THE CHALLENGE OF IMPLEMENTING UNIVERSAL PRIMARY EDUCATION (UPE) IN UGANDA

By

Richard Bukone Sajjabi

THESIS

Submitted to
KDI School of Public Policy and Management
in partial fulfillment of the requirements
for the degree of

MASTER OF PUBLIC POLICY

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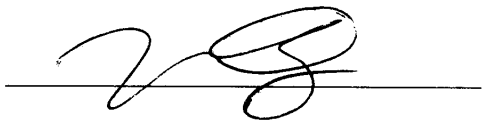
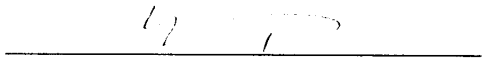
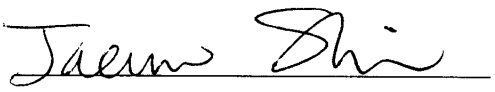
Professor Kang Younguck, Supervisor 

Professor Kim Taejong 

Professor Shin Jaeun 

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ABSTRACT

A STUDY ON THE CHALLENGE OF IMPLEMENTING UNIVERSAL PRIMARY EDUCATION (UPE) IN UGANDA

By

Richard Bukone Sajjabi

Universal Primary Education (UPE) was introduced in Uganda by the current political reign (the National Resistance Movement – NRM) under the leadership of H.E General Yoweri Kaguta Museveni – the President of the Republic of Uganda in 1997. Whereas the program was initially intended to provide free education for four primary school going age children from each family throughout the country, two years later (1999), the president announced what he called "Free Education for All" covering all the primary school going age children in the country. While the programme has registered a wide range of success since its inception, a number of challenges have equally affected its smooth progress and successful implementation up to today. This paper therefore sought to investigate the role and success of UPE and examine the challenges facing the implementation of the programme in Uganda.

This study examined the challenges of implementing UPE in Uganda. It specifically examined the role and achievements so far registered by government in implementing the program and established the major challenges of its successful implementation. The study also examined the effect of large classes on UPE outcomes in Uganda and established possible measures for the success and effective implementation of UPE in Uganda. The study was qualitative and quantitative in nature. It was carried out using a cross sectional survey design and the data was collected using a close-ended self-constructed structured questionnaire and interview guides.

The findings of this study indicated that lack of enough infrastructure coupled with large classes, high teacher-pupils' ratio, the poor policy design and implementation, poor teacher quality, which is a function of poor teacher education and the high school drop-outs are a challenge to the implementation of the UPE program in Uganda. However, despite all these, government has registered significant achievements, which among others include the increase in pupil enrolment in government schools and improved level of literacy. Therefore, whereas there are challenges, a number of achievements have since been registered.

DEDICATION

This thesis is dedicated to my late father Mr. Isaac B.K Sajjabi, my dear wife Mrs. Tracy J.B Bukone and supervisor Prof. Kang Younguck.

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I wish to thank my late father Mr. Isaac B.K Sajjabi for his unreserved support toward my career education without which, this work would have remained a self mockery.

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A Introduction and Background to the study

Universal Primary Education (UPE) was introduced in Uganda by the current political reign (the National Resistance Movement – NRM) under the leadership of H.E General Yoweri Kaguta Museveni – the President of the Republic of Uganda in 1997. Initially it was intended to provide free education for four primary school going age children from each family throughout the country, however, two years later (1999), the president announced what he called "Free Education for All" covering all the primary school going age children in the country. The programme has registered a wide range of success since its inception however, a number of challenges have equally affected its smooth progress and successful implementation up to today. This paper therefore sought to investigate the role and success of UPE and examine the challenges facing the implementation of the programme in Uganda.

Education is a fundamental human right as well as a catalyst for economic growth and human development (World Bank, 1993). The constitution of the republic of Uganda article 30 makes education for Ugandan Children a human right, and in article 34 children are entitled to basic education by the state and the parents. Under Uganda's formal education system, primary education is a seven years cycle (ages 6-12), which is compulsory (supposedly) and free according to the current Universal Primary Education (UPE) policy.

Formal education was first initiated by Voluntary Missionary Organisations in Uganda during the colonial times around the 1880s. Since 1925, the Government started playing an active role of exercising control over education, which was expanded rapidly during the 1950s and 1960s. In

the early 1920s and 1930s, education was available only to a small group of people mainly children of the aristocrats, clergy and tribal chiefs. A strong emphasis on the equality of education for all people was pointed out by the Castle Commission (1963), which argued for raising standards of agriculture, and technical education, expansion of girls' education, and provision of adult education. Since 1963, education policy in Uganda was mainly guided by the Castle commission report up to the inception of the 1992 Government white paper. Between 1971/2 – 1975/6, the Government Educational Plan was almost not implemented due to manpower vacuum created by the expulsion of Asians. Between the early 1980s and 1990s, emphasis on educational policy was largely a general recovery and rehabilitation of educational facilities and man power to restore functional capacity (MoES 1998a, 1990).

The current Policy is on expanding the functional capacity of educational structures and reducing on the inequities of access to education between sexes, geographical areas, and social classes in Uganda. It advocates for redistribution of resources viz a viz reforming the educational sector. Where as government has allocated more resources to the lower educational public sector through the UPE programme in order to enhance equity of access at that level between boys and girls (MoES 1998b). There have been a number of challenges militating against the successful implementation of the UPE programme in Uganda.

When Universal Primary Education (UPE) was launched in Uganda, school enrolments increased from 2.7 million pupils in 1996 to 5.3 million in 1997, and to 7.2 million in 2007 (see table 1). Even though this was followed by an increase in the number of teachers and classrooms, large classes of 70+ learners are not uncommon. Whereas UPE is viewed as a strong tool in redressing inequality and reducing poverty levels, it could negatively impact on economic growth if the quality provided is lacking, (MoES 2008). Realizing that it would be much easier to adapt to

large classes than is possible to reduce class size, some studies have investigated instructional strategies in Ugandan classrooms, with a specific focus on those providing practical teaching suggestions and examples of good practice. As a result, teachers have devised strategies to cope with large classes although most of them need further development if they are to promote education for empowerment and growth, (MoES 2008).

