of the poor quality of so much of the data. This has a direct effect on planning: if the extent of attrition due to HIV/AIDS is not known, it is impossible to formulate effective interventions or allocate adequate financial and material resources to combat its effects. The disparity between central EMIS and locally collected, district-held data is especially disquieting. It is the belief of the research team that these differences can only be resolved by carrying out a study on District Education Management and Monitoring Information Systems, to compare data at the school and district office levels.

There is a need to establish coherent and regularly updated personnel files. Personnel management systems, including management of absence and overall attrition, are essential. A duty attendance register that is updated on a daily basis should be developed and enforced at all levels of the sector. Such a system should be linked to the EMIS and payroll, finance and budgeting systems. This will enhance the capacity of the sector to keep track of absenteeism and design the most effective strategies to deal with its impact on the supply of education.

The sector also needs to develop a comprehensive information management system, with databases comprising quantitative and qualitative monitoring and evaluation indicators. This will enable the sector to keep track of the impact of HIV/AIDS on educational governance more easily.

Given the shortcomings associated with ad hoc, temporary staff arrangements, strategic planning for human resources capacity building should be carried out to bridge the loss of skills and experience of staff that are serial absentees due to prolonged illness and those who have died. Formal arrangements should be made to compensate and motivate staff that take on extra work due to HIV/AIDS-related absenteeism. This will contribute to enhancing morale and productivity.

Staff welfare issues related to HIV/AIDS should be mainstreamed in educational governance budgets at all levels of management. Arrangements for care and support of staff living with HIV/AIDS and other diseases should be systematically planned, budgeted for and implemented in order to enable individuals to live longer and more positively with the disease. This will also permit the sector to tap the skills and experience of these staff as a short-term measure while the sector draws up a comprehensive human resource development and retention plan.

There is a need to develop advocacy strategy and programmes that focus on creating awareness of the rights of staff living with HIV/AIDS among the governance structures of the sector and its constituents, such as the communities, learners and policy makers. This will improve the attitude of most stakeholders and create an enabling environment for staff living with HIV/AIDS. This in turn will mean that they can better deliver services in the sector.

Finally, a programme should be developed to educate FPOs on the governance aspects of HIV/AIDS in the education sector, so that they are better equipped to address issues and concerns that go beyond sensitization. In addition, deliberate efforts should be made to allocate resources to HIV/AIDS programmes at all levels of the sector. FPOs should be further facilitated by the provision of equipment, for example vehicles and stationery.

Table 8.1   Summary of recommendations

Recommendation	Action	Responsibility within MoES	Other stakeholders	Level of priority
▪ *Establish a coherent and regularly updated personnel filing system for all levels of governance.*	▪ Computerize personnel filling system. ▪ Develop a duty attendance register. ▪ Enforce application of duty attendance registers at all levels.	Personnel Department; Planning Department; DEOs; district planners; CAOs; Permanent Secretary (PS); heads of semi-autonomous institutions.	Mobile Task Team (USAID); Irish Aid; USAID; World Bank; NGOs; Ministry of Public Service; UNESCO.	High
▪ *Carry out strategic planning for human resource capacity development and capacity building.*	▪ Identify human resource gaps and skills and design a training plan. ▪ Identify and engage training institutions. ▪ Strategically plan and undertake in-house training.	Personnel Department; Planning Department; DEOs; district planners; CAOs; PS; heads of semi-autonomous institutions and training institutions.	Irish Aid; USAID; World Bank; NGOs; Ministry of Public Service; UNESCO; IIEP.	High
▪ *Mainstream HIV/AIDS staff welfare issues in the budget and resource allocations.*	▪ Introduce HIV/AIDS audits in all budgets and resource allocations in the sector.	Personnel Department; Finance and Administration Department; DEOs; district CFOs; CAOs; PS; heads of semi-autonomous institutions; UAC; HIV/AIDS FPOs.	NGOs; Ministry of Finance Planning and Economic Development (MoFPED); UNAIDS; Global Fund; Ireland Aid; Ugandan Parliament.	High

