

# Universal Primary Education Performance In Uganda: A Critical Analysis

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## ABSTRACT

The aim of this study is a critical analysis of Universal Primary Education (UPE) performance in Uganda basing on to the attainment of the overall objectives of primary education as set in 1996. The core inclination for undertaking this research was the desire to assess the quality of UPE in Uganda derived from the understanding that sustainable development in developing communities like Uganda is hinged on the provision of quality education to her citizens. In order to attain this, a combination of research methods have been conducted particularly the questionnaire and content analysis; where 84 questionnaires were returned out of 84 sent out giving 100% response rate. Further analysis was done on content documents from the districts under study on annual education reports/statements. The findings reveal that UPE increased access from nearly 2.5 million pupils in 1996 to 8.2 million pupils in 2015. Education for girls, the disabled, and the orphans also increased from 39% in 1997 to 50% in 2015, P.6 pupils' proficiency in numeracy and literacy in the year 2015 was 51.9% and 52.6% respectively. However, the issue of quality remains a challenge. It was recommended that government needs to go back on the drawing board re-strategise the programme and focus on the education priorities that focus on quality education and ensure satisfaction of stakeholders' expectations.

**Key words:** Universal Primary Education, Performance, Education quality, Equity in education

## 1. INTRODUCTION

Uganda's development theory and practice are geared towards combating ignorance, disease and poverty. Investment in human capital and provision of education has been recognized as central to quality life (Education for All Global Monitoring Report 2005) (EFAGMR, 2005). Provision of Education and literacy for all, the cornerstone for quality life, has been recognized at national policy level. This is in accordance with the United Nations Declaration on Basic Human Rights and the Jomtien Declaration of 1990. Evidently, Uganda recorded very striking expansionary policies and reforms in education during the 1990s. UPE is one of the reforms that were undertaken as one of the Millennium development goals. The global agenda set the target year of 2015 to

ensure every school going age children, in the world to be in able to complete primary school cycle, and also ensure both boys and girls get equal access to education at all levels.

The Ugandan government launched a 20-year Poverty Eradication Action Plan (PEAP) and Poverty Action Fund (PAF) 1997 where primary education was a vital factor of the strategies to get rid of poverty by 2020 (Ministry of Planning and Economic Development [MPED] 1997). Emphasizing the position of primary education in poverty eradication, the government recognized UPE as one of the key sectors to gain from the PAF. In the course of capitation grant, PAF enables UPE to get better equitable access to basic education by removing the trouble of paying school fees, and pleasing to the eye on the quality of primary education on condition that schools have resources necessary to run them (MoES 2002). In the first place, UPE main objectives were to:

Establish, provide and maintain quality education as the basis for promoting human resource development;

Provide the facilities and resources to enable every child to enter and remain in school until the primary cycle of education is complete;

Make basic education accessible to the learner and relevant to his or her needs, as well as meeting national goals;

Make education equitable in order to eliminate disparities and inequalities;

Ensure that education is affordable by the majority of Ugandans; and

Meet the objective of poverty reduction by equipping every individual with basic skills and knowledge.

*Source: Ministry of Education and sports 1999:1*

Tremendous successes of universal primary education have been made in Uganda. The current 2010–15 five-year National Development Plan recognizes the significance of education for continued cost-effective growth and social transformation. So, the performance of UPE programme is analysed from the peak outlook of its foundation objectives for the programme. The major aim of this paper is to throw in to the debate on UPE in Uganda in a more scientific, less adherent way than what is currently available on the mass media and partisan politics on the credibility of Universal Primary Education. The contribution is twofold; on one hand, it was a review of the achievements of universal primary education programme with particular emphasis on evidence based successes registered. In reviewing these successes, the attention was put on the core objectives of UPE to certain realistic attainments of the set goal. On the other hand, the study endeavored to establish evidence based challenges UPE programme has experienced during the implementation process. The critical analysis to understand its performance is based on these two critical areas. It also drew conclusions based on the available evidence based data and suggested recommendations for the betterment of the programme.

## **1.2 STATEMENT OF THE PROBLEM**

In spite of the UPE programme having been in place for two decades since 1997, right from the inception of Universal Primary Education programme, experience has shown a lot of challenges taking place and one big challenge being compromising the quality of primary education (Lucie Galimaka, 2008 and Canon Busingye,

2015). Variations, inconsistencies, reforms, criticisms, attitude, and many others have been at the centre stage and debate in implementing the UPE programme. Thus, this study focused on the a critical analysis to fully understand the performance of the UPE programme with specific reference to literacy, numeracy and pass rate thus a way to getting to know more on performance of the UPE programme using selected districts as case studies. Specifically, the study established the quality of education through literacy; numeracy and PLE pass rates of pupils at national and the study districts.