Table 1: Growth in the Primary Enrolment 1996-2004 as a consequence of UPE

Year	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**
Male enrolments in all primary schools	1,647,742	2,832,472	3,061,722	3,301,888	3,395,554	3,528,035	3,721,135	3,872,589	3,721,911
Female enrolments in all primary schools	1,420,883	2,471,092	2,744,663	2,986,351	3,163,459	3,372,881	3,633,018	3,760,725	3,632,838
Total enrolment in all primary schools	3,068,625	5,303,564	5,806,385	6,288,239	6,559,013	6,900,916	7,354,153	7,633,314	7,354,749
Primary Schools	8,531	8,600	9,916	10,597	11,578	13,219	13,332	13,353	13,239
Number of teachers	81564	89247	99237	109733	110366	127038	139484	145587	145,819
Number of classrooms	25,676	25427	28380	43174	50,370	60,199	69,900	73,104	79,132
Core textbooks procured	783,556	2,112,104	1,492,186	1,331,710	1,171,235	2,086,132	3,426,000	3,467,266	2,828,324
Teachers guides procured	236,816	485,195	549,150	593,480	637,811	673,533	686,297	118,123	254904

Source: EPD, Annual School Census (2004)

According to the above trend in enrollment, the greatest beneficiary of UPE has been the girl-child. Enrolment of girls has increased from a dismal 1,420,883 in 1996 to 3,632,838 in 2004, representing a 156% increase over the eight-year period of implementation. Consequently, gender disparities in primary school enrolment have been almost wiped out because there is a steady increase in the number of girls enrolling at school each year. The proportion of girl children successfully completing P7 has since increased although the completion rate for boys at P7 is still higher than that of girls (i.e. 72% for boys and 54% for girls respectively).

During the 1980s, the education system was examination oriented that the entire teaching and learning process was geared to passing examinations and getting good marks needed for entry to the next higher level of education. The previous curriculum at the primary level caused a lot of apprehension to Ugandans. Many children failed to gain access to what would be qualified as relevant education. Others satisfied the attendance requirements but did not acquire essential knowledge and skills. Indeed, as the Uganda Education Commission in 1963 pointed out: "They merely learn the contents of one or two books available to them and acquire a temporary mechanical skill in reading words but not with understanding." The curriculum was comprised of 4 subjects with summative examinations being administered by UNEB at the end of the seven-year cycle. The pupils found it so difficult to restructure a sentence, write a free composition and answer questions on comprehension. The curriculum was not seen to be relevant to meeting the basic learning need of the individual pupil. It did not also relate to the need of the community served by the schools.

However, in recognition that primary education is the first terminal level of formal education and often the last for the majority of the children and realizing that this situation may hold for many more years to come, the curriculum review task force made some recommendations which all pointed to the need for a review in syllabus to make it more relevant to the development needs of the individuals. Therefore, the primary curriculum has been made relevant in such a way that it equips a pupil with skills to make them a productive citizen.

In order to improve the quality of education under the UPE program, several well-targeted interventions have been put in place. The principal intervention is the implementation of the new primary school curriculum. Volume One of the primary school curriculum comprising four subjects (English, mathematics, social studies, and science) was developed in 1998/99 and

launched in September 1999 after the introduction of UPE. Volume Two, comprising six subjects (agriculture, integrated production skills, performing arts/physical education, local languages, Swahili and religious education), was also launched. One hundred and thirty thousand copies of each of Volumes One and Two, of the syllabus and teachers' guides were printed and, through the Instructional Materials Unit, distributed to schools in 2002/03.

The MoES has put due emphasis on strengthening institutions for standards setting and quality assurance. These include UNEB, ESA, NCDC and NCHE. Assessment methods have been reviewed and harmonized with the adjustments made to the curricula. Examination leakages and malpractices that had become rampant are being minimized. In spite of the staffing and budgetary limitations, ESA has carried out inspections in primary schools and has monitored the implementation of Volumes One and Two of the Uganda Primary Schools Curriculum, the use and management of instructional materials, textbooks, science equipment and chemicals in secondary schools. It has also monitored learning achievements through the Break Through to Literacy methodology. An inspection system for assessing and evaluating the performance of primary schools was also developed.

In addition, government has continued to provide instructional and non-instructional materials to UPE schools. A policy of 'putting books in the hands of children' is being implemented and this is intended to ensure that schools do not keep books/instructional materials supplied in the stores , but rather make them available to the learners. In the area of Special Needs Education (SNE), textbooks for P3 and P4 have been produced in braille and wheel chairs, hearing aids, braille kits, Perkins Braille and an assortment of technical tools have been procured for children with disabilities.

Government has also implemented the Teacher Development and Management Plan (TDMP), which emphasizes the enhancement of teacher competencies through continuous professional development, improvement of teacher/instructor/in-service training programs and strengthening of the training of teachers for children with special learning needs. In addition, Tutors have also been trained in guidance and counseling.

Despite all these, there has been unending criticism about the failure and poor performance of UPE schools compared to private primary schools, a case that has been attributed to inefficient and ineffective policy implementation coupled with a number of challenges affecting its success. It is therefore for this reason that the researcher undertook to examine the role and establish the challenges of implementing the UPE policy in Uganda.

B Statement of the Problem

Since its inception, UPE has registered a range of successes and achievements, among, which most significant ones include mammoth enrollment, improved literacy levels, infrastructural development, improved pupil-to-text book ratio and teacher training and quality among others. Despite all these successes and benefits attached to the policy, there has been persistent and strong criticism from the public about a range of failures registered by the government during implementation of the UPE policy. This is in fact evidenced by the poor performance of pupils and problems relating to the ratio in UPE schools compared to the privately owned primary schools. It is argued that a lot of challenges are constraining the success of the policy implementation, which prompted the researcher to carry out this study.

The purpose of this study was to examine the role and achievements of UPE in Uganda and investigate the challenges affecting its successful implementation.

The objectives of this study were to examine the achievements so far registered by government under the UPE policy implementation in relation to its set objectives; investigate and establish the challenges facing the successful implementation of the policy; examine the effect of large classes on UPE outcomes in Uganda; and establish possible measures for the success and effective policy implementation. Thus, the study answered the following research questions; what achievements have so far been registered by government under the UPE program in relation to its set objectives? What are the challenges affecting the successful policy implementation of UPE in Uganda? What is the effect of large classes on UPE outcomes in Uganda? And, what possible measures can be employed for the success and effective policy implementation of UPE in Uganda?

The hypothesis of this study was that large class discourse has significant negative effect on the quality of UPE outcomes in Uganda.

This study was limited to examining and understanding the role played by UPE policy implementation in Uganda, achievements so far registered and the challenges that impinge its successful implementation. And, this was carried out in the Ministry of Education and Sports covering the Ministry itself (MoES), the Uganda National Examinations Board (UNEB), the Uganda National Curriculum Development Centre and selected UPE schools in Iganga District. It considered the period between 1998 and 2009.

It is hoped that this study will be of significance to policy designers and analysts in that it will provide information on key issues that need to be considered, revised and/or incorporated in the policy so as to achieve its intent. To the national planning authority, the study will provide guiding information for strategic decision-making. To other scholars, academicians and

researchers, it will give an insight about the various issues that need further and thorough research in the filed of education and policy formulation and design. And, to the researcher himself, it will be of importance for academic purposes given that it is part of the requirements needed for the award of the Degree of Master of Public Policy.

