THE REPUBLIC OF UGANDA
OFFICE OF THE PRIME MINISTER

PROCESS EVALUATION REPORT OF UNIVERSAL PRIMARY EDUCATION PROGRAMME IN UGANDA
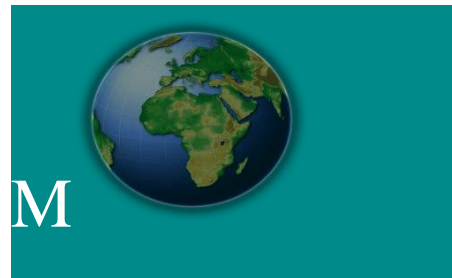
DRAFT REPORT

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EXECUTIVE SUMMARY

Background

The global agenda set the target year of 2015 for all children of primary school going age, in the world to be in position to complete primary school cycle, and for boys and girls to have equaled access to education at all levels. Following the global declarations, Uganda embraced UPE in 1997 following a political commitment by H.E. President Museveni that the government would meet the cost of primary education of four children per family. This commitment was later extended to allow all pupils that wanted to access primary education.

It is now two decades since the launch of the UPE programme and yet there is still scanty empirical evidence on its relevance, effectiveness, cost-efficiency as well as lack of well-articulated theory of change to guide M&E institutional framework. This report presents the findings on process evaluation for Uganda's universal primary education programme. The in-depth knowledge of the UPE programme and its context, including the programme's intended objectives has been presented; the UPE theory of change including key assumptions is articulated. The assessment results of UPE program's relevance, effectiveness and cost-efficiency are discussed.

Methods

The technical approaches used in the process evaluation involve three phases as explained hereunder.

Stage 1: Inception Phase

Under this phase the evaluator undertook consultations with stakeholders at the OPM, the sector and others on the key aspects of the assignment, defined school coverage in both rural and urban settings, and designed tools for collecting vital data to answer the evaluation objectives. This phase enabled the evaluator to understand the current successes, challenges and emerging issues arising from UPE implementation process. At this stage the evaluator reviewed key literature that guided the process evaluation design as well as tools. The following were the key activities undertaken: preparation/inception report, conducting the theory of change workshop, development of the process evaluation design; finalization of the evaluation matrix and tools; sampling strategy and design of data collection tools.

Stage 2: Field work phase

The evaluator mapped out key respondents to the evaluation from whom to obtain data and sites. The following were the key activities at this stage: data collection and compilation; review of documents and field data collection. The evaluation established the need, urgency and timeliness of the UPE programme interventions through the necessary interviews and document review; experiences and opinions were sought from key stakeholders to understand whether the UPE programme has achieved its intended objectives as well as the challenges and lessons learnt. Knowledge of the cost-effectiveness of the UPE programme interventions was sought through interviews with a range of respondents at central government, LGs and school level.

Stage 3: Data Analysis

This stage involved the team looking at both the qualitative and quantitative data and analyzed responses fit-to-purpose and in relation to the evaluation terms of reference. This stage included two actions; data analysis and content analysis; feeding the data into the evaluation structure of the report and drafting of the first draft.

Key findings

The findings of the formative evaluation are related to the SFG program's relevance, effectiveness and cost-efficiency. In terms of the relevance, the findings indicate that the program has been relevant considering different aspects such as whether SFG concept, activities, outputs, and design addressed the critical needs and priorities of the stakeholders; how objectives were aligned to national and international priorities, and whether SFG program's objectives are relevant to the priorities of the target group.

In regard to the effectiveness of SFG programme, the evaluation results show that in terms of access, Uganda has made significant progress in expanding access to basic education. The launch of SFG in 1998 led to significant gains in primary enrollment, which increased from about 3 million pupils in 1996 to 8.4 million pupils by 2010. The expanded access to primary education has led to gender parity in primary enrollment of boys and girls.

The results of the evaluation further indicate that SFG program has been cost effective considering different aspects. For example in terms of resources and given that the funding to the UPE programme interventions has been meager, the Government of Uganda introduced double shift which led to increased efficiency in teacher and classroom utilization. Also the use of multi-grade schooling has been a cost-effective means of expanding access. However, the excess supply of teachers was initially avoided but it has become apparent that more teachers are needed in lower classes because of high enrollment.

Cost efficiency in the construction and supply of instructional materials has also been achieved. Various UPE programme interventions have been under-taken including design and implementation projects such as Education Sector Adjustment Operation (1998), Adaptable Programme Lending I (APL 1) and Global Partnership for Education (GPE). Key components of these projects are construction of school facilities and supply of furniture and instruction materials. In comparison with national and international rates, classrooms with furniture have been delivered at a unit cost of US$112.89 per square meter, a cost lower than the 2009 average for Africa using local competitive bidding methods (US$172), and again lower than the unit costs per square metre for primary schools in Uganda by 2012. With respect to instructional materials, application of International Competitive Bidding (ICB) modalities yields a unit cost of US$2.7 including delivery to schools.