## 2. LITERATURE REVIEW

Subsequent to the beginning of the UPE programme in Uganda, the United States Agency for International Development (USAID), in partnership with the Ugandan Government, had undertaken to get better the quality of teaching and learning in primary education in Uganda (UN 2000). A number of activities in the project were considered to furnish primary schools with the textbooks, instructional materials, and syllabi required. Others included enhancement in managing primary education, the training of primary teachers through Teacher Development and Management System (TDMS), and the construction of new primary schools in areas where they would be easily reached by a bigger populace of the primary school going age group (Munene et al. 1997).

On the other hand, the Theory of Performance (ToP) developed by Don Elger (2007), relates to six initial concepts to shape a structure that can be used to make clear performance in addition to performance improvements. To perform is to produce valued results. A performer can be an individual or a group of people engaging in a shared effort. Rising performance is a journey, and the level of performance describes position in the journey. The current level of UPE performance can therefore be understood reflecting on the six components advocated by this theory: for example, perspective, intensity of awareness, levels of skills, and level of distinctiveness, individual factors, and predetermined factors. The theory proposes three adages for valuable performance improvements. They involve a performer's way of thinking, activities in an educational environment, and engagement in deep practice.

Performance is a multi-dimensional notion. Taking place the most essential level, Borman and Motowidlo (1993) make a distinction between task and contextual performance. Task performance refers to an individual's expertise through which he or she performs activities which add to the organization's 'technological core'. This contribution can be both direct (e.g., in the case of production workers), or indirect (e.g., in the case of managers or staff personnel). On the other hand, Contextual performance refers to actions which do not add to the technological core although they hold up the organizational, social, and psychological environment where organizational goals are pursued. Contextual performance therefore includes not only behaviors such as helping coworker's or being a liable component of the organization, but also make suggestions in relation to improving work procedures.

Improving UPE performance is influenced by many factors but the varied ones fall into three categories. One is Performer's way of thinking (implementation drivers) which includes events to slot in optimistic emotions. Some examples consist of setting taxing goals, allowing breakdown as a normal part of attaining elevated performance, along with providing circumstances within which the performer feels an appropriate point of protection. Second, is involvement in a physical, social, and intellectual atmosphere that can make higher performance and motivate personal in addition to professional development? The other elements comprise of social interactions, disciplinary knowledge, active learning, emotions (both positive and negative), and spiritual alignment. The other factor is reflective practice which involves actions to facilitate people pay interest to as well as learn from experiences. For Example observing the current level of performance, noting undertakings, analyzing strengths and areas for improvements, analyzing and increasing individuality and improving levels of understanding.

Therefore, assessment offers a range of strategies for enlightening deep practice. Finally, circumstances for most advantageous performance and improvements in UPE performance can exist in three adages: Adage 1, engage the performer in the most advantageous expressive state (performer's mind set), Adage 2, immerse the performer in an inspiring environment, (Motivation) and Adage 3, engages the performer in deep practice (Assessment and feedback). This study reflected on all the adages that helped to come up with proposals that would help the implementers in the improvement of the UPE programme.

By and large, the Theory of Performance is a test to educators: One is by means of improving our own performance and by empowering ourselves to help others learn and grow. At the same time as advocated by Harvard's Project Zero, performance is very much related to learning-for-understanding (Wiske, 1998). As soon as people learn and grow, they are empowered to construct results that make a difference. Understanding of UPE performance in Uganda gives us an opportunity of functioning and learning jointly in traditions that formulate our education system better which has been a principal goal of education throughout the ages.

### **3. METHODOLOGY**

This research mainly uses a case study design and descriptive research design. A case study is a systematic and in-depth investigation of a particular instance in its context in order to generate knowledge (Rule & John, 2011, p.4). While the study mainly employed qualitative data collection method, quantitative method reinforced the design. According to Schiffman and Kanuk (2004), the two research paradigms are complementary in nature. Both approaches supplement each other. Qualitative methods provided the in-depth explanations about attitudes, perceptions, and motivations of universal primary education programme, while the quantitative methods provided. Respondents were teachers and head teachers from Buhweju and Kiruhura Districts. The purposive sampling technique was used to choose the needed respondents. With Purposive sampling technique

researchers are able to handpick the cases to be integrated in the sample resting on the foundation of their judgment Avoke (2005). This study used a questionnaire method. A questionnaire is that form of inquiry which contains a systematically compiled and organized series of questions that are to be sent to the population samples (Sidhu 2002). In brief, a questionnaire refers to a set of written questions used to gather information from respondents. Reading documents from the ministry of education for example education abstracts and annual reports was done to obtain Statistical data from the Ministry of Education EMIS department for thorough justification.

