Civil Society Budget Advocacy Group

POLICY BRIEF
THE CASE FOR SCHOOL FEEDING FINANCING IN UGANDA

WHY SCHOOL FEEDING IS UGANDA'S NEXT BIG DEVELOPMENT INVESTMENT

The Policy Brief, the case for School feeding financing in Uganda was produced by the Civil Society Budget Advocacy Group(CSBAG). The contents are the sole responsibility of CSBAG and do not necessarily reflect the views of funding partners

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1. INTRODUCTION

While the Ugandan government introduced free primary education in 1997, and although the Education Act 2008 Article 13, sub-section 5[2c]) assigns parents and guardians the responsibility of providing essentials such as food, clothing, shelter, healthcare, and transport, school feeding is still major challenge for parents. This is due to challenges including food scarcity at the household level, widespread poverty, rising food prices, a lack of commitment from some parents, and the belief among some that the government should fully provide for children in public schools (UWEZO, 2023). In some schools Parent Teacher Association (PTAs) have mobilised and instituted community led schools feeding programs either by charging a fee for school meals or contributing food items. However, this has remained at a very low scale, and some instances met resistance especially where extra fees are involved. On the other side, public and donor funding has remained low or non existent creating major learning gaps.

2. CONTEXT

The African Union / NEPAD and AU member states have explicitly promoted Home-Grown School Feeding (HGSF) as a strategy to boost education, smallholder incomes and food systems. Regional guidance emphasises integration with CAADP / Malabo and Agenda 2063 priorities. In Uganda, Home-packed meals have been the government's recommended and promoted school feeding modality, especially for rural schools that register 80% of the estimated 8 million learners in primary education. However, this recommendation has had minimal success. The data from NPA shows significant challenges in access to school meals in Uganda with disparities across different school levels and locations. Overall, only about one-third (34%) of all school-going children receive meals at school.

Access as shown in Table 1 is higher in urban areas (40.9%) compared to rural areas (32.2%), reflecting both socioeconomic differences and the higher concentration of private or better-resourced schools in towns. Nursery and primary levels in urban settings have higher coverage (47% and 41% respectively), while rural schools remain underserved. This highlights the inequitable access to school feeding, emphasizing the need for targeted public financing to expand coverage in rural and low-income communities where the need is greatest and reliance on parental contributions is least feasible.

Table 1: Extent of Receipt of School Meals provided either free or through parental contribution (Percent)

Category	All school-going children	Nursery	Primary	Secondary
All	34.2	35.6	33.7	35.3
Rural	32.2	31.7	32.0	33.5
Urban	40.9	47.0	40.6	38.5

Source; NPA

3. GLOBAL PERSPECTIVES ON SCHOOL FEEDING

3.1 Children enrolled in primary schools around the world

Up to 724 million children are enrolled in primary schools globally, of which 115 million are in low-income countries; 320 million in lower middle-income countries (incl. BRICS); 211 million in upper middle-income countries (incl. BRICS); and 77 million in high-income countries

Figure 1; Children enrolled in primary schools by region

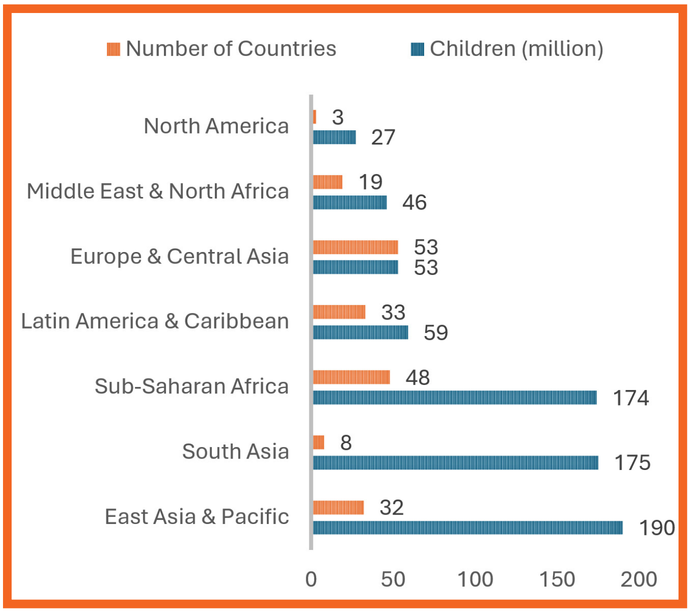
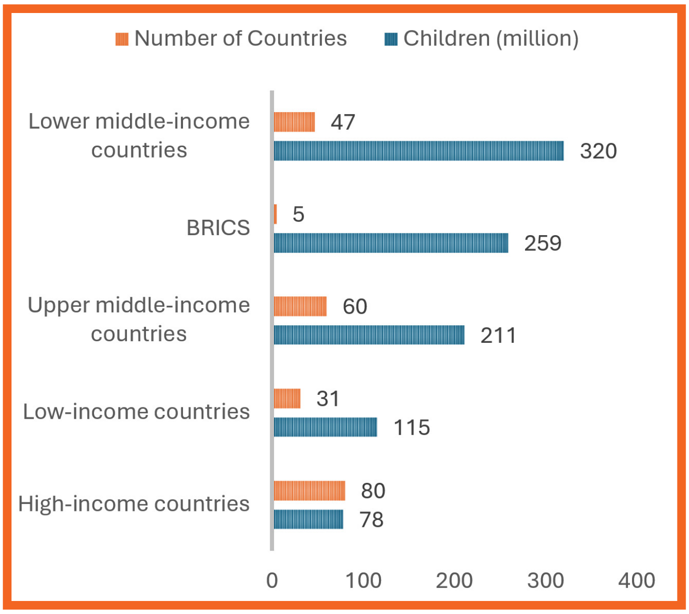