Conclusion and Implications for Policy
In light of the above findings on UPE programme implementation particularly on issues of availability of appropriate instructional materials, school infrastructure, parents' support and involvement in school activities, accountability systems, curriculum and pedagogy as well as funding. The following issues for implications for policy and recommendations have been proposed hereunder.

Issue 1: Articulate and Refocus on the Theory of Change
     Recommendation 1: The sector should explicitly design and articulate its Theory of Change that describes the UPE programme as it is intended in the original conceptualisation of the UPE policy. The UPE theory of change should demonstrate the UPE pillars, UPE objectives, strategic interventions and their rationale, the strategies or activities or processes, the enablers and disablers as well as assumptions that should guide the overall institutional M&E framework.

Issue 2: Inappropriate Instructional materials including those with special needs

Recommendation 1: Government should ensure that instructional materials to cover the ten subjects for the primary school curriculum are available and adequate. Schools should safe keep the materials and manage or use them in accordance with the public circular notice on use of text books - the policy of putting textbooks in the hands of the pupils should be emphasized.

Recommendation 2: It was widely noted that most schools lack instructional materials for pupils with special learning needs. It is essential that adequate instructional materials are provided to schools and specialist teachers are deployed to attend to such pupils.

Issue 3: Inadequate and/or poorly maintained school infrastructure

Recommendation 1: School Infrastructure like classroom, toilets and administration blocks ought to be maintained in accordance to standards prescribed by government. Measures on making repairs should be laid out clearly to guide schools, more so in circumstances when the infrastructure has been vandalized, abused or broken down.

Recommendation 2: There is need to provide fences to all schools to protect the pupils and enhance the learning environment as well as deter animals and other people from surrounding communities that destroy the school property like classrooms, trees, posters, etc. In this way, cases of schools where classrooms are also used as shelter for animals would be avoided.

Recommendation 3: Construction of toilet facilities with separate stances for male and female pupils should be effectively implemented among all schools in the country and ensure that they are hygienically user friendly. Besides, teachers need to have sanitary facilities separate from those used by the pupils.

Recommendation 4: There is need for the government to consider constructing teachers' accommodation units in all schools particularly those in the hard to reach areas. Access roads to some of these hard to reach schools was found to be challenge to both pedestrians and motor vehicles – need to construct pathways to make transportation cheaper.

Issue 4: Parents still adamant in making PTA contributions

Recommendation 1: There is need to sensitize parents through several media including SMCs as well as the local councils on their responsibilities and obligations to support schools and their children to attend school and learn. It was evident that parents' financing can fill-up wide financial gap since PTA contribution were ten-fold the UPE capitation.

Recommendation 2: Government ought to consider demand side financing where pupils whose parents cannot afford the PTA contributions should be therefore taken as the target group for poverty alleviation programs such as operation wealth creation. These may be identified with the help of the head teachers and LCs such that they can be empowered to provide for the basic school requirements to their children.

Recommendation 3: Emphasis should be pressed on parents to provide meals to their pupils if they are to realize better performance outcomes. Providing meals could protect girl children from being misguided by opportunistic men who appear to capitalize on their challenge and end up defiling them in exchange for pancakes for lunch. Government through the district authorities, departments and agencies should carry out sensitization drives on the purpose of feeding pupils.

Issue 5: Absence of accountability systems for effective teaching and learning

      Recommendation 1: In order to achieve effective teaching and accountability for time spent on task, head teachers should be empowered to sanction or determine the teachers' pay based on their performance by putting the salary budget in control of head teachers.

      Recommendation 2: Government should empower school management committee to effectively monitor and prevail over or sanction teachers who fail on their teaching duties. Some incentive to SMCs members may be necessary to motivate them to effectively perform the aforementioned tasks on behalf of government.

Issue 6: Curriculum and Inefficient pedagogical approaches used in schools

      Recommendation 1: Teachers should be regularly enrolled for refresher courses to equip them with up-to-date techniques of administering the curriculum to learners. Authorities should intensify support supervision to help the teachers apply pedagogical approaches that resonate with the needs of the learners. These approaches should thus be learner centered and responsive to the changing trends in the learners' beliefs, attitudes and practices.

      Recommendation 2: Consideration for pupils to be taught in the English language from the start of their primary cycle so that they thoroughly comprehend the language that is used as a medium of assessment.

      Recommendation 3: The teaching of lifelong skills such as art and craft, carpentry, tailoring and home economics should be incorporated in the primary education curriculum to equip pupils with skills they can use to sustain their livelihoods in case they can't continue beyond P.7. The vocationalization of UPE can be an issue to consider.

      Recommendation 4: The curriculum should be improved in way that it remains a continuation of primary level subjects even after P.7. The curriculum has continued to confuse the learners because once they reach in secondary schools they are introduced to something new without a clear linkage from Primary level curriculum.