The questionnaires was used as major instruments for collecting data because of their careful design, their content and face validities which are assured. Therefore, questionnaires yielded good quality data. The instrument was of particular importance for the reason that they helped the investigator to face a big number of respondents in a shortest possible period of time. The analysis of data involved linking the data with the variables under the study. Qualitative data was received and organized into themes resulting from the research hypothesis. Descriptions, opinions, views, and observations of all the respondents were presented as obtained, interpreted, discussed and concluded hence making recommendations on each idea or view as analysed. The statistical data was put in the computer and analysed using a computer programme, the Statistical Package for Social Science (SPSS) for confirmation.

#### **4. PRESENTATION OF FINDINGS**

The study was guided by research question two “How effective is UPE programme in Uganda using Buhweju and Kiruhura districts as case studies”? To understand the effectiveness of the programme in the study districts, the focus was put on the performance of the programme. Basing on the definition of Performance where it is what the organization hires one to do, and do it well” (Campbell et al., 1993, p. 40). Performance, as the saying goes, is a “journey not a destination.” The spot in the journey where one has reached is labeled as the level of performance. Each level characterizes the efficacy or excellence of a performance. This study presents both primary and secondary data obtained from field research, and discussion of the findings. Secondary data was also obtained from the ministry of education science and technology and district education departments’ reports and abstracts to supplement and at some time justify the data from the respondents.

The researcher presents data and discussion on the participant’s perceptions, interpretation, description, and explanations on the UPE programme performance in Uganda using Buhweju and Kiruhura districts as case studies. The data has been presented in different ways; all numerical data has been expressed in frequency counts and presented using tables, or tabulated and shown in likert mean scale, standard deviation and some by use of clustered columns and linear graphs. A narrative description has also been used for qualitative data. The



discussion of the results was guided by the themes in the study and Analysis of Variance tests (ANOVA) which helped to show the relationship between the variable and the two districts under study.

A structured questionnaire was administered to both teachers and head teachers in Kiruhura and Buhweju districts. Both the teachers and headteachers were requested to respond to questions about the subject under study by filling the questionnaires given to them. The questionnaire provided a 5 likert scale for participants to choose whether they strongly agree, agree, remaining neutral, disagree, and strongly disagree as presented in table 1 below.

**Table1: Teachers and head teachers' responses on UPE performance**

Strongly agree	Agree	Neutral	Disagree		Strongly Disagree				
1	2	3	4	5	LM	SD			
UPE PERFORMANCE									
UPE has led to full access to education by all Students.			19.2	42.3	00	26.9	11.5	2.3	16.0
Boys and girls have all got equal access to education.			26.9	50	7.7	7.7	7.7	1.4	18.7
UPE has led to good quality teaching and learning.			3.8	53.9	15.4	26.9	00	1.12	21.7
Most schools have improved their performance due to UPE.			15.4	42.3	7.7	30.8	3.8	1.8	16.2
There is high level academic performance in UPE schools.			00	30.8	00	61.5	7.7	3.9	26.4
Teaching and learning is very effective in UPE schools			7.8	38.5	00	53.7	00	3.5	24.6

A Likert mean of less than 2.8 means that the majority of the respondents are on the same wave length, a Likert mean between 2.8 to 3.2 implies neutrality and a Likert mean of above 3.2 means that the majority of the people are in disagreement. Table 1 above presents the results from both teachers and headteachers on the question which is assessing the usefulness of the UPE programme in Buhweju and Kiruhura Districts. The first question asked to both teachers and headteachers was whether UPE programme has led to full access to education by all children. The results show a likert mean of 2.3 which imply that most respondents are on the same wave length with the statement. Table 2 below presents secondary data on the enrolment for only government aided primary schools in Uganda and the study districts that undertake the UPE programme. It was obtained from the ministry of education and sports for the last 6 years from 2010. The reason was to see how the enrolment has been moving year after year.