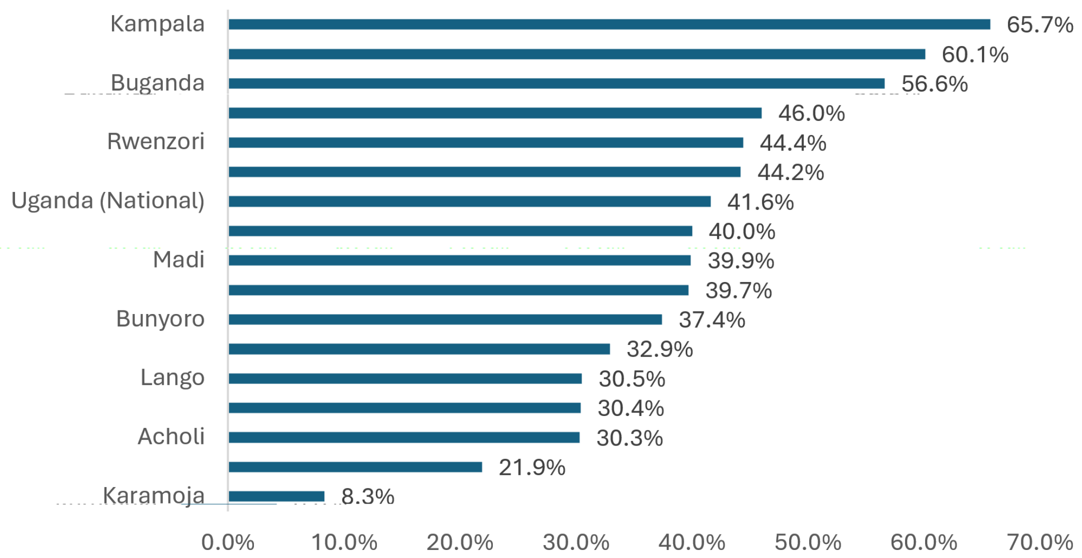
Figure 2; Children enrolled in primary schools by income group



Source: State of School Feeding Worldwide 2022

In Uganda, according to the 2024 census report by UBOS, about four in ten children aged 3–5 (41.6%) were attending Early Childhood Education, while three in four children aged 6–12 (75.2%) were in primary school, with a total of 8.9 million learners enrolled in primary school, including 5.8 million who were within the official primary school-going age.

Figure 3: Percentage of the Household Population aged 3 to 5 attending ECE within sub-Region