Recommendation	Action	Responsibility within MoES	Other stakeholders	Level of priority
▪ *Make adequate arrangements for care and support for staff who are living with HIV/AIDS.*	▪ Implement the draft HIV/AIDS in the workplace policy for the sector. ▪ Identify HIV/AIDS care and support institutions and NGOs for auxiliary support. ▪ Mobilize resources for the care and support activities identified.	Personnel Department; Finance and Administration Department; DEOs; district CFOs; CAOs; PS; heads of semi-autonomous institutions; UAC; HIV/AIDS FPOs.	German Agency for Technical Cooperation (GTZ); NGOs; MoFPED; UNAIDS; Global Fund; Ireland Aid; Ugandan Parliament.	High
▪ *Compensate staff for extra duties so that they are motivated to take on colleagues' workloads.*	▪ Develop and formalize arrangements to motivate staff to take on extra workloads.	Personnel Department; Finance and Administration Department; DEOs; district CFOs; CAOs; PS; heads of semi-autonomous institutions.	NGOs; MoFPED; UNAIDS; Global Fund; Ireland Aid; GTZ; Ugandan Parliament.	High
▪ *Develop an advocacy strategy and programmes focussing on the rights of sector staff living with HIV/AIDS.*	▪ Implement the draft HIV/AIDS in the workplace policy for the sector. ▪ Identify key issues to include in the advocacy strategy. ▪ Identify partners to collaborate in developing the strategy. ▪ Mobilize resources and engage an institution to spearhead and offer expertise in the development of the strategy. ▪ Develop and implement programmes to create awareness on the rights of staff living with HIV/AIDS.	Personnel Department; Finance and Administration Department; DEOs; District CFOs; CAOs; PS; heads of semi-autonomous institutions; National Teachers' Union; Uganda Human Rights Commission; UAC; HIV/AIDS FPOs.	NGOs; MoFPED; UNAIDS; Global Fund; GTZ; Ireland Aid; Ugandan Parliament; UNESCO; National Association of People Living With HIV/AIDS.	Moderate

Recommendation	Action	Responsibility within MoES	Other stakeholders	Level of priority
▪ *Develop a comprehensive information management system with computerised databases containing monitoring and evaluation indicators for the sector, especially with respect to HIV/AIDS.*	▪ Identify specific gaps in the existing EMIS systems. ▪ Delineate monitoring and evaluation indicators in a participatory way. ▪ Develop the database. ▪ Engage a firm to build the capacity of personnel to develop and apply the EMIS.	Personnel Department; Finance and Administration Department; DEOs; district CFOs; CAOs; PS; heads of semi-autonomous institutions; UAC; HIV/AIDS FPOs.	Mobile Task Team (USAID); MoFPED; UNAIDS; Global Fund; Ireland Aid; Ugandan Parliament; UNESCO/IIEP; Department for International Development (United Kingdom).	
▪ *Develop a programme to educate HIV/AIDS FPOs on governance aspects of HIV/AIDS, so that they are equipped to tackle issues other than sensitization.*	▪ Identify key issues that FPOs need to be informed about. ▪ Design a training programme that is targeted to the training needs of focal points at different levels.	UAC, HIV/AIDS Sector Co-ordinator; FPOs; DEOs; district CAOs; PS; heads of semi-autonomous institutions.	NGOs; UNAIDS; Global Fund; Ireland Aid; Ugandan Parliament; UNESCO/IIEP; Department for International Development (UK).	High

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APPENDIX 1

EMIS DISTRICT ATTRITION DATA, 2000-2003

Table 1a   Teacher attrition in Gulu District

Cause	2000	2001	2002	2003
Prolonged illness	9	10	22	14
Died	44	41	34	40
Absconded	18	28	32	16
Transferred	4	5	10	13
Resigned or dismissed	8	31	27	15
Retired	15	15	14	13
Total attrition	**98**	**130**	**139**	**111**
Total teachers in post	**1,895**	**2,246**	**2,311**	**2,834**
Attrition rate (%)	**5.17**	**5.79**	**6.01**	**3.92**