*Table 2: Pupils total enrolment by sex 2010-2015*

Enrolment	2010	2011	2012	2013	2014	2015
Boys	4179248	4039734	4157932	4219523	4377412	4122663
Girls	4195400	4058443	4170708	4240197	4395243	4141654
Total	8374648	8098177	8328640	8459720	8772655	8264317

*Pupils' enrolment for study Districts 2015*

District	Year	Boys	Girls	Total
Kiruhura	2015	23194	23924	47118
Buhweju	2015	10094	10791	20885
Total		<b>33288</b>	<b>34715</b>	<b>68002</b>

Source: Education Statistical Abstract 2015

The total enrolment for the year 2015 was 8,264,317 (4122663 boys and 4141654 girls) as compared to the year 2014 which was 8,772,655. This however indicates a decline of 508,338 pupils in that one year which is 6.15% decline between 2014 and 2015. The growth intake ratio (GIR) and net intake ratio (NIR) stood at 152% and 65% in 2015 respectively (ESSAPR, 2014/15). Over the same period the Net Enrolment Ratio (NER) and Gross Enrolment Ratio (GER) were 91% and 109% respectively. The 109% NER in 2015 imply that formal schooling in primary cycle includes many children older than 12 years as well as some young than 6 years.

Looking at the pupils' enrolment in the study districts, it is observed that Kiruhura district has a bigger enrolment (47,118) than Buhweju district (20,885) but also the population in Kiruhura is three times (348,544) that of Buhweju (120,720). The area per square kilometre for Kiruhura (4,555) is also five times that of Buhweju (801.5). Again, both teachers and headteachers were asked whether boys and girls have got equal access to education, the results indicate a likert mean of 1.4 implying that most respondents are in agreement with the statement that actually both boys and girls have equal access to education. Table 3 below presents data on percentage of girls' access to education at national level.

*Table 3: Percentage of girl's access to education 2010-2015*

Enrolment	2010	2011	2012	2013	2014	2015
Boys	4179248	4039734	4157932	4219523	4377412	4122663
Girls	4195400	4058443	4170708	4240197	4395243	4141654
Total	8374648	8098177	8328640	8459720	8772655	8264317
% of Girls	50	50	50.1	50.1	50.1	50.1

Source: (EMIS, 2015)

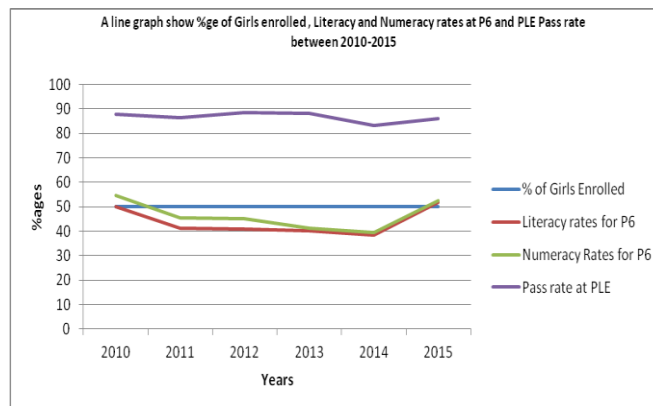
Looking at table 3 above on the percentage of girl's access to education, there is proof that UPE programme has contributed to improved fairness in education. For example in 2015, the numbers of girls into primary schools was 50 % of the total, compared to 45% in 1993. This implies that by the year 2015, both boys and girls were accessing education at an average of 50% (EMIS, 2015). Looking at Kiruhura and Buhweju districts alone which are under study, the percentage of girls to boys indicate girls having more access to boys. For example, 51.6% girls' access education in Kiruhura district and 50.8% girls have access to education in Buhweju as compared to 48.3 boys in Kiruhura and 49.2 boys in Buhweju. For both boys and girls, the completion rate in the study districts stands as follows. In Kiruhura district, the completion rate is 54.0% where boys are at 51.6% while girls are at 56.5%. This means that in the two study districts, the completion rate of girls is higher than that of boys (Education abstract, 2015). On whether UPE programme has led to quality teaching and value



learning, and on whether there is effective teaching and learning in the UPE schools, the results obtained from both the teachers and headteachers reveal a likert mean of 1.12 for quality teaching and learning which implies that most respondents concurred with the statement. For whether there is effective teaching and learning, a likert mean of 3.9 is observed which imply that most respondents disagreed with the statement. However, looking at the standard deviation of 21.7 it is very high which imply that a reasonable number of respondents are in disagreement.