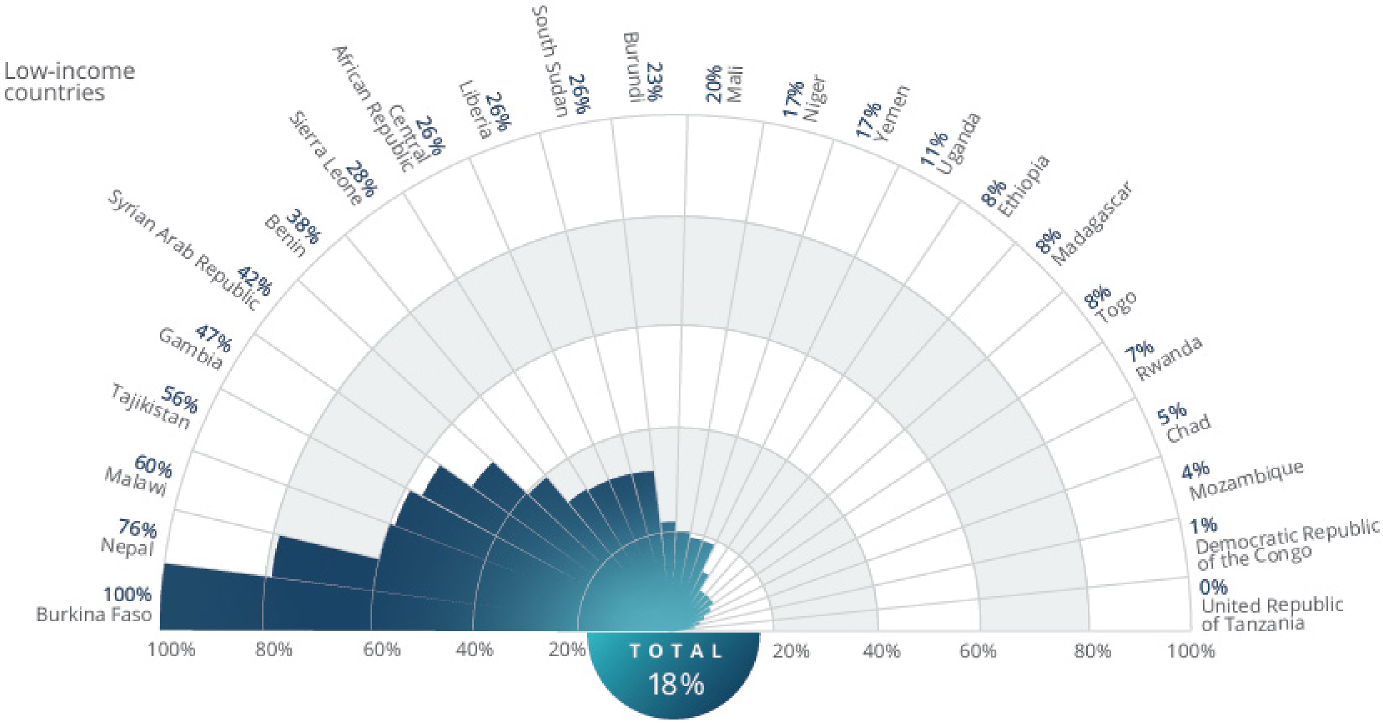
Source: National population and housing census 2024 final report

Figure 3 above shows wide variation in ECE attendance across sub-regions from 65.7% in Kampala down to 8.3% in Karamoja and this pattern is consistent with possible links to food security and service availability. In food-insecure areas such as Karamoja, low ECE enrolment may be related to household-level coping strategies, limited supply of preschools and trained staff, and the absence of incentives such as school feeding; conversely, Kampala and Ankole with better access to services and social infrastructure record much higher attendance. School-feeding programmes can act as an incentive by reducing the opportunity cost to families and addressing short-term hunger that undermines learning, so the very low ECE uptake in food-stressed sub-regions suggests these areas could particularly benefit from targeted school feeding programs.

3.2 Coverage of school meal programmes by country income level

On average, 18 percent of schoolchildren in low-income countries receive school meals, compared to 39 percent in lower middle-income countries, 48 percent in upper middle-income countries and 61 percent in high-income countries. Brazil, Russia, India, China and South Africa have an average coverage of 50 percent.

Figure 4; Coverage of school meal programmes by country income level



Source: State of School Feeding Worldwide 2022

3.3 Annual financial investment in school meals

According to the State of School Feeding Worldwide 2022 report, annual global investment in school meals is between US$47 billion and US$48 billion per annum, most of which is from domestic, national government budgets.

Table 2; Annual financial investment in school meals

Source	No. of countries	No. of children receiving meals	Investment value	Estimated global investment (US$)
Actual reported cost only	100	314 million	Budget allocated	35 billion
Actual reported cost only	100	314 million	Average cost per income group	34 billion
Actual reported cost & estimations	176	418 million	Budget allocated for 100 countries which have data + av. cost per income group for remaining 76 countries	49 billion
Actual reported cost & estimations	176	418 million	Average cost per income group	48 billion