Issue 7: Funding

      Recommendation 1: The allocation method of UPE capitation grant should be revised from unit cost per child to the needs of the school factoring in the location and backgrounds of the pupils.

      Recommendation 2: The SFGs should be considered for all schools not only to build new infrastructure but also to maintain the existing ones. The funding trends should factor in the inflation that affect the costs of school inputs year-in year-out.

      Recommendation 3: The school inspectorate both at national, district as well as school level was limited, largely because of poor facilitation. Regular monitoring, inspection and support supervision should be given priority funding. Even the gaps derived therefrom should be acted upon by the relevant stakeholders.

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ACRONYMS/ABBREVIATIONS

AIDS/ HIV	:	Acquired Immune Deficiency Syndrome/ Human Immune Virus
AMREF	:	African Medical and Research Foundation
BOQs	:	Bill of Quantities
CAOs	:	Chief Administrative Officers
CCTs	:	Centre Coordinating Tutors
CER	:	Cost- Effectiveness Ratios
CPD	:	Continuous Professional Development
CSOs	:	Civil Society Organizations
DEO	:	District Education Officer
DES	:	Directorate of Education Standards
DIS	:	District Inspector of Schools
ECD	:	Early Childhood Development
EMIS	:	Education Management Information System
EPD	:	Education Planning Department
EPRC	:	Education Policy Review Commission
ESAPR	:	Education Sector Annual Performance Report
ESIP	:	Education Strategic Investment Plan
ESSP	:	Education Sector Strategic Plan
GBS	:	General Budget Support
GDP	:	Gross Domestic Product
GoU	:	Government of Uganda
GPE	:	Global Partnership for Education
HLG	:	Higher Local Government
HT	:	Head Teacher
ICB	:	International Competitive Bidding
IGs	:	Interview Guides
IOB	:	Policy and Operations Evaluation Department (the Netherlands)
LGs	:	Local Governments
M&E	:	Monitoring and Evaluation
MDAs	:	Ministries, Departments and Agencies
MDD	:	Music Dance and Drama
MDGs	:	Millennium Development Goals
MFI	:	Microfinance Institutions
MoE	:	Ministry of Education
MoESTS	:	Ministry of Education, Science, Technology and Sports
MoFPED	:	Ministry of Finance, Planning and Economic Development
MPs	:	Members of Parliament
NAPE	:	National Assessment of Progress in Education
NCDC	:	National Curriculum Development Centre
NDP	:	National Development Planning
NER	:	Net Enrolment Ratio
NGO	:	Non-Governmental Organization
OECD	:	Organization for Economic Cooperation and Development/Development
OPM	:	Office of the Prime Minister
PCR	:	Pupil Classroom Ratio
PEAP	:	Poverty Eradication Action Plan
PLE	:	Primary Leaving Examination

PTAs	:	Parents Teachers Association
PTC	:	Primary Teachers' College
PTR	:	Pupil Teacher Ratio
QSI	:	Questionnaire Survey Instruments
RDC	:	Resident District Commissioner
RFP	:	Request for Proposals
SACMEQ	:	Southern Africa Consortium for Monitoring Educational Quality
SDGs	:	Sustainable Development Goals
SFG	:	School Facilitation Grant
SMC	:	School Management Committee
SPSS	:	Statistical Package for Social Scientists
SWAp	:	Sector-Wide Approach
TDMS	:	Teacher Development and Management System
ToR	:	Terms of Reference
TPR	:	Textbook Pupil Ratio
UACE	:	Uganda Advanced Certificate of Education
UBoS	:	Uganda Bureau of Statistics
UCE	:	Uganda Certificate of Education
UDHS	:	Uganda Demographic and Health Survey
UKAID	:	United Kingdom
UNEB	:	Uganda National Examination Board
UNESCO	:	United Nations Educational, Scientific and Cultural Organization
UNFPA	:	United Nations Population Fund
UNHCR	:	United Nations High Commission for Refugees
UPE	:	Universal Primary Education
UPPET	:	Uganda Post Primary Education Training.
UPPoLET	:	Uganda Post-Primary 'O' Level Education and Training
USAID	:	United States Agency for International Development
USE	:	Universal Secondary Education
VIPs	:	Ventilated Improved Pit latrines

1. BACKGROUND

1.1. UPE Policy Framework in Uganda

The global agenda set the target year of 2015 for all children of primary school going age, in the world to be in position to complete primary school cycle, and for boys and girls to have equaled access to education at all levels. The major aim of the United Nations' Millennium Development Goals (United Nations, 2000) was to reduce the number of uneducated African youth. This followed the 1990 *World Declaration on Education for All* conference in Jomtien.