II. LITERATURE REVIEW

A Overview

One of the United Nations' Millennium Development Goals (MDGs) is the achievement of universal basic education (UBE) by the year 2015. In most developing countries like Uganda UBE is synonymous with Universal Primary Education (UPE) policy, (Hanushek 2003). The rationale of UBE/UPE lies in the belief that young people form a human resource bank and are the wealth of a nation. Moreover basic education is held as a strong factor in the economic growth and development of a country, and is seen as a necessary condition due to its empowering nature (Kuroda 1996; Krueger & Lindah 1999; Pritchett 2001; Sari & Soytas 2006). Therefore, provision of primary education to children (particularly girls) in developing nations is seen as the best means of addressing these countries' economic problems. The conviction is that even at the basic level, education has the potential to equip children with the necessary cognitive skills to render them socially, economically and politically self-reliant.

Since the UPE policy is deliberately designed to provide education to all school-going age children, it is also viewed as a tool to address imbalance in the Ugandan community. The assumption is that the UPE policy provides equal opportunity for all children to attend school. However, equality in education does not necessarily mean identical education, (Pritchett 2001). There are education quality differences between wealthy and developing nations that are burdened with external debt, hunger, ill-health, for the education sector overcrowded classrooms with limited instructional resources, political instability due to poor governance, corruption and a reluctance to embrace democratic practices. Even among nations there are always variations in the quality of education provided in different socio-economic environments. It is argued that

unless UPE quality imbalance is tackled, there will always be the rich and the poor across and among nations, as the quality of education provided necessarily affects the quality of the labor force and ultimately economic growth of a country (Pritchett 2001). Yet accessing children to basic education even in the most cramped classroom environments makes more economic sense than no education at all (Peaslee 1967; Krueger & Lindahl 1999, p.11).

One characteristic of the UPE policy implementation is the influx of children in schools usually resulting into large classes, particularly in countries of the south. It is no-wonder therefore that there are variations in the definition of what constitutes a large class. Some scholars define large classes as ranging between 25-30 learners in the United Kingdom, more than 35 learners in the United States, and 60 or more learners in developing countries (Valérien 1991; Michaelowa 2001; O'Sullivan 2006). This chapter therefore presents the review of literature related to the subject under study. It among others cover the UPE policy in Uganda, the role and achievements registered sofar since its inception and the challenges facing its implementation in Uganda and as well as the conceptual review of the study varriables.

B Review of Literature

School education was introduced in Uganda by the White missionaries mainly for the children of chiefs and to provide for functionaries needed by the British colonial government. So right from the onset, this school system was not for all and it therefore grew to become highly selective and competitive with fewer and fewer students continuing to the next level of education. As a result, many Ugandans remained illiterate with literacy rates standing at only 65% with the primary education 'reaching only 50 percent of the age group' (Ministry of Education and Sports 1999:7). It is against this background that in December 1996 President Yoweri Kaguta Museveni

launched the policy of Universal Primary Education (UPE) in accordance with the government White Paper on Education (Ministry Of Education And Sports 1992). Under this policy, government was to provide 'free' education to a maximum of four children from each family. This has now changed because according to President Museveni as cited in Olupot, (2002) *'all children of school-going age should benefit from Universal Primary Education (UPE).*

Its major objectives are: to make basic education accessible to the learners and relevant to their needs as well as meeting national goals; to make education equitable in order to eliminate disparities and inequalities; to establish, provide and maintain quality education as the basis for promoting the necessary human resource development; to initiate a fundamental positive transformation of society in the social, economic and political field; and to ensure that education is affordable by the majority of Ugandans by providing, initially the minimum necessary facilities and resources, and progressively the optimal facilities, enable every child to enter and remain in school until they complete the primary education cycle, (Ministry of Education and Sports 1999:10).

As a result of this policy, a lot has been achieved among which is enrolment. After the launching of UPE in the 1997, pupil enrollment figure shot up from nearly 2.5 million in 1996 to nearly 6.8 million in 2000 (Ministry of Education and Sports 2001b: 1). This increase was mainly for two reasons. The backlog of school age children who had not been accessing school were then able to do so while more of the children who had attained the school age but would not have afforded education prior to UPE were able to join school. Figure 2 shows the overall numbers of children in the primary school by 2001.

Table 2: Children enrolled in the Different Classes in Primary School in 2001

CLASS	MALE	FEMALE	TOTAL
P1	803,803	797,005	1,600,808
P2	551,453	537,072	1,088,525
P3	537,622	526,931	1,064,553
P4	488,468	478,142	966,610
P5	408,509	384,272	762,781
P6	316,162	282,382	598,544
P7	228,385	179,337	407,722
TOTALS	3,334,402	3,185,141	6,519,543

SOURCE: Ministry of Education and Sports (2001b:3)

Given this policy specific focus on the education of girls, the disabled and the orphans, there has been an increase of enrolment of girls from 39% in 1997 to nearly 53% by 2008. To facilitate easy access to schools, the Ministry of Education and Sports also embarked on building of more primary and secondary schools. For example, by end of 1999, 4,000 additional classrooms were constructed for primary school children while by end of 2001, a total of 6,321 had been completed (an additional 2,321 classrooms in one (Ministry of Education and Sports 2001c:3). It is therefore clear that UPE has helped improve access to education as seen by the increase in enrolments and the increase in the number of classrooms that has been put up.

Further more, an increase in the number of children in school invariably implies an increase in the need for teachers. To deal with this and as part of the wider reform under the Primary Education and Teacher Development Project, there have been deliberate efforts to restructure primary teacher education and to increase the number of teachers trained/retrained/upgraded. As a result, between 1995 and 1999 “7,800 in-service teachers were trained or upgraded. In addition

3,023 candidates in pre-service courses for teachers completed their training …" In addition another 2,118 to complete their training (Ministry of Education and Sports1999: 12). So while the number of teachers has grown, the number is still too low compared to the massive number of children in school now.

Despite the success of the UPE policy implementation, UPPAP2 findings (like UPPAP1) raise serious concern about the policy out comes. Although it is a key policy priority objective to improve considerably the quality of primary education (see ESIP 1998: 5), deterioration in quality of primary education was cited as the major negative effect of UPE. Deteriorating UPE quality was most frequently related to the following five negative effects of UPE policy implementation: overcrowding due to extra-large classes; inadequate training, motivation, commitment and monitoring of teachers; less active and voluntary contribution by parents to primary education; less disciplinary controls and regulation (due also to the June 1997 ban on corporal punishment); and lack of housing for teachers especially in rural areas. As one local leader explained:

"How can a P7 graduate teach P7 pupils and they pass? We cannot have first grades in our schools" (EFA Global Monitoring Report: 2002: 19).