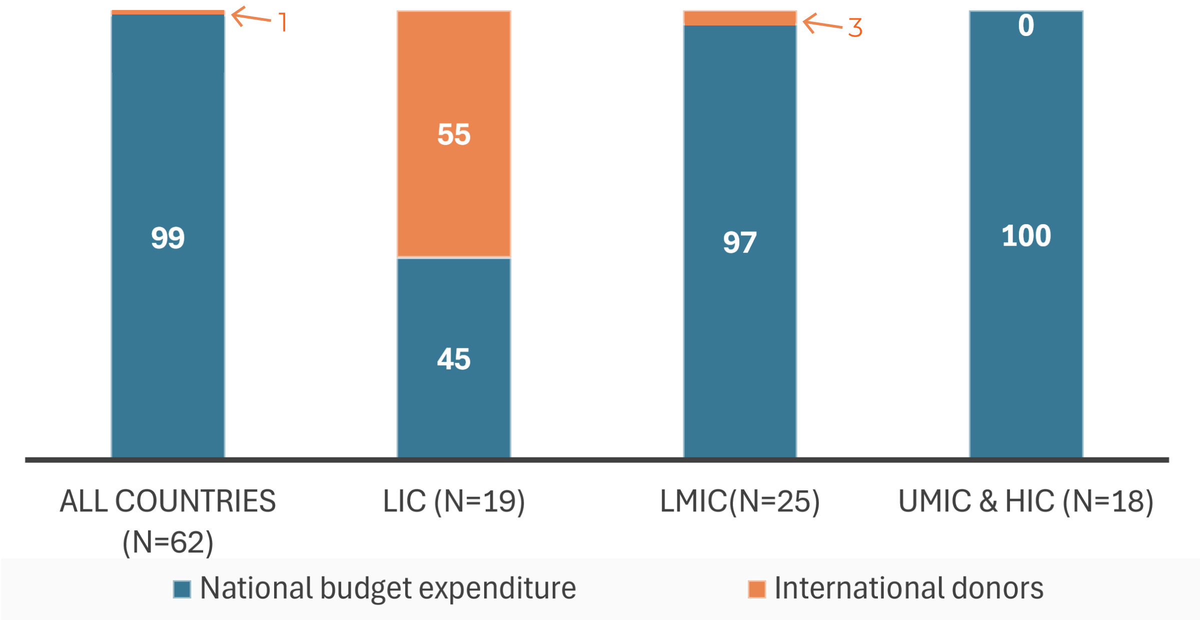
Source: State of School Feeding Worldwide 2022

Table above shows annual investment in 100 countries based on actual reported expenditure (US$34–35 million), and the annual investment in 176 countries, based on a combination of actual and estimated expenditure (US$48–49 billion).

3.4 Sources of funding

Domestic funds are the main source of funding in all countries except for low-income countries, where international donors are still the main financial investors in school meal programmes. Globally, nearly all school feeding programmes are funded through national budgets (99%), with very limited support from international donors (1%) and almost none from the private sector. In low-income countries, however, international donors contribute the majority (55%) of school feeding funds, indicating heavy external dependency and limited domestic fiscal space. Lower middle-income countries finance 97% of their programmes through national budgets, reflecting stronger domestic financing capacity. Upper middle- and high-income countries rely entirely on national resources (100%), underscoring financial self-reliance and the institutionalisation of school feeding as a national priority

Figure 5; Breakdown of aggregate expenditure by source of funding in 2022



Source: State of School Feeding Worldwide 2022

4. SCHOOL FEEDING IN UGANDA

As highlighted in the context in 2.0 above, Uganda is yet to achieve her school feeding objectives and targets which has left many learners especially in rural and poor communities with out access to nutritious meals at school affecting the learning outcomes. Nevertheless, there are budding school feeding initiatives and processes being implemented by government and development partners.

Table 3: Extent of receipt of school meals either free or through parental contribution (%)

Location / Region	All school-going children	Nursery	Primary	Secondary
All	34.2	35.6	33.7	35.3
Rural	32.2	31.7	32.0	33.5
Urban	40.9	47.0	40.6	38.5
Central	40.5	32.1	42.3	41.6
Eastern	56.2	68.5	57.3	44.2
Northern	14.8	65.9	11.6	13.9
Western	14.4	13.6	12.4	23.5