The international education agenda coincided with Government of Uganda (GoU) UPE policy that was introduced in January 1997 following a political commitment by President Museveni that the government would meet the cost of primary education of four children per family. This commitment was later extended to allow all pupils that wanted to access primary education. GoU abolished all tuition fees, and Parents and Teachers Association (PTA) charges for primary education. UPE provides for "free" education to all primary school-going age children (6-13 year old) in Uganda on a cost-sharing arrangement whereby parents are expected to provide exercise books, pens, uniforms plus lunch.

The introduction of UPE led to the increase in enrolment in government-aided primary schools to almost double within a year from 2.3 million in 1996, to 7,537,971 pupils in 2007 (3,779,338 boys and 3,758,633 girls) and total enrolment was recorded at 7,354,153 pupils in 2002 just after introducing UPE for all school going children in a family. The enrolment was 7,362,934 in 2006 before reaching 8,485,005 in 2014 (4,235,669 boys and 4,249,336 girls). Such a huge increase in UPE enrolment resulted in very high pupil to teacher/classroom/textbook ratios.

The UPE program is implemented by Uganda's Ministry of Education, Science, Technology and Sports (MoESTS) with the aim to achieve four core objectives;
1. Providing the facilities and resources to enable every child to enter and remain in school until the primary cycle of education is complete;
2. Make education equitable in order to eliminate disparities and inequalities;
3. Ensure that education is affordable by the majority of Ugandans; and
4. Reduce poverty by equipping every individual with basic skills.

In order to fast track the attainment of each of the above objectives, the MoESTS also performs core line functions such as contributing to the construction of basic school facilities like classrooms and libraries, supervising, monitoring, training of teachers (including refresher courses), providing instructional materials in the form of textbooks and teacher guides, and evaluating the UPE program as well as providing curriculum, monitoring and assessment standards.

1.2. UPE policy evaluation objectives and its implications in Uganda

Previous evaluations of the UPE policy in Uganda (e.g. IOB, 2008) reveal that there is evidence of some successes in achieving key policy priority objectives and strategies of improving access, equity and physical facilities expansion at the primary level. The policy shift from four children per family to all, and the construction of classrooms using school facilities grant was critical for sustaining progress towards achieving the UPE goal by 2015. However, the major challenge facing UPE in Uganda is the deteriorating quality of education mainly due to poor management practices, inadequate funding, low inputs especially

teachers and teaching materials (e.g. textbooks), overcrowded classrooms especially in lower primary and inadequate inspection/monitoring of teachers, the high rate of absenteeism/dropping out and the widespread practice of *automatic promotion* (IOB, 2008 & 2003; Murphy, 2003).

Whereas GoU has continued to improve in public sector performance measurement and financial management, evaluative assessments on the UPE policy continue to be rare and wanting. It is now 8 years since the previous evaluation was done in 2008, focusing at SWAps and General Budget Support (GBS). Indeed there is limited evidence in Uganda on whether School Facilities Grant (SFG) has achieved its stated objectives and improved performance. This evaluation was guided by the following specific objectives;

1. Demonstrate and discuss in-depth knowledge of the UPE context and policy, including its intended outcomes or objectives;
2. Articulate the SFG intervention theory of change, including the key assumptions;
3. Discuss SFG intervention relevance by assessing if
   o the SFG objectives are relevant to the priorities of the target group;
   o the inputs and outputs of the SFG are adequate for achieving the intended objectives; and
   o the extent to which the SFG objectives are valid in the context it is being implemented.
4. Establish the effectiveness of the SFG by assessing whether the programme has achieved or likely to achieve its outputs and final objectives;
5. Explore the cost-efficiency of the SFG as compared to other alternatives.

The evaluator applied the DAC criteria of relevance, effectiveness and cost-efficiency for assessing the grant objectives. The evaluation design was informed by the indicators contained in the theory of change framework developed, at the start of the assignment, by the evaluator through a consultative process with the sector, OPM and other stakeholders. The evaluator formulated testable hypotheses, within the domain of the evaluation criteria on the assumption that the main objectives of SFG were aimed at improving equitable access to primary education.

The rest of this report is structured as follows. Section 2 presents the context of UPE and supporting frameworks; chapter 3 presents the evaluation design, methods and implementation; part 4 discusses the UPE in depth knowledge, design and implantation; section 5 presents the SFG intervention theory of change and assumptions; section 6 discusses the results of the key evaluation questions while chapter 7 summarizes implication for policy and practice.

2. CONTEXT OF UPE PROGRAMME AND SUPPORTING FRAMEWORKS

2.1. UPE Policy Objectives and Stakeholders

UPE is a national programme implemented by various ministries, departments and agencies. It is offered to eligible and willing parents who would want their children to attend free public primary education. The government guarantees access, equity, quality and relevance of basic education which is affordable to the majority of the people. The policy implementation is done through:

a) Establishing, providing and maintaining quality education standards;
b) Providing the minimum necessary facilities and resources;
c) Making basic education equitable in order to eliminate disparities and inequalities;
d) Equipping every individual child with the basic skills and knowledge with which to exploit the environment for self and national development.