There are three major indicators of deterioration in UPE quality in Uganda, namely: the poor/low UPE out-put and in-puts, and the low system efficiency, (Ministry of Education and Sports 2004). The crosscutting indicator of low UPE out-put most frequently mentioned was the very few or declining number of PLE candidates passing in the first grade/division. However, inability to read and write or speak good English was another indicator of poor UPE out-put frequently cited in the EFA Global Monitoring Report (2002: 19). UPE quality is also perceived to be declining

because of the many indicators of poor or low inputs, including the inadequate numbers of trained teachers and many untrained teachers, poorly motivated teachers, inadequate textbooks and other teaching aids, lack of UNEB exam centers, inadequate classrooms and desks among others. There is also widespread concern about the policy of "automatic promotion" of pupils to higher grades up to PLE coupled to the inability of some pupils to read and write or speak good English. "Automatic promotion" is said to encourage emphasis on simply doing/sitting exams, and not on passing the exams, (Deininger 2000:2-3). Hence, absenteeism is rife during most of the year except during end-of-year promotional exams. And, pupils thus reach PLE when still academically weak as quoted in the EFA Global Monitoring Report (2002: 19):

> *"UPE emphasizes promotion rather than efficiency. It is so bad that children in UPE schools can neither read nor write their names, yet they keep on being promoted to higher classes. UPE promotes failures, for example, a child who scores 80 marks out of 400 can take the 12th position out of 600 pupils. These are all failures and yet they are promoted to the next class."*

The 2002 indicators for GER and GIR in Uganda were 140.5% and 193%, respectively. These figures suggested that there are still many pupils that begin primary schooling when they are older (or younger) than the official starting age of six years, and who repeat grades. The latter is also indicated by the increasing figures for repetition rate between 2001 and 2002 from 9.5% to 11%, and the declining figures for survival rate to the end of primary schooling from 66% to 58% over the same period. These indicate low levels of system efficiency and quality of learning in Uganda (2002 EFA Global Monitoring Report: 19). There is also a general sense that, in spite of a policy like UPE that is aimed to eliminate the cost of primary education, government's effort to increase access have been heavily biased in favor of the rich and failed to make a contribution

to enhancing broad and equitable access to education at the primary level (Deininger 2000:2-3). UPPAP2 findings show that high financial costs were the most frequently cited reason for absenteeism and dropping out. Parents from different backgrounds and livelihoods (e.g. rural, urban, pastoral, fishing, etc.) said they were unhappy with the extra-UPE charges because they stop some children from attending UPE. The categories of children most affected were especially the destitute, those from relatively large but poor households, orphans, and those belonging to the marginal urban poor. For example, one local leader had this to say:

"If some parents cannot provide books and pens to their children, how can they pay such PTA fees" For parents who have 4, 5 or more children at school, how can they afford the building fees per child, all the maize per child and all the milling fees per child? And yet they send our children back home for non-payment of those fees. We have no choice but to keep our children in the village and cut sugarcane? (a male Local Councilor (village) official in a Focus Group Discussion, Lwitamakoli, Jinja district).

And, UPPAP2 findings indicate that community perceptions of the impact of private schools on government-aided UPE schools were mixed. Although the general perception was that private schools have reduced distances to school in some cases, reduced overcrowding in some schools and are offering better quality of schooling/education given the relatively smaller class sizes, better teacher salaries/incentives, and lesser teacher absenteeism, etc., some communities said that the attraction of private provision of primary education has a negative impact on UPE schools (MoFPED, Internal Synthesis Document 3: PPA2 Cycles 1, 2 & 3 Findings (Draft), Kampala, UPPAP, 2002 pp. 274-5). Private schools were accused of encouraging theft and illegal sale of textbooks supplied by government in support of UPE to private providers therefore causing perpetual scarcity of textbooks and high pupil per textbook ratio. They were also blamed

for the high teacher attrition and/or absenteeism from UPE schools, therefore causing the deterioration of the quality of UPE. Primary teachers, especially in the rural areas, have been abandoning the profession at a rate of 35% over the last three years (2000-2002) (New Vision May 19, 2003:32).

Further, the massive increase in pupil numbers immediately created a problem of classroom space. Although the Ministry has embarked on a drive to build more schools, and provide instructional materials, this is still far inadequate for as the Ministry acknowledges, *"the increase in the number of schools has not kept pace with the increase in the number of students"* (Ministry of Education and Sports 1999:11). Though this was a statement in 1999, today it remains the same and a significant challenge to UPE success.

With regard to quality of education, it is one area that is of concern to many in the country. There are fears that perhaps the massive numbers in schools without commensurate expansion in facilities, teachers, and teaching/learning materials may have compromised the quality of education. Although no or a few if any thorough studies have been carried out, the Ministry of Education and Sports itself voiced this concern when in its report said, *"the quality of teaching has probably been affected by the adverse pupil-teacher ratio after the introduction of UPE" (*Ministry of Education and Sports 2004).

The other issue related to the pupil-teacher ratio is the morale of the teachers. Prior to the introduction of UPE, most schools charged additional fees through the Parents Teachers Associations (PTA). Some of this money was used to supplement teachers' salaries. As a result of the introduction of UPE policy, this is no longer the practice and so teachers must rely on the extremely low salaries though in 2006 government tried to improve on their salaries by just a

small percentage with no additional incentives. This seems to have affected the morale of the teachers. The fear therefore is that the UPE policy implementation may have indeed compromised the quality of education in the country.

It is true, the Ministry of Education and Sports did a commendable job ensuring that the UPE policy was introduced and that the primary school system copes in every respect with growing numbers. However, the current and forthcoming challenge is coping with the bulge in secondary and higher education. This pressure is already being felt. In 2001 for instance, 360,000 children sat the Primary Leaving examinations and of these 250,000 qualified for post primary education. However, only 150,000 children were admitted into the *734* government-aided secondary schools and 29 technical and farm rural schools. 100,000 children were therefore not placed in any of the government schools (Mugaba, V. 2002). The same scenario was repeated with those who sat the Ordinary level examinations. Although 103,262 students sat the examinations, both government-aided and private institutions only took in 57,110 leaving over 40,000 children with no admission! (Eremu 2002). In 2008, over 490,000 children sat for PLE yet in 2009 about 500,000 sat for the exams. This has been felt and continues to be a challenge for government to provide for the students' enrollments.

As mentioned earlier, the increase in pupil numbers as a result of UPE raised the challenge of the need for more teachers. Government has done commendable work in this regard and a number of teachers have been trained and upgraded, however, the teacher-pupil ratios are still poor. For example in 1996 the ratio was 1:37.62 and by 1999, this had declined to 1:63.63. Also, the number of untrained teachers is still high. For example, in 1989 only 52.2% of the teachers had been trained but by 2001 this had risen tremendously to 75%. In effect, 25% of the primary school teaching force is still untrained. This coupled with the poor teacher-pupil ratio certainly

creates pressure on the school system. It is for this very reason that the Ministry of Education and Sports acknowledged the role and place of distance education in meeting this gap.