Source; NPA Policy Implications for Increasing Food and Nutrition Security

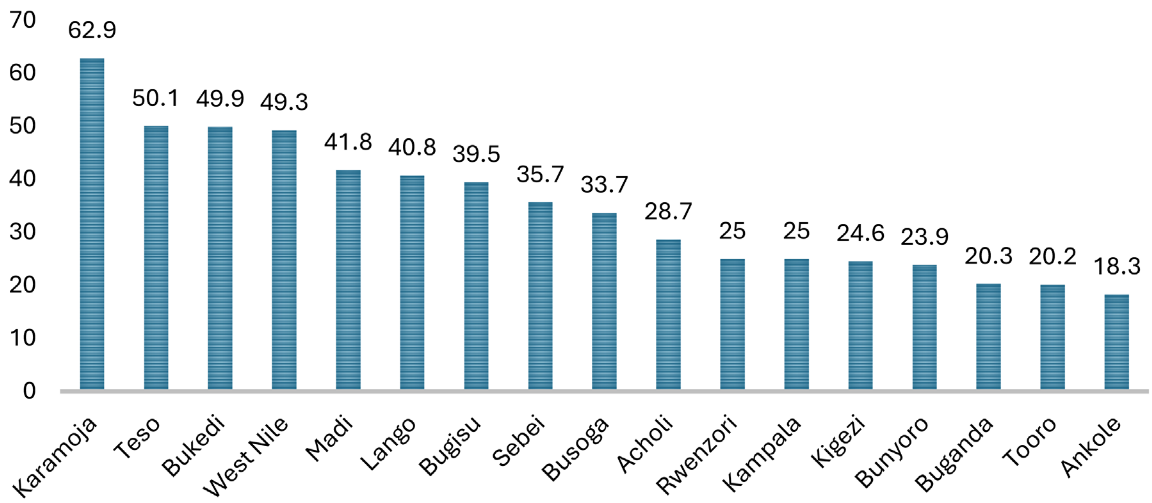
4.1 Examples of school feeding initiatives in Uganda

i. Investing in home grown school feeding: WFP-supported programmes

World Food Programme (WFP) together with MoES are promoting the home-grown school feeding initiative in Karamoja. The Programme supports over 250,000 learners in 320 Karamoja schools, sourcing food from local communities and has led to increased student retention, improved nutrition, and better gender parity in school attendance. Parent-led school feeding aids increased enrollment, retention, reduces dropout rates, thereby leading to the achievement of access to inclusive and quality education.

However, this is being constrained by several factors, including negative parental attitudes, widespread poverty, and climate-related food shortages that limit parents' ability to provide meals. The 2024 UBOS report shows that Karamoja sub-Region had the highest (62.9%) likelihood of households facing severe food insecurity while Ankole sub-Region had the lowest (18.3%)

Figure 6; Prevalence of Severe Food Insecurity by sub-Region (%)



Source; UBOS 2024 Census

Consequently, weak linkages with agricultural programmes, poor storage and feeding infrastructure, and limited follow-up by School Management Committees further undermine implementation. Addressing these barriers through stronger community engagement, integration with agricultural production, and improved facilities is vital for sustaining effective school feeding programmes.

ii. Development of guidelines on School Feeding and Nutrition intervention Programme

The MoES developed guidelines in 2013 with the aim of assisting the implementation of a parent–led school feeding programme to improve child health, nutrition and educational performance. The guidelines were issued in conformity with the Education Act (Article 13, sub-section 5[2c]) which states that, "The responsibility of parents and guardians shall include providing food, clothing, shelter, medical care and transport." The guidelines have however only been disseminated in the Karamoja, Acholi and Lango subregions.

iii. Pilot the guidelines through the dairy project funded by the Dutch Government

In 2016, the SNV Netherlands Development Organization offered to pilot the guidelines through the dairy project funded by the Dutch Government. The aim of the pilot was to get 5,000 school going children taking parent provided milk while at school in six districts within the cattle corridor in southwestern Uganda. Within a year, 80,400 children were taking parent provided milk in school daily.

iv. MoES Commitments under the School Meals Coalition

Uganda is a member of the School Meals Coalition, a government-led initiative of over 100 nations, supported by over 140 partners and hosted by WFP at its Secretariat, working to scale and strengthen school meals programmes globally. In April 2024, the Government of Uganda announced its national commitments to school meals. This latest investment in partially Karamoja translates that commitment into action, leveraging national resources to support children's health and education.

4.2 Uganda's Commitments on School meals.

Uganda recognizes school feeding as a critical intervention for improving learning outcomes, reducing absenteeism, and addressing child hunger and malnutrition. As part of its national education and nutrition agenda, the government has made specific commitments to institutionalize and scale up school feeding programs. These commitments signal a shift from ad hoc or donor-led initiatives toward a sustainable, nationally owned programme. Implementing them will require clear policy direction, dedicated financing, strong coordination, and robust monitoring systems.