The UPE that started as political pronouncement and commitment is now considered as government flagship policy. All stakeholders have embraced the programme to meet its intended objectives and outcomes. Both the central and local governments play varied mandates in delivering the programme activities. Administratively, the key players in the delivery of UPE policy are MoESTS, MPs, RDCs, CAOs, Local Authorities (including LCIII, IVs, sub-county chiefs), DEOs, DISs, CCTs, Foundation bodies, SMCs, school head teachers, teachers, pupils, parents/guardians, community, civic society organizations (CSOs) and mass media. It was prudent that the evaluator obtained information from the above stakeholders so as to gain a better understanding of the successes and/challenges faced under UPE implementation.

2.2. Education Policy Framework

2.2.1. Sector-Wide Approach (SWAp)

The investments made by the Ugandan government in the education sector were facilitated by the introduction of the Sector-Wide Approach (SWAp), General Budget Support all that facilitated the coordination, financing and feasibility of Universal Primary Education. The approach facilitated the formation of education sector working groups as well as mainstreaming education financing through government structures.

2.2.2. Poverty Eradication Action Plan (PEAP), the National Development Plan II and Vision 2040

The Poverty Eradication Action Plan (PEAP) that guided development planning and prioritization was designed by the government of Uganda to create a framework for economic growth, ensuring good governance and security, directly increasing the ability of the poor to raise their incomes, and directly increasing the quality of life of the poor. Pillar five of the PEAP stated "increased ability of the poor to raise their incomes," and "enhanced quality of life of the poor as national targets." The education section of the PEAP was geared towards those aspects of the education sector that most directly addressed poverty issues. It was also a comprehensive presentation of the sector, as its systemic nature made it difficult to ignore any aspect of its objectives and strategies. The National Development Plan 2015/16- 219/20, recognizes the primacy of addressing low completion rates at primary level and high drop outs between levels especially among girls. Vision 2040 for Uganda, as set out in the National Development Plan II (2015/16 – 2019/20), is "A transformed Ugandan society from a peasant to a modern and prosperous

country within 30 years". It is envisaged that Uganda will graduate to middle income status by 2017. In order to achieve this vision, basic education has been emphasized as key to drive the country's economy

2.2.3. Education Strategic Investment Plan (ESIP)
The Education Strategic Investment Plan 1998-2003 provided a framework for implementation of UPE. It became a foundation on which government of Uganda gave commitment in the medium term and it was clear that UPE was the government's chief education priority.

2.2.4. The Education Sector Strategic Plan (ESSP) 2004-2015
The Education Sector Strategic Plan (ESSP) was prepared in 2003 to provide a framework for policy analysis and budgeting. It was aimed at addressing three critical concerns: a) Primary schools were not providing many Ugandan children with literacy, numeracy and basic life skills; b) Secondary schools were not producing graduates with the skills and knowledge required to enter the workforce or pursue tertiary education; and c)Universities and technical institutes were neither affording students from disadvantaged backgrounds access to tertiary education nor responding adequately to the aspirations of a growing number of qualified secondary school graduates.

2.2.6. Development Goals (MDGs/SDGs)
Education was embedded in the Millennium Development Goals: MDG 2 (achieve universal primary education) and MDG 3 (promote gender equality and empowers women, with targets for eliminating gender disparity in education). The year 2015 marked the end of MDGs and they were replaced with SDGs with a new focus on education. SDG number 4 concerns quality education to "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all".

2.3. Geo-Political and Economic Context of Education Development
A major transformation has been taking place in the lives of the world's youngest children, especially in relation to schooling. Where education was once the privilege of a minority, it is now recognized as a universal entitlement, with every child's right to education re-affirmed by the UN Convention on the Rights of the Child, Article 28 (1a), (United Nations, 1989), " Make primary education compulsory and available free to all. This principle was translated into the *World Declaration on Education for All* (UNESCO, 1990) and in the targets set out in the *Dakar Framework for Action* (UNESCO, 2000). These targets included ensuring that by 2015 all children had access to good-quality primary education, with particular attention to girls, ethnic minorities and children in difficult circumstances from different countries.

The implementation of decentralization policy in Uganda had in general involved the devolution of functions which hitherto had been a responsibility of the Central Government to Local Government. The GoU decentralization policy was announced in 1992 and led to the Local Government Statute of 1993 and Local Government Act, 1997. This provided for transfer of powers and services to Local Governments. The merits of decentralization are that it enlisted the participation of community/grass root in providing educational services as a way of promoting education development.

3. EVALUATION: DESIGN, METHODS AND IMPLEMENTATION

3.1. Overview

The process evaluation used mixed methods for data collection and analysis as explained below. The evaluation team adopted a three level methodology as explained hereunder.