Similarly a question was set to inquire whether UPE programme has led to better academic performance and the outcome indicate a likert mean of 1.8 implying that most respondents are in agreement with the statement. In order for the UPE to be successful, it must more effectively prepare students to pass tests and eventually continue their education. Figure 1: Below presents the secondary data on literacy, numeracy and PLE pass rates trends 2010-2015 at a national level.

Figure 1: Percentage of Literacy and Numeracy rates at P6 and PLE Pass rate 2010-2015



Source: EMIS 2010-2015

The percentage of P.6 pupils proficient rate in numeracy and literacy in 2015 was 51.9% and 52.6% (EMIS, 2015) respectively. This implies that almost half of the pupils enrolled in P.6 can neither count nor read and write simple sentences. Looking at the study districts, the performance of the programme in regard to literacy numeracy and pass rate is also presented in table 4 bellow:

Table 4: Literacy, numeracy rates and % age PLE pass rate Kiruhura and Buhweju districts

	Class	Kiruhura	Buhweju
Literacy rates	P3	98.7	97.8
	P6	51.4	56.2
Numeracy rates	P3	99.0	98.8
	P6	74.8	71.4
Pass rate at PLE		94.3	90.7

Source: Statistical Abstract, 2015

From table 4 above on the Literacy, numeracy and PLE pass rate for Kiruhura and Buhweju districts which are under study, UPE performance manifests its self in the same way as is at the national level. The literacy and

numeracy for the two districts at primary six levels is 51.4% and 74.8% respectively for Kiruhura and 56.2% and 71.4% respectively for Buhweju districts (Education Statistical Abstract, 2015). When it comes to pass rates at PLE, it was 94.3% for Kiruhura and 90.7% for Buhweju in the year 2015 (Education Statistical Abstract, 2015). This implies that the two districts under study fall within the same national average range of UPE performance in the whole country basing on other statistical data available in other researches on UPE.

## **5. DISCUSSION OF THE FINDINGS**

Subsequent to the beginning of UPE in 1997, reports show unpleasant enrolment in primary schools which increased from a total of 3.1 million in 1996 to 5.3 million in 1997, an increase of 73% in only one year. This can be compared with an increase in gross primary school enrolment, in ten years following the introduction of UPE, of just 39% (from 2.2 million in 1986). From the data gathered both primary and secondary, it was observed that UPE programme has led to a high level of continuous admission to education. The figure of pupils who have accessed education has continued increasing every year as reflected in table one. The continued access has been attributed by elimination of school fees, instituting conditional cash transfers to schools, using school feeding programmes as an incentive to attend schools, and implementing school health programmes to reduce absenteeism. Some of these interventions have proved particularly successful where girls' participation has been low and where famine has been rampant. This implies that in a situation where some of these interventions are non present, then pupils are more likely to drop schooling and go back home. This therefore requires that for nations implementing UPE programme, emphasis should be put on these interventions that attract and facilitate retention of pupils in schools until they finish primary education. These interventions need to be sustained by governments.

The analysis on pupils' access to education considered the students enrolment per year limiting ourselves to 2010-2015. Other areas focused on were equal access (equality) by considering how both boys and girls have been given the chance to access education, the quality of education by considering the literacy and numeracy rates, and finally pupils pass rate at primary leaving examinations. All these priority areas that best fits within the UPE objectives have been deeply analysed to ascertain the level of UPE performance. Good schools and good teachers facilitate pupils love and access to education which promotes interest in learning by pupils. This is supported by Fuller, Singer, and Keiley, 1995; Bergmam, 1996; Brown and Park, 2002; Punch, 2002 argues that bad schools quality has been set up to comprise unconstructive consequence on the choice to stay in school, the so called push factors. UPE schools are meant for the disadvantaged or the poor. This agrees with Yam et al (2007) who argues that there is a close link between poverty and UPE. Children of parents with more socio economic resources are likely to stay in school (Coleman et al, Jencks, 1972; Mingati, 2002; Evangelista de Carvalho Filho, 2008).

In general terms, access to education focuses on the number of pupils, number and location of schools, and not the number of grades offered and opportunities for pupils to progress from one level of education to another (Geissinger, 1997). However, it should be understood that access to education is not just a matter of increasing the numbers of pupils and school places, school participation is an interactive situation of what is often referred to as supply of school facilities, materials and teachers, while demand is always determined by culture, individual characteristics stemming from parental decision based on the nature of circumstance. It is obvious that UPE has contributed to improved equity in education under UPE programme. For example in 2015, enrolment of girls in primary schools was 50 % of the total, compared to 45% in 1993. This implies that by the year 2015, both boys and girls were accessing education at an equal average of 50% each (EMIS, 2015).