Table 3: PLE figures and those admitted to post primary schools (2002)

	Primary Leaving Examination	Secondary School: 'O' Level Examination
Number who sat the examination	360,000	103,262
Number admitted to:		
Government Schools	150,000 (Including into technical schools)	22,575
Government Technical Schools Q		4,580
Primary Teachers Colleges	Not applicable	7,380
Private Schools	Not available	22,575
Total admitted	150,000	57,110
Number not admitted	100,00	46,152

Source: (Mugaba, V. 2002) and Eremu J (2002)

UPE has come a long way since 1996 when it was launched and a lot has been done but a lot more is required if Uganda is to ensure that the policy objectives of UPE are truly achieved and that the quality of its education is not compromised in any way.

Though government has done a commendable work, as discussed earlier, there is still great need for more teachers for the primary school system in Uganda however, the current teacher training schemes are not adequate to train all the new entrants and at the same time train the untrained and upgrade the under-trained. As Odaet (1988:687) says, one of the major problems facing the education system in Uganda is "*the shortage of qualified teachers and the increasing number of*

unqualified teachers.' Distance Education has therefore been seen as a viable alternative of supplementing the efforts of the full-time teacher training colleges. The government White Paper on Education also particularly acknowledges the role that distance and open learning can play in this. So the Ministry of Education and Sports has recommended the use of distance and open learning methodologies for the training and retraining of teachers.

Over the years, there have been many attempts to explain why smaller classes may lead to improved students outcome. These include greater opportunities for individual student support and class discussion, timely and frequent feedback to students, and active problem solving (Bennett 1996; Billington 1997; Davies 2000; Gibbs et al. 1997; Race 1998). Research has also found that smaller classes are more effective, not simply because they are smaller, but because they offer the physical conditions in which active learning is a more feasible proposition. While research has shown that small classes indeed matter, it is unlikely in the near future that low-income nations, overburdened with debts, wars, corrupt governments and disease would be able to bring the pupil-teacher ratio consistent with their developed counterparts. Massive resources would need to be invested into the education system.

The crucial research finding that low-income countries need to harness is one that points to the fact that simply reducing the number of students in a class does not alone improve the quality of instruction, neither does increasing class size lead to poor education (Lockheed & Verspoor 1991; Maged 1997; Johnson 1998; Nakabugo 2003; O'Sullivan 2006).

For example a study by Bain (1989) quoted in Maged (1997), which was conducted in United States revealed that some teachers of large classes were as effective as their counterparts teaching smaller classes. In the study, fifty effective US teachers and the materials they used

were studied to determine what effective teachers did to promote learning in reading and mathematics. Of the 50 teachers, 43 had small classes or large classes with an aide (co-teacher). Any class with over 40 pupils was regarded large. Seven teachers had large classes without an aide. Admittedly the majority of effective teachers were effective in smaller classes. But the study also showed that effective teaching was possible in large classes as well, as evidenced by the seven teachers who had no aide. Effective teachers reflected: high expectations for student learning; provided clear and focused instruction; closely monitored student learning process; re-taught using alternative strategies when children did not learn; used incentives and rewards to promote learning; were highly efficient in their classroom routine; set and enforced high standards for classroom behavior; maintained excellent personal interaction with students; and, reflected enthusiasm in the form of acting, demonstration and role playing as common traits.

Similarly, a smaller study conducted in South Africa that involved 3 teachers (A, B & C), all teaching small and large classes at the same level of education in very closely similar contexts showed that the teacher's pedagogy was the critically determining factor in the quality of what (or if) pupils learnt (Maged 1997). The study found that Teacher A was generally effective during class teaching irrespective of the size of the class. Similarly Teacher C was less effective irrespective of the size of the class. The large class of Teacher A achieved significantly better academic results than the small class of Teacher C and the large class of Teacher A had significantly fewer failures than the small class of Teacher C.

From the preceding discourse, it is evident that sufficient research has been done to bring in focus the reasons why smaller classes may lead to improved students outcome than large classes. But there is also evidence that effective teaching is possible in large classes.

This study investigated the form of class organization and teaching styles, which are suitable for mediating learning in large classes a common phenomenon in UPE schools in Uganda. Research into this area is a recent phenomenon and leaves several gaps to be filled. For example, while O'Sullivan (2006) shows how effective learning can take place in a large class context, she only draws from a relatively small study of four lessons in large classes of 70++ pupils in Uganda. She does so by reviewing the research evidence on teaching large classes, and then presents a description of four 'good' lessons observed in Uganda because they were effective in bringing about some learning. Based on this, she recommends two types of studies that need to be undertaken - those that explore the extent to which class size affect teaching and learning; and the strategies that bring about more effective teaching and learning in large classes. But also lacking are action-oriented studies that would help develop teachers' skills and confidence in mediating learning in large classes, as well as sharing good practice between and across teachers. Such studies would supplement and put into action a growing body of evidence which suggests that access to learning resources and the quality of teaching are more important than class size. For example, in a review of nearly 40 international studies, Fuller and Clarke (1994) claim there is a broad consensus among researchers that books and instructional materials are of relatively greater importance to improving school performance, at the margin, than increasing teacher inputs and reducing class sizes.

Other compelling research suggests that what matters most is the quality of the teacher. Hanushek (2003, p.2) argues that "*the most productive [educational] reforms are almost certainly ones that improve the quality of the teacher force*." In our current context in Africa, we believe that if we can enable teachers to develop their confidence and skills to improve the

learning environment in large classes then the educational gains will be substantial. It is within this framework that this study was undertaken.

Uganda as a partner of the Education for All (EFA) coalition launched UPE in 1997. This resulted into the increase of primary school enrolment figures from 2.7 million pupils in 1996 to 5.3 million in 1997, and to 7.2 million in 2007. Even though this was followed by a drastic increase in the number of teachers and classrooms, the current official average pupil-to-teacher ratio is 51:1. The reality, however, is that in many classrooms in various schools across the country, there are over 70 pupils in one classroom (Nakabugo et al. 2007).

This is a characteristic of many developing countries and there is lack of reliable statistics in many such contexts. At national levels, in many developing countries educational policies are designed to reduce class sizes, yet funding arrangements may encourage larger classes because the more students, the more fees the school receives.

Realizing that it would be much easier to adopt to large classes than is possible to reduce class size in Uganda, a qualitative study was undertaken in 20 primary schools in order to better comprehend the processes that might be involved in the teaching of large classes. The research was undertaken within a larger framework of the Africa-Asia University Dialogue for Basic Education Development (A-A Dialogue) project that explores the impact of university-ministry of education-school partnership on the quality of basic education provision1. The study findings suggested that as low-income countries and development partners pull resources together to widen access to primary education, matters of teaching and learning quality should be at the forefront. The findings also pose fundamental questions about how teacher training, both pre-service and in-service, can be adapted to the actual realities of classrooms.

In nut shell, this study investigated the achievements and challenges of implementing Universal Primary Education (UPE) in Uganda with specific focus on five selected UPE schools in Iganga District in the Eastern region of Uganda.