3.2. Inception Phase

Under this phase the evaluator undertook consultations with stakeholders at the OPM, the sector and others on the key aspects of the assignment, defined school coverage in both rural and urban settings, and designed tools for collecting vital data to answer the evaluation objectives. This phase enabled the evaluator to understand the current successes, challenges and emerging issues arising from UPE implementation process and in particular the SFG intervention. At this stage the evaluator reviewed key literature that guided the process evaluation design as well as tools. The following were the key activities undertaken: preparation of inception report, conducting the theory of change workshop, development of the process evaluation design; finalization of the evaluation matrix and tools; sampling strategy and design of data collection tools.

3.3. Sampling and Target groups

The total sample size required was determined by taking into consideration several factors, the three most important being: the degree of precision (reliability) desired for the survey estimates, the cost and operational limitations, and the efficiency of the design. The sample was designed to provide indicator estimates for all the UPE schools put together.

Areas with UPE schools were stratified into 15 zones that included the following: Central 1, Central 2, Central 3, South West, Mid-west, Far West, North West, Far East, Near East, Mid East 1, Mid East 2, North East, Mid North 1, Mid North 2, West Nile. The selection of sample schools was based on a multi-stage stratified random sampling design. In the first stage, the selection of respondents was based on the regions. In each of the selected regions, schools were segmented into best performing versus worst performing and a random sample of schools was then selected systematically. Table 1 presents a summary of the selected schools, pupils, teachers, head teachers, SMCs, deputy head teachers and parents.

Table 1: The extent of consultation during process evaluation at District and School level

Zone	District 1	School districts			No. of Pupils	No. of teachers	No. of HTs & DHTs	FDGs for parents
		Gov. Urban	Gov. Rural	Private				
Central 1	Wakiso/ Kayunga	3 2	2 2	2 2	20 20	9 10	10 8	2 2
Central 2	Luwero/ Kyankwanzi	2 2	2 2	1 1	15 20	9 10	6 8	2 3
Central 3	Masaka/ Sembabule	2 2	2 2	1 1	19 16	10 11	9 7	2 0
South West	Mbarara MC/ Ibanda	2 2		1 1	18 20	7 9	7 10	2 2
Mid West	Kabarole/ Kasese	2 2	2 2	1 1	28 23	10 10	9 9	2 2
Far West	Rukungiri MC/ Kabale Main	2 2	2	1 1	20	9	10	2
North West	Masindi MC/ Kiryandongo	2 2	2	1 1				

Zone	District							
Far East	Sironko/	2	2	1	27	6	10	2
	Serere	2	2	1	23	11	9	2
Near East	Jinja MC/	2		1	38	18	8	2
	Bugiri	2	2	1	29	10	7	2
Mid East 1	Mbale MC/	2		1				
	Kapchorwa	2	2	1				
Mid East 2	Pallisa/	2	2	1	22	6	2	2
	Tororo Main	2	2	1				
North East	Abim/	2	2	1	40	10	10	2
	Kotido	2	2	1	30	9	9	2
Mid North	Oyam/	2	2	1				
	Lira	2	2	1	35	9	10	1
Mid North 2	Gulu MC/	2		1	16	9	10	2
	Kitgum	2	2	1	20	9	10	2
West Nile	Arua MC/	2		1				
	Yumbe	2	2	1				
Total		61	44	32	499	201	178	40

The list of UPE schools was obtained from the records at the Ministry of Education, Science, Technology and Sports. The organization of the sampling frame took into consideration stratification by zones, where two districts were identified from each zone. The number of schools to be interviewed within a district was determined on the basis of probability proportion to size whereby the district with the highest number of UPE schools had a large sample over the one with few UPE schools.

3.4. Qualitative data collection

The consultant team employed a range of techniques that include: a) Focus Group Discussions using Participatory Appraisal Techniques, and b) Individual in-Depth Interviews.

The evaluator held consultations with key informants at OPM, MoESTS, MoFPED, Mass media and other MDAs at central government levels. More consultations were held at LGs level to include RDCs, CAOs, Local Authorities (including LCIII, IVs, and sub-county chiefs), DEOs, DISs, CCTs, Foundation bodies, SMCs, school head teachers, teachers, pupils, parents/guardians, community and NGOs, respectively.

3.5. Data Collection Tools and Implementation

(a) Develop Tools and Data Collection
Data collection tools/instruments were developed in line with the defined categories of respondents and sampling plans. The tools were developed for each category of stakeholders to be interviewed or consulted – Pupils, Teachers, Head teachers and their deputies, SMCs, parents, MDAs, DIS, DEOs, CAOs, CSOs and foundation bodies (See Appendix XII).

(b) Pilot Test of the Data Collection Tools
The developed data collection tools were pre-tested to assess the adequacy and responsiveness of the tools/instruments to collect the information and data necessary for reaching relevant findings and conclusions and generating effective recommendations for the SFG intervention evaluation.