Much as the respondents' opinions and perceptions were that girls drop out before reaching primary seven, secondary data from the ministry of education and sports (Education Abstract 2015) indicates that in the study districts, the situation is different. The completion rate of girls is higher than that of boys in all the study districts i.e. 51.6% and 50.3% for Kiruhura and Buhweju respectively. This implies that in the two study districts, boys drop out of school more than girls and this could be related to the nature of economic activities associated with these districts. There is a lot of gold mining and tea plantation farming in Buhweju which pools male students from school while in Kiruhura; cattle rearing is the activity that also pulls students out of school. From the Results of National Assessment of Progress in Education performance taken between 2010 and 2015 show that education performance in terms of pupils' numeracy and literacy reading skills is not improving with the average numeracy and literacy rates for primary six class now at 51:50% respectively (NAPE, 2015). NAPE reports 2015 also indicate primary six literacy and numeracy rates at 50% and 51% respectively which justifies that the quality of UPE in Uganda deserves a lot. When it comes to pass rates at PLE for the study districts, it was 94.3% for Kiruhura and 90.7% for Buhweju in the year 2015 (Education Statistical Abstract, 2015). This implies that much as the quality in terms of literacy and numeracy is low, the pass rate is relatively high for those that reach primary seven. The low passing rates prove the students have not been taught the information they have needed in order to perform well in tests. This has led to negative perception of the UPE programme.

Poor quality of primary education manifests itself in a number of ways including low learning outcomes (particularly numeracy and literacy), low efficiency, the role of high teachers' absenteeism and inadequate school management supervision. An ODI Education Sector Budget a Case Study of Uganda in 2010 noted "the primary education sub-sector has exhibited persistent weakness in the quality of education as measured by learning achievements such as literacy, numeracy and test scores". In order to get deeper into the understanding of UPE programme performance, the researcher established the differences in performance in the study districts. A scientific measurement of Analysis of variance test was done to enable the researcher understand the differences and if any the relationships that might exist.

Table 5: Analysis of Variance for Literacy and Numeracy Rates in the study districts

Literacy Rates ANOVA						
Source of Variation	SS	df	MS	F	P-value	F crit
Between Groups	1975.803	1	1975.803	331.3715	0.003004	18.51282
Within Groups	11.925	2	5.9625			
Total	1987.728	3				

Numeracy rates ANOVA						
Source of Variation	SS	df	MS	F	P-value	F crit
Between Groups	665.64	1	665.64	229.531	0.004328	18.51282
Within Groups	5.8	2	2.9			
Total	671.44	3				

Results from Analysis of Variance (ANOVA) test show that the differences are statistically significant since the P-value of 0.003 for literacy rate is less than 0.05 and 0.0043 for numeracy is also less than 0.05. These differences in performance of literacy and numeracy are assumed to be the reason why Kiruhura district has a high PLE pass rate.

## 6. CONCLUSION AND RECOMMENDATION

In conclusion, this study highlighted on the performance UPE programme with a focus on access and equality in education, the quality and what has been achieved during the implementation of UPE programme. It was observed from the discussion that there has been achievement of both access to education and equality in education. What remains as a challenge is the quality. Furthermore, is again observed that the UPE programme lacks the necessary instructional materials to facilitate the learning process. It was recommended that the focus should be put on the product but not the numbers. Children with special needs are not catered for by the programme and those innervations that attract learners to attend schooling need to be more emphasised.

The Ministry of Education Science and Technology needs to go back on the drawing board re-strategies the programme and focus on the education priorities that focus on quality education and ensure satisfaction of stakeholders' expectations. For example ensure that qualified teachers, instructional materials, learners feeding, and learner's health are all considered under education priorities. Examinations should also be based on what has been exposed to the learners but not what they are supposed to have been exposed. Nations implementing UPE programme, should be put emphasis on the interventions that attract and facilitate retention of pupils in schools until they finish primary education. These interventions need to be sustained by governments. It was said that emphasis should be put on providing enough scholastic material for pupils like text books, automatic promotion of learners to upper grades should be checked, teacher supervision for example what teachers do in class need to be tracked, and facilitating district education departments so that they can do spot checks all the time in schools.

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