III. METHODOLOGY

This chapter presents the methodology the study followed and details the research design, study population, area of the study, sample size and selection, data collection methods and instruments, data analysis, reliability and validity of the study.

A Research design

The study was qualitative and quantitative in nature and it was carried out using a cross sectional survey design because both self-report and interviewer-elicited (in-depth) data was required from various respondents and its effective collection necessitates a triangular approach hence its most appropriateness. Therefore, structured questionnaire and semi-structured interview were the main data collection instruments. Secondary sources of data relevant to the study were also utilized extensively.

For enhancement of uniformity, clarity, comparison and ease of response and statistical analysis, a close-ended self-constructed structured questionnaire (for finance and accounts staff) consciously oriented to the respondents' jurisdiction and researcher's perception of their knowledge about the variables in the study, conceptual capacity and experience(s) were administered to the respective respondents, for a self-report of their views about the topic under study.

Interviews guides were used because in-depth information, which necessitates probing (the respondents to even divulge data), was sought from the respondents in this category. The interviews also enabled the researcher to understand the environment under which the responses are made and provided the opportunity of observing and evaluating the emotions, gesticulation

and truthfulness of the respondents let alone pointing to need for (and sources of) further data, especially secondary, with which the various respondents in the category were conversant.

The study also used secondary data sources, which broadly included related literature notably text books, dissertations and journals; Ministry of Education and, UNEB reports, school records from the different sampled schools and the mass media mainly the Internet and press reports.

B Population and Sampling

The study covered 30 respondents who included staff of officials from the Ministry of Education and Sports (MoES), Uganda national Examinations Board (UNEB), the Uganda national Curriculum Development Centre (NCDC), teachers, head teachers, School Management Committee (SMC) members and education officials from Iganga district and, these included; the District Education Officer (DEO) and District Inspector of Schools (DIS). The population was justified by the fact that all the selected respondents were believed to be most suited to provide the data required in this study. The study covered a total of 102 respondents and these selected using purposive and simple random sampling techniques as summarized in Table 3.1.

Table 3.1: Population and Sample

Population category	Sample
Officials from the MoES	10
Officials from UNEB	10
Officials from Iganga District Headquarters	2
Head-teachers	10
Teachers	50
School Management Committee Members	20
Total	**102**

Source: Extracted based on Krejcie and Morgan's sampling table technique

As shown in Table 3.1, 102 respondents were covered in the study. Ten (10) of them were officials from the Ministry of Education and Sports, other ten (10) from Uganda National Examinations Board, two (2) were from Iganga District Headquarter (the DEO and DIS), again other ten (10) respondents were head teachers of the ten sampled UPE schools whilst 50 teachers were also selected for involvement in the study process five of whom were randomly selected from each school and twenty (20) School Management Committee members also participated in the study where two were purposively selected from each of the sampled UPE schools. These respondents were selected basing on Krejcie and Morgan's sample size estimation table because, according to Sarantakos (1998), it gives accurate and reliable sample size estimates. Apart from the teachers, the rest of the respondents purposively selected for involvement in the study because, given their jurisdiction and authority, they were thought to hold authoritative information and opinions about the variables under study.

C Data Analysis and Measurement of variables

The responses to the close-ended questions, in the questionnaires were tallied. Similarly, the data from the interviews and other open-ended question items, were categorized according to major themes, developed during and after data collection and analysis, and tallied. Thereafter, descriptive statistics were analyzed using SPSS (the Statistical Package for Social Scientists), which enabled the generation of frequency counts presented in frequency tables and/or figures and illustration of central tendencies in the data collected and led to conclusions. Salient opinions were edited for grammatical correctness and coherence and summarized and presented in triangulation with the other data. This involved the use of descriptive statistics and statistical diagrams like pie charts, line and bar charts because, according to Mugenda and Mugenda (2003), they make the report reader friendly.

In order determine reliability and validity of variables, it was important to measure the reliability of data collection instruments and test whether the research instruments were reliable or not, therefore, the researcher used the "test re-test reliability" method which measured the degree to which scores values on the same test by the same respondents are consistent over a period of time. This is because according to Amin (2005), the test re-test reliability measure of variables provides evidence that values obtained on a test at one time (test) are the same or close to the same when the test re-test is administered some other time.

Participants were given the task of evaluating the roles and achievements of UPE and, they were measured based on Ramos's (2004) CobiT framework as has been previously been used by Krishnamoorthy, Mock, and Washington (1999). Reliability ratings were based on a five-point scale where ranging from 1 represented by strongly agree to 5 strongly disagree. The reliability rating across the different roles and achievements were held constant and presented in the same order to all participants. This was tested, in part, by using participants' assessments of the achievements so far registered under UPE. And as well, it was also tested using the weighted average reliability rating (WARR), which is constructed to measure the average relative reliability across the group of a number of aspects. To calculate this, weights of 0.5, 1.0, or 1.5 were assigned to ratings of very poor, moderate, and very good, respectively. For each indicator, this weight was multiplied by the reliability rating for achievements that were reported in the case materials. This value was summed across the different achievements registered.

IV. ANALYSIS AND PRESENTATION OF FINDINGS

This chapter presents the analysis of the results of the study. It comprises of descriptive and inferential statistics. The descriptive statistics includes frequencies and percentages showing the distribution of respondents' views on the challenges of implementing Universal Primary Education (UPE) in Uganda.

The inferential statistics shows results about the achievements so far registered by government under the UPE program in relation to its set policy objectives, the challenges to successful policy implementation, the effect of large classes on UPE policy outcomes and possible measures for the success and effective policy implementation of UPE. The method of data collection was based on questionnaires and interviews to selected respondents.

In this chapter, the researcher analyses, interprets and presents the data collected from the different respondents, under five main themes based on the research objectives.

A Demographic characteristics of the Respondents

This section examines the characteristics of sample data collected. Frequency tables were used to present the results on the sample characteristics according to age, sex, and marital status and, education levels of respondents.

Table 4.1 below shows the response rates from the different categories of respondents who were used in this study;

Table 4.1: Showing Response Rate from Respondents

	Instruments distributed	Instruments received	Response rate
Officials from MoES & District Education	20	19	100%
Officials from UNEB	5	5	100%
Officials from UNCDC	10	10	100%
Teachers & Head teachers from 5 schools	40	36	100%
School management Committee members	20	20	100%
Total	**95**	**90**	

Source: Primary data

From table 4.1 above, a response rate of 100% was achieved out of the 90 respondents that were targeted. This means that the researcher was able to get the required number of respondents.

Table 4.2 below shows the sex of the respondents that participated in this study.

Table 4.2: Showing the sex of respondents

Sex

		Frequency	Valid Percent	Cumulative Percent
Valid	Male	64	71.1	71.1
	Female	26	28.9	100.0
	Total	90	100.0	

Source: Primary data

The results from 4.2 above show that majority (71.1%) of the respondents were male while the female were only 28.9%.