3.6. Data Management and Analysis

The information and data collected were compiled and/or analysed and this generated the process evaluation findings and the inputs that were vital in designing approaches for impact evaluation. Qualitative findings

were documented and relevant conclusions drawn accordingly. Quantitative data was compiled and analysed using the computer Statistical Package for Social Scientists (SPSS) and STATA.

3.7. Ethical Issues

Data quality assurance was undertaken to discover any inconsistencies and anomalies in the data and this improved the data quality. The process was phased into three stages;

- Pre-test the tools/instruments, prior to carrying out the stakeholder consultation. The purpose was to test early enough the adequacy and responsiveness of the tools/instruments to collect the information and data necessary for compiling the report. Ambiguities identified in the tools i.e. lack of clarity of question posed to respondents- these were identified and rectified as part of this process;
- The Consultants carried out induction of the whole team on application of tools and interviewing techniques of key informants. To reinforce the natural friendly setting of the key participants, role plays were conducted as part of the induction processes.
- During the actual field work, consultations were constantly   made to review the collected data and experiences and challenges were shared and this fostered continuous data quality improvement.

3.8. Study limitations

a) Timing of the data collection exercise

It had earlier been required that the final report be submitted by March 2016 yet the study was commissioned in November. In order to work within the set timelines, the evaluator utilised the time period between November and December to collect data. This was also when schools were closing for their long holiday. The field team thus faced challenges of catching up with some schools before it was too late. Nevertheless, the survey registered a response rate of over 75% from all districts visited.

b) Inebriated respondents

Since the survey design required that the field team visits schools in the far rural, cases of drunken teachers and some school administrators were rampant. The team had to reschedule interview sessions to provide for such a time when these respondents were sober and composed enough to respond constructively. This resulted in spending slightly longer time in a sampling unit than had been anticipated.

c) Poor record keeping

In most schools visited, school administrators needed over an hour to trace records on school expenditure, a clear implication of inadequate principles on record keeping. In some of the schools, some records regarding the expenditure of the capitation grants could not be provided. However, for most schools, this information was displayed on the wall inside the head teacher's office.

(d) Appointments with respondents in private schools

Administrators of private schools were hesitant to accept being interviewed by the field team thinking that the exercise was to only serve the interests of government schools. Team leaders had to make a little more explanation for these administrators to consent.

4. UPE IN-DEPTH KNOWLEDGE, DESIGN AND IMPLEMENTATION

4.1. In-Depth Knowledge of the UPE programme

In 1997, the GoU abolished tuition fees and PTA fees to relieve the parents the financial burden. Government committed to pay fees/capitation grants to all pupils only in government aided schools, fixed monthly grant for 9 months as well as the variable grant depending on the eligible pupils enrolled. The government further committed to provide instructional materials, construct classrooms and other basic education facilities, and to pay teachers' salaries training needs. Provision of facilities and resources aimed to improve access, equity and quality, and to eliminate the cost of primary education in the country. As a result, the number of pupils enrolled in primary education more than doubled that very year.

Government's provision of formal primary education as a public good was informed by the publication in 1922 of the 'Education in Africa' report by the Phelps-Stokes Fund, which highlighted the benefits of education for Africa's social and economic development. However, during the 1970s and 1980s there was deterioration in political situation that greatly impacted on public service delivery particularly in education sector until there was regime change in 1986, when the new government by NRM took over power. The NRM government instituted the Education Policy Review Commission (EPRC), which was appointed in 1987 to appraise the entire Ugandan education system and recommend strategies and measures to improve education. Among others, the commission recommended that Universal Primary Education be implemented as a national flagship policy/programme at the earliest possible date. Following the publication of the EPRC report in 1989, the government appointed a White Paper Committee which produced the Government Education White Paper of 1992.

Based on the recommendations of the EPRC of 1989, a government white paper was drafted in 1992 and the eventual launch of the Universal Primary Education (UPE) policy and program in 1997. The Government of Uganda set the following key objectives for the Universal Primary Education (UPE) policy: (a) making basic education accessible to the learners and relevant to their needs as well as meeting national goals; (b) making education equitable in order to eliminate disparities and inequalities; (c) establishing, providing and maintaining quality education as the basis for promoting the necessary human resource development; (d) and ensuring that education is affordable to the majority of Ugandans by providing the facilities and resources that will enable every child to enter and remain in school until they complete the primary school education cycle (MoES, 1999 & 2008).

However, in 2003 the UPE policy was amended to cater for all children of school-going age. The implementation of UPE took place alongside the liberalization of the education sector, which enabled private schools and nonprofit schools run by religious organizations, NGOs and communities to operate. Implementation of UPE also coincided with a move towards greater decentralization of public service delivery, under efforts to empower and enable district authorities to formulate, approve, and execute their own development plans, including issues relating to education. Accordingly, under the Local Government Act of 1997, nursery, primary schools, special schools and technical schools all fall under the administration and management of District Councils. Registration of UPE children, distribution of textbooks and monthly remittances for schools from central government are all channeled through district administration offices.