Table 1b   Teacher attrition in Hoima District

Cause	2000	2001	2002	2003
Prolonged illness	5	-	3	5
Died	12	13	5	9
Absconded	21	15	18	7
Transferred	11	4	12	16
Resigned or dismissed	62	73	20	25
Retired	16	6	13	16
Total attrition	**127**	**111**	**71**	**278**
Total teachers in post	**1,241**	**1,617**	**1,707**	**1,849**
Attrition rate (%)	**10.23**	**6.86**	**4.16**	**4.22**

Table 1c   Teacher attrition in Mbarara District

Cause	2000	2001	2002	2003
Prolonged illness	20	17	19	23
Died	53	45	43	33
Absconded	95	103	98	105
Transferred	50	37	44	78
Resigned or dismissed	93	49	75	116
Retired	24	19	17	15
Total attrition	**335**	**270**	**296**	**370**
Total teachers in post	**5,157**	**6,588**	**6,954**	**7,651**
Attrition rate (%)	**6.50**	**4.10**	**4.26**	**4.84**

Table 1d   Teacher attrition in Mukono District

Cause	2000	2001	2002	2003
Prolonged illness	46	25	31	20
Died	40	32	33	32
Absconded	145	105	153	123
Transferred	57	56	29	36
Resigned or dismissed	146	104	115	105
Retired	46	31	31	23
Total attrition	**480**	**353**	**392**	**339**
Total teachers in post	**4,026**	**4,923**	**5,909**	**5,861**
Attrition rate (%)	**11.92**	**7.17**	**6.63**	**5.78**

Table 1e Teacher attrition in Rakai District

Cause	2000	2001	2002	2003
Prolonged illness	12	13	12	12
Died	22	20	31	21
Absconded	35	29	75	50
Transferred	17	18	41	12
Resigned or dismissed	74	116	84	26
Retired	17	11	10	10
Total attrition	**177**	**207**	**253**	**131**
Total teachers in post	**2,308**	**3,053**	**3,314**	**3,251**
Attrition rate (%)	**7.67**	**6.78**	**7.63**	**4.03**

Table 1f Teacher attrition in Tororo District

Cause	2000	2001	2002	2003
Prolonged illness	5	4	5	6
Died	8	25	20	9
Absconded	22	20	20	11
Transferred	12	21	7	0
Resigned or dismissed	9	88	76	9
Retired	25	12	19	5
Total attrition	**81**	**170**	**147**	**40**
Total teachers in post	**2,327**	**2,558**	**2,775**	**2,867**
Attrition rate (%)	**3.48**	**6.65**	**5.30**	**1.40**

Source: All tables compiled from MoES EMIS data.

APPENDIX 2

BUDGETARY DATA FOR THE SEMI-AUTONOMOUS INSTITUTIONS

Table 2a   UNEB funeral and burial expenditure (Ushs), 1993-2002

Year	Coffin	Transport	Food	Total
1993	90,000	530,000	240,000	**860,000**
1994	90,000	460,000	240,000	**790,000**
1995	60,000	90,000	160,000	**310,000**
1996	50,000	240,000	80,000	**370,000**
1997	50,000	200,000	90,000	**340,000**
1998	50,000	180,000	90,000	**320,000**
1999	100,000	350,000	180,000	**630,000**
2000	50,000	500,000	200,000	**750,000**
2001	-	-	-	**-**
2002	100,000	420,000	238,000	**758,000**

Source: UNEB records, MoES.

Table 2b   NCDC medical and funeral expenditure compared to welfare and general budget allocations (Ushs), 1996-2002

Year	Medical expenditure	Funeral expenditure	Welfare budget	General budget
1996	7,411,790	1,748,000	8,112,711	960,000,000
1997	9,157,825	2,075,000	10,411,990	1,020,000,000
1998	15,062,359	2,348,000	11,200,400	1,200,100,000
1999	14,754,988	2,104,000	12,400,000	1,400,000,000
2000	13,233,211	1,349,000	14,500,000	1,411,200,000
2001	10,994,870	2,011,000	15,200,000	1,500,400,000
2002	15,212,400	1,982,000	18,200,000	1,825,000,000

Source: Finance department, NCDC.