Table 4.4 below shows the respondents' level of education;

Marital Status

		Frequency	Valid Percent	Cumulative Percent
Valid	Certificate	28	31.1	31.1
	Diploma	40	44	75.1
	Bachelors	14	16	91.1
	Masters	8	8.9	100.0
	Total	90	100.0	

Source: Primary data

The results in table 4.3 above show that majority (44%) of the respondents had diplomas whilst 31.1% were had certificates. It was also revealed that 16% of the respondents were Bachelors degree holders whilst 8.9% had Masters Degrees.

Table 4.4 below shows the respondents' age bracket.

Table 4.4 showing the age bracket of respondents

Age bracket

		Frequency	Valid Percent	Cumulative Percent
Valid	20-30	34	37.8	37.8
	31-35	23	25.6	63.3
	36-40	17	18.9	82.2
	41-50	16	17.8	100.0
	Total	90	100.0	

Source: Primary data

With reference to table 4.4 above, majority (37.8%) of the respondents were between the ages of 20-30 years whilst 25.6% were aged between 31-35 years. 18.9% of the respondents were between the ages of 36-40 while 17.8% were between 41-50 years of age.

Table 4.5 shows the respondents' working experience in years.

Table 4.5 Showing respondents' period of service

Working experience in years

		Frequency	Valid Percent	Cumulative Percent
Valid	Less than 1 year	20	22.2	22.2
	2-5 years	43	47.8	70.0
	6-10 years	23	25.6	95.6
	Over 10 years	4	4.4	100.0
	Total	90	100.0	

Source: Primary data

According to this table 4.5, most (47.8%) of the respondents had a working experience of a period ranging between 2-3 years, while 25.6% had worked for a period between 6-10 years. 22.2% of the respondents had worked for less than one year while 4.4% had had worked for over 10 years.

B Inferential Statistics and Analysis of Study Findings

Factor analysis was used to extract the most important factors that measured the study variables. These factors explained patterns of correlation between the dependent and independent variables. The principle component analysis extraction method and matrix rotation methods were used to extract and reduce on the any items into a few and relevant factors that could be worked on. Only

factors with eight values greater than 1 (one) were extracted and correlation coefficients of +/- 0.3 were deleted from the rotated component matrix table. The extracted aspects were later analyzed using the mean and standard deviation thus generating the results in table 4.6 below;

Whereas there have been a number of challenges since the introduction of the UPE policy in Uganda, the analysis results show that government of Uganda has registered significant achievement. Some of the key achievements are related to pupil enrolment, teacher, enrolment, education and recruitment and infrastructural development among others.

Table 4.6: Showing the analysis of findings on the Achievements registered by Ugandan government in the implementation of UPE

	Mean	**Std. Deviation**
There has been high pupil enrolment since the introduction of UPE	1.98	.672
There has been an increase in infrastructural development	2.21	.989
There has been improvement in teacher education	2.86	.743
A number of teachers have been trained under the UPE program	2.14	.804
The quality of teacher education has improved	2.84	.688
Teacher to pupil ratio has improved	3.02	.801
The quality of education has improved since the introduction of UPE	3.35	.650
The book to pupil ratio has improved	3.07	.856
The supply of scholastic materials including teaching/learning aids has improved	1.98	.638
Government spending on primary education has improved	2.42	1.776
The rate of school drop-outs has reduced since	2.95	.899
The level of literacy has increased in Uganda following the introduction of UPE	2.81	1.006

Source: Primary data

From the analysis results in table 4.6above, it was revealed that there has been high enrolment in UPE schools since its introduction in 1997. This was proved by 1.98 mean of the study results. In addition, the mean of 2.21 showed that there has also been an increase in infrastructural development while 2.86 shows a significant improvement in teacher education. This not withstanding, 2.14 shows that a number of teachers have been trained under the UPE program, while 2.84 clearly indicates a great improvement in the quality of teacher education.

However, a mean analysis of 3.02 show that the teacher to pupil ratio is still very big with declining quality of primary education in UPE schools as proved by the mean analysis of 3.35 coupled with a high book to pupil ratio (mean 3.07). The analysis however shows that there has been significant improvement in the supply of scholastic materials including teaching/learning aids (mean 1.98) with improvements in government spending on primary education has improved (mean 2.42).

The findings however, showed that despite the government's strides in implementing UPE, the rate of school drop-outs has instead increased as proved by mean result 2.95 but, the level of literacy has increased in Uganda following the introduction of UPE (see mean 2.81).

This section presents the mean analysis of challenges of implementing UPE program in Uganda. The analysis results are presented in table 4.7 below

Table 4.7 Showing the mean analysis of the Challenge of implementing UPE program in Uganda

	Mean	Std. Deviation
High teacher to pupil ratio	2.35	.923
Overcrowding in classes	2.35	1.044
Poor teacher quality education	1.33	.837
Corruption	1.49	.551
Absenteeism	1.05	.688
High rates of school drop-outs	2.77	.895
Lack of teacher housing/accommodation	2.40	1.050
Inadequate school infrastructure	1.97	.704

Source: Primary data

According to table 4.7 above, there a number of challenges facing UPE program in Uganda, which makes have made its implementation quite difficult. The analysis results show that the high teacher to pupil ratio pose serious challenge to UPE program implementation as proved by mean 2.35. In addition to this, overcrowding in classes (mean 2.35) is also a serious challenge to UPE program in Uganda.

The analysis also revealed that poor teacher quality education (mean 1.33) is one of the major challenges affecting the success of UPE program in most schools in Uganda. Further, the mean (1.49) shows that corruption is a serious challenge to the success of UPE program.

It was also revealed that the high rates of school dropouts (mean 2.77) also posed a challenge. In addition, there was lack of teacher housing / accommodation facilities (mean 2.40). This coupled with inadequate school infrastructure (mean 1.97) have made it difficult for government to

successfully implement the UPE policy in Uganda. The implication here is that in spite of the fact that government has done its best, realized some achievements, a lot of challenges militate its effort to achieve its goal with regard to UPE more especially in rural communities. This is evidenced by the fact that as a result of UPE, there has since been overcrowding in classes, increasing the teacher to pupil ratio is still very high, and text book to pupil ratio, which has even been made by corruption, poor teacher quality and inadequate infrastructure.

From the interviews conducted, this study found out that in most UPE schools, there are over 80 pupils per classroom on average. This was found to affect teachers' efforts to reach out to each and every pupil in the class. And, due to insufficient infrastructure while some schools lack them even, school managements are forced to put all pupils under one class. And while others have some infrastructure, many are forced to put under trees. A careful examination about this situation, it was found out that the ratio of teacher to pupils on average is 1:80.