Table 4: Uganda's Commitment with SMC

Uganda's Commitment with SMC	What needs to be done
1. Develop and approve the National School Feeding Policy by 2025.	This provides the legal and policy framework to guide the design, financing, and implementation of school feeding programmes. It requires inclusive consultations with sectors like Education, Agriculture, and Health, as well as development partners and communities as well as doing a detailed costing of the policy
2. Establish a dedicated budget line for school feeding starting FY 2025/26.	Implementation will involve Ministry of Finance integrating this into the national budget and ensuring resource allocation to districts and schools. This will require adopting financing schemes and linking it to the existing programs like PDM
3. Develop National School Feeding Guidelines and Operating Standards by 2025.	These guidelines will standardize implementation, ensuring quality, nutrition adequacy, and cost-effectiveness. It involves technical work to set minimum standards for food sourcing, preparation, hygiene, and monitoring.
4. Develop & operationalize a Digitalized National School Feeding Data Collection & Management System by December 2024	Implementation will involve ICT infrastructure, capacity building for schools and districts, and real-time data use for decision-making.
5. Establish a National Multi-sectoral School Feeding Coordination Committee by October 2024	This structure will bring together key ministries, local governments, development partners, and CSOs to coordinate implementation and mobilize resources. It requires clear mandates, representation, and regular engagement mechanisms.

Source: School Meals coalition

4.3 Why School Feeding is Uganda's Next Big Development Investment.

Globally, school meal programmes create an annual market of US$ 48 billion. This creates a huge and predictable market and offers an extraordinary opportunity to invest in sustainable food systems and diets, while responding proactively to the global food crisis. The impressive returns from investments in school meal programmes make them sustainable for Uganda

Implementing school feeding programs carries both educational and economic implications. Based on Global Child Nutrition Foundation (GCNF, 2024) data, the average annual budget per child in lower middle-income countries ranges from USD 8 or USD 73 PPP. Applying this to Uganda's 8.9 million primary learners, the total annual cost could range from approximately USD 71 million or USD 650 million PPP.

Table 5: School feeding budget per child per year (aggregate values)

	Region / Income Group	Budget per child (USD)*	Budget per child per year (PPP)
Region	Sub-Saharan Africa	26	84
	South Asia, East Asia & Pacific	36	172
	Middle East & North Africa	14	125
	Latin America & Caribbean	76	182
	Europe, Central Asia & North America	567	744

Income Group	Low Income	18	94
	Lower Middle Income	8	73
	Upper Middle Income	39	209
	High Income	611	897
	All	137	261

Note: Values reported in USD account for the exchange rate to USD that existed during the 2022 school year in each country. *These values do not account for purchasing power parity.

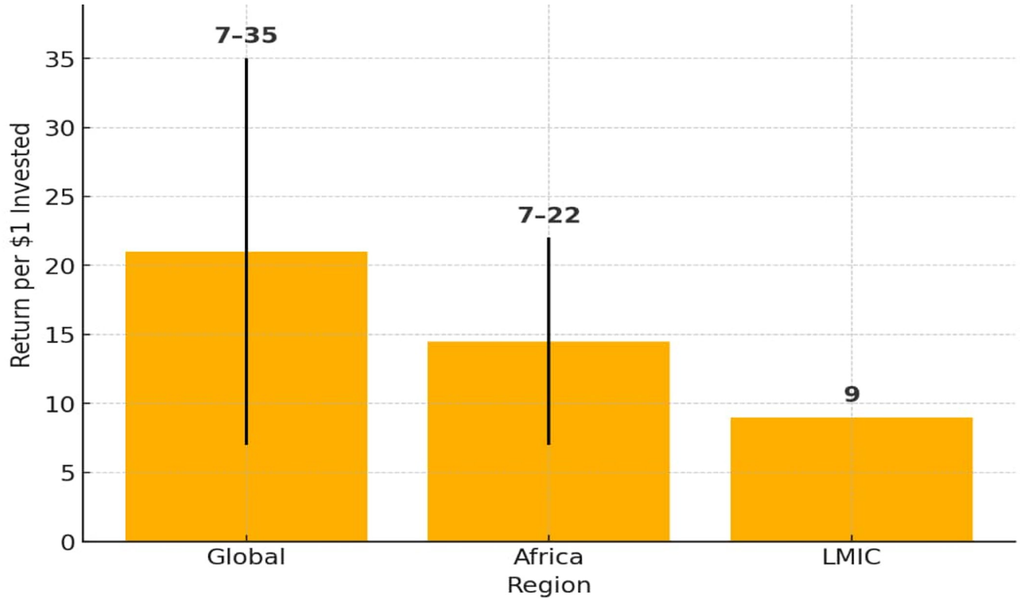
Source: Global Child Nutrition Foundation (GCNF, 2024) report

While the effect of school feeding on learning outcomes is not automatically causal, evidence indicates it can improve attendance, retention, and in-class concentration by reducing short-term hunger and household food burdens. Moreover, school meal programs support local economies: Global Child Nutrition Foundation (GCNF, 2024) report shows that in 2022, 66% school feeding programs created paid jobs for cooks/caterers, 25% for food handlers, with programs in lower-income countries prioritizing women (67%) and youth (40%). These findings highlight that, when carefully designed and monitored, school feeding in Uganda can be both an investment in education and a tool for local employment and poverty alleviation.