A regression analysis was used also used to measure how the value of the dependent variable changes when one of the independent variable is varied. A regression model was conducted to assess the degree to which class size coupled with school infrastructure, teacher-pupil ratio and teacher quality can affect UPE outcomes in Uganda. The findings are showed in table 4.8 below.

Table 4.11 Shows Regression of the Independent Variable and Dependent Variable

	Unstandardized Coefficients		Standardized Coefficients	t	
Model	**B**	**Std. Error**	**Beta**		**Sig.**
INDEPENDENT VARIABLE: Challenge of implementing the UPE policy					
(Constant)	1.742	.229		6.654	.000
Class size & Infrastructure	.749	.098	.542	9.227	.000
Teacher-pupils' Ratio	.887	.077	.511	9.112	.000
Teacher Quality	.698	.078	.501	9.116	.000
DEPENDENT VARIABLE: Successful Implementation of the UPE policy					
R Square	0.655		F Change		143.8
Adjusted R Square	0.650		Sig.		0.000

A regression was used to analyze the relationship between some of the key challenges to UPE policy (class size, teacher-pupil ratio and teacher quality) and, the success of its implementation. The result in table 4.11 above shows that about 65% of the variance in the implementation of UPE in Uganda is explained by a combination of class size coupled with school infrastructure, teacher-pupils' ratio coupled with high pupil enrolment and teacher quality explained by their education quality. Among the variables whose influence was being assessed on dependent variables, class size and infrastructural challenges (Beta = 0.542, Sig. <0.01) were significantly influential in the implementation of the UPE program compared to teacher – pupils' ratio and teacher quality challenges (Beta = 0.511, Sig. <0.01) and property rights (Beta = 0.501, Sig. <0.01). However, all factors were found to significantly affecting the implementation of UPE program in Uganda. In other words, the regression model was valid (Sig. <0.01).

V. CONCLUSIONS AND RECOMMENDATIONS

This chapter is a synthesis of earlier discussions. It brings together the research objectives, questions, conceptual framework, hypothesis and findings of the study so as to come up with conclusions. The discussion is guided by specific hypothesis of the study and backed up by the related literature. However, the chapter is presented in five different sections that is, summary, discussion, conclusion, recommendations and suggestions for further studies.

In summary, the results of this study revealed that, there was a statistical significant relationship between the two variables. And because of this, the positive hypothesis was accepted, which implies that whereas UPE has registered a number of achievements, there are various challenges affecting its successful implementation in Uganda.

It was established that policy, school-based and other challenges encountered in the implementation of UPE like large classes coupled with lack of infrastructure, poor teacher quality explained by the quality of their education and high teacher to pupils' ratio defined by high pupil enrollment significantly affect the implementation of the UPE program and its tenet outcomes in Uganda. Another challenge is the high level of school drop-outs in UPE schools. This has posed a big constraint to the program implementation.

The high enrolment levels, increased supply of teaching and learning aids, high level of literacy and increased government financing of primary education are the key achievements registered by the UPE program in Uganda

In conclusion therefore, lack of enough infrastructure causing large classes coupled with high teacher-pupils' ratio, the poor policy implementation and design, the poor teacher quality, which

is a function of poor teacher education and the high school drop-outs are a challenge to the implementation of the UPE program in Uganda. However, despite all these, government has registered significant achievements, which among others include the increase in pupil enrolment in government schools and improved level of literacy. Therefore, whereas there are challenges affecting the implementation of the UPE program, there are a number of achievements registered since.

This paper agrees with the conclusions made by the Ministry of Education & Sports (2004) that *"the quality of teaching has probably been affected by the adverse pupil-teacher ratio after the introduction of UPE"*. The results obtained in this study pave the way for the UPE policy review with implicit assumption that for successful implementation of the UPE program, there is need to review school infrastructural development policy, teacher education curriculum review and increase in the number of teacher enrolment and recruitment.

For better understanding of this study subject, the researcher recommends that further studies may be carried out to examine the effect of teacher education on the quality of education in UPE schools in Uganda; the effect of school infrastructure on UPE program implementation in Uganda. And, to evaluation of the trend of UPE program in Uganda.

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QUESTIONNAIRE

Dear respondent,

My name is Richard Sajjabi Bukone, a Post Graduate student of **KDI School of Public Policy and Management (2008)**. As part of the requirements for the award of a Master of Public Policy Degree, I am carrying out a research aimed at examining "The challenge of implementing Universal Primary Education (UPE) in Uganda" so as to recommend possible strategies that may be adopted for successful policy implementation.

I therefore kindly seek your view in regard to the subject under study. Any information provided will be purely used in writing an academic paper (Thesis) for the award of the said Degree. Therefore it will be handled with utmost confidentiality. I will be so grateful if relevant information is given. Thank you very much.

SECTION A GENERAL INFORMATION

1. Gender

Male	Female

2. Age group

18-29 years	30-39 years	40-49 years	50-60 years	Above 60

3. Level of Education

Secondary	Certificate	Diploma	Bachelor Degree	Masters Degree	Phd	Others, please specify

4. Department

Procurement	Stores	Audit	Contracts Committee	User Department	Others please specify

5. Period in service

Less than 1 year	1-5 years	6-10 years	11-15 years	Over 15 years

SECTION B: ACHIEVEMENTS REGISTERED BY UGANDAN GOVERNMENT IN THE IMPLEMENTATION OF UPE

No	Kindly indicate the level of agreement with the following statements with regard to Achievements registered by Ugandan government in the implementation of UPE. **Statement**	**Strongly Agree (4)**	**Agree(3)**	**Disagree (2)**	**Strongly disagree (1)**
	Supplier Quality Performance				
1	There has been high pupil enrolment since the introduction of UPE				
2	There has been an increase in infrastructural development				
3	There has been improvement in teacher education				
4	A number of teachers have been trained under the UPE program				
5	The quality of teacher education has improved				
	Teacher to pupil ratio has improved				
6	The quality of education has improved since the introduction of UPE				
7	The book to pupil ratio has improved				
8	The supply of scholastic materials including teaching/learning aids has improved				

SECTION C: CHALLENGES OF IMPLEMENTING UPE PROGRAM IN UGANDA

No	Kindly indicate the level of agreement with the following statements with regard to the Challenges of implementing UPE program in Uganda. **Statement**	**Strongly Agree (4)**	**Agree(3)**	**Disagree (2)**	**Strongly disagree (1)**
1	High teacher to pupil ratio				
2	Overcrowding in classes				
3	Poor teacher quality education				
4	Corruption				
5	Absenteeism				
6	High rates of school drop-outs				
7	Lack of teacher housing/accommodation				
8	Inadequate school infrastructure				

SECTION D: POSSIBLE STRATEGIES FOR SUCCESSFUL IMPLEMENTATION OF UPE IN UGANDA

Kindly give your own personal view on what possible strategies can be adopted in order to successfully implement UPE in Uganda

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Thank you for your time