4.3.1 Economic Returns from School Feeding Investments

There are strong economic returns associated with investing in school feeding programmes across different regions. Globally, every USD 1 invested generates an estimated return ranging from USD 7 to USD 35, reflecting wide but consistently positive impacts on learning outcomes, nutrition, health, and local economies (UNESCO &WFP). In Africa, returns fall within the range of USD 7 to USD 22 per dollar, demonstrating similarly high value despite fiscal constraints in many countries. For low- and middle-income countries (LMICs) more broadly, the estimated return averages around USD 9 per dollar invested. While the ranges differ, the overall pattern highlights a clear message: investing in school meals consistently yields substantial social and economic benefits, making school feeding one of the highest-return education and social protection interventions available.

Figure 7: Economic Returns on Investment for School feeding Programs (USD)



Source; Data from UNESCO and World Food Program

4.3.2 School meals and social sectors

School meal programmes deliver broad social and economic benefits that extend beyond the classroom. They support household income security, boost enrolment and retention in schools, create agricultural and employment opportunities, and contribute to better health and nutrition outcomes, especially for vulnerable groups.

Table 6: Socioeconomic Benefits of School Meals

Area	Impact
Social Protection	For vulnerable families, the value of school meals can be equivalent to about 10 percent of a household's income. Especially for families with several children, school meals can mean substantial savings.
Education	School meal programmes can increase enrolment by an average of 9 percent, while significantly increasing attendance rates and decreasing drop-out rates.
Agriculture	Per 100,000 children fed, approximately 1,377 jobs are created by school feeding programmes along the value chain, particularly benefitting female entrepreneurs. 4 million jobs have been directly created through school meal programmes in 85 countries.
Health and nutrition	Evidence suggests that well-designed school meals can reduce the prevalence of anaemia in girls by up to 20 percent.

Source: State of School Feeding Worldwide 2022, WFP

4.4.3 Link between hunger and poor learning outcomes.

Hunger remains a significant barrier to learning, particularly among children from low-income communities. It affects concentration, academic performance, behaviour, and overall well-being. The table below highlights key indicators illustrating the extent and impact of hunger in schools. Below are finding of analysis done by No Kid Hungry on how hunger affects children.

Table 7: Impact of Hunger on Learning

Indicator	(%)	Description / Context
Children from low-income communities who reported coming to school hungry	60	Nearly 60% of children said they came to school hungry.
Hungry children too distracted to complete homework	12	Of those who came to school hungry, 12% said hunger made it impossible to do homework.
Teachers observing reduced concentration due to hunger	80	80% of teachers observed that hunger negatively affects learners' concentration.
Teachers observing decreased academic performance	76	76% of teachers reported lower academic performance among hungry learners.
Teachers observing increased behavioural issues	62	62% of teachers noted more behavioural challenges among hungry learners.
Teachers observing children falling sick more often	47	47% of teachers noticed that hungry children got sick more frequently.

Source; https://www.nokidhungry.org/blog/how-does-hunger-affect-learning

- **Poverty and hunger permeate all aspects of the lives of affected children, including education.** Real impacts can never be captured by statistics. Hunger leads to 'learning poverty' that leaves around 70% of people unable to read basic texts by the 10th birthday leading to monetary poverty and hunger (Watkins et al., 2024).

- **School feeding is part of the toolkit to break the transmission lines that connect poverty and hunger to educational disadvantage**. In poorer households, a school meal can tip the balance in parental decisions over whether to send children to school, especially girls. The average value of per pupil budgets allocated to school meals in LICs and LMICs for a household with 2-3 children in school is 10-16% on average for LICs and LMICs and 12-18% for sub-Saharan Africa. School meal transfers create incentives for sending children to school and can allow poor households to keep them at school during difficult times (Watkins et al., 2024).

- **The benefits of school feeding can be tracked across a broad spectrum of indicators.** They include increased enrolment, reduced dropout rates, and improved learning. Providing school meals can increase enrolment by 10% or more in a low-enrolment setting. More time at school and the better concentration that comes with a nutritious meal can improve learning, and the poorest children make the greatest gains. Ghana's school feeding programme allowed poor children to gain the equivalent of almost **2 years** of additional schooling. School feeding also markedly improves nutrition, and not just for the immediate beneficiaries. Remarkable evidence from India's midday meal programme shows that children of mothers who had participated were less likely to be stunted, school meals contributing to 13% to32% of national height gains for age, a measure of stunting (Watkins et al., 2024).

- **Many countries are already using school meal programmes to advance larger reforms of the food system.** Procurement practices are geared towards local agriculture and farm practices compatible with sustainable development. In Brazil, 30% of school meals procurement are reserved for small farmers, supporting larger programmes to reduce rural poverty (Watkins et al., 2024)

5. RECOMMENDATIONS

i. Establishing a Sustainable Policy and Financing Framework; To ensure sustainability of school feeding in Uganda, government should establish a dedicated and ring-fenced School Feeding Budget within the Ministry of Education and Sports. A national budget line would guarantee stable resources for essential needs staple foods, cooks' stipends, and basic utensils. Uganda can learn from countries that have institutionalized national school feeding policies backed by predictable funding. A dedicated School Feeding and Nutrition Fund under the Ministry of Education and Sports could ensure consistency in program financing. This fund could draw contributions from the national budget, local governments, and private partners such as food suppliers and agribusinesses. Integrating school feeding in the Medium-Term Expenditure Framework (MTEF) would also safeguard long-term sustainability.

ii. Improving Data Systems and Accountability; One of the persistent challenges revealed by the global survey is the lack of national-level data. Uganda's school feeding programs are implemented through a patchwork of initiatives, some donor-funded, others community-led with no centralized reporting. Establishing a national school feeding database would make it possible to track coverage, costs, and outcomes.

iii. Linking School Feeding to Local Agricultural Production; A practical way to make school feeding more sustainable is to align it with local agricultural programs under the Parish Development Model (PDM). Schools can source produce directly from organized farmer groups within the parish, ensuring fresh supplies while boosting rural incomes. The Ministry of Education and the Ministry of Agriculture could pilot this "home-grown school feeding" model in food-secure districts before scaling nationally. This would also reduce transport costs and enhance community participation.

iv. There is need to fast truck the finalisation of the Uganda nation school feeding policy to provide a legal framework and guidance for investment into the school feeding program

v. Government should create a National Multi-Sectoral School Feeding Coordination Committee to bring together key ministries, local governments, development partners, the private sector, and civil society to improve coordination, accountability, and resource mobilization. District governments should be empowered to implement school feeding programmes, with School Management Committees playing a more active role.

6. CONCLUSION

The economic dividends of a national school feeding programme in Uganda are far-reaching. It serves as a direct stimulus to the agricultural sector by creating a stable and structured market for smallholder farmers. By prioritizing local procurement, the programme can boost household incomes, reduce post-harvest losses, and encourage crop diversification. Economically, it is a strategic investment in human capital by lowering long-term healthcare costs associated with malnutrition and increasing future workforce productivity by ensuring children are healthy, educated, and skilled. Moreover, by enabling girls to stay in school, it promotes greater economic participation and higher lifetime earnings, ultimately strengthening the national economy for generations to come.

7. SUCCESS CASE; INDIA'S SCHOOL FEEDING PROGRAM

Success Case: India's PM POSHAN (Midday Meal) Programme

India operates the largest school feeding programme in the world, reaching 106,259,312 learners across 1,108,918 schools during the 2020–2021 school year. The PM POSHAN (Pradhan Mantri Poshan Shakti Nirman) programme, formerly known as the Midday Meal Scheme, was established in 1995 and is fully funded by the Government of India, with an annual budget of approximately USD 1.73 billion. It provides hot cooked meals five days a week throughout the school year to 67,538,472 primary and 38,720,840 secondary school learners.

The programme is anchored in national policy and law, ensuring institutional stability and political commitment. It relies on 100% domestic financing, with no international donor contributions. All food is sourced domestically through the Food Corporation of India, creating a stable market for local farmers and strengthening food systems. The programme has generated an estimated 2,595,000 jobs, mainly for women employed as cooks and food handlers, contributing directly to local livelihoods and women's economic empowerment.

Nutritionally, the meals include grains, cereals, legumes, vegetables, dairy products, oil, fruits, and fortified salt enriched with iodine, iron, zinc, folic acid, and vitamin A, helping address micronutrient deficiencies among school-aged children. Evidence shows that the programme has led to significant increases in enrolment and attendance rates, particularly among children from low-income households, and has improved concentration and classroom performance. It has also played a powerful social role by reducing social and caste barriers as children share meals together in schools.

The scale, financing model, and outcomes of PM POSHAN demonstrate how sustained government leadership and domestic investment can deliver large-scale education, nutrition, and economic impacts. India's experience offers valuable lessons for countries like Uganda seeking to institutionalize and expand national school feeding programmes.

Source: GCNF Global Survey of School Meal Programmes (India, 2021); Government of India; WFP India.

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Budgeting for equity

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