The UPE policy implementation greatly improved access and attendance of school going children especially in primary education. From the National Population Housing Census (2014), about 87% of school going children aged between 6 and 12 years were attending school. However the results further showed that 1 in 10 children of school going age in 2014, had never attended school.

While the nation has registered strides in primary education, more effort is still awaited through UPE to close such gaps. Out of the children that left school in 2014, 43.6% were male and 41.9% were female. Results revealed in the table above show that more males were attending school compared to females (40.3% and 37.6%, respectively). Results indicate that over the years, the biggest proportion of the population in Uganda has completed at least primary education.

Figure 1: Population aged 6-12 years and above by School Attendance
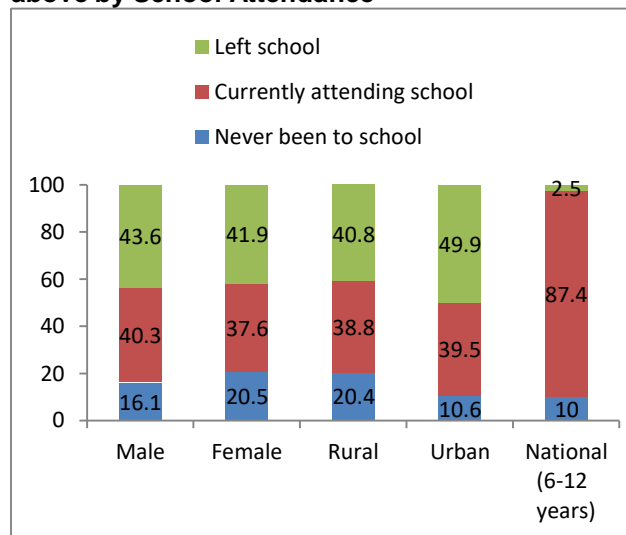
Source: National Housing and Population Census (2014)

Figure 2: Highest grade/class of formal education completed by sex
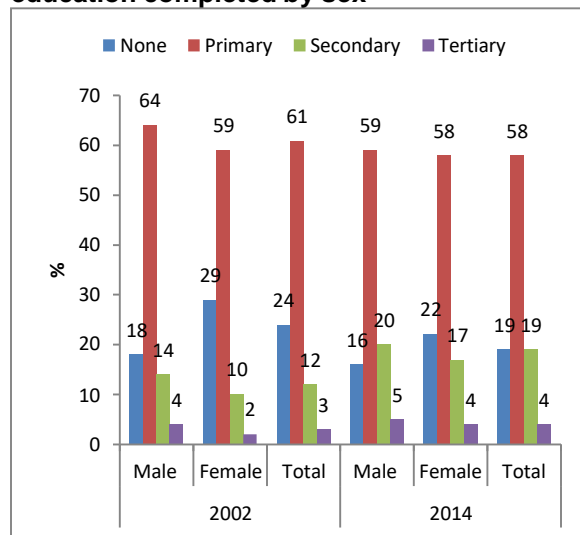
Source: National Housing and Population Census (2014)

The government has continued to provide and maintain quality education as the basis for promoting the necessary skills for human resource development. Literacy levels increased from 69.6% (male=77.4%, female=62.4%) in 2002 to 72.2% (male=77.4%, female=67.6%) in 2014. The gender gap in literacy level between male and female has continued to decline from 15% (=77.4-62.4) in 2002 to 9.8% (=77.4-67.6) in 2014, respectively. On the other hand, the rural-urban differences increased slightly from 15% in 2002 to 17.6%, partly attributed to increased urbanization in the country and rational distribution of teachers.

4.2. Gender in Education in Uganda

The introduction of UPE resulted in increased enrolment for boys and girls, and by 2006 it had reached 90.4 percent for girls compared to 93 percent for boys before reaching 50-50 parity in 2014. Completion rates at Primary Seven (7) are low overall, and lower for girls.

Fewer girls than boys are still enrolled at secondary level; just one third of the girls who enrolled in primary are still in school at the age of 18, compared to one-half of the boys (UDHS, 2006). Whilst high costs affect both boys and girls, key causes of drop-out and absenteeism amongst

girls are: early pregnancy; sexual harassment; and lack of sanitation facilities especially for girls. Girls also lag behind boys in grade promotion and learning achievement; their performance in national examinations such as PLE, UCE and UACE is much lower than that of boys as indicated by the UNEB Primary Leaving Examination results for the past twelve years.

4.3. Funding to the education sector

4.3.1. Education sector funding to national budget

The review of funding trends to the education sector indicates that within the national budget, the share of education spending has dwindled and/or slightly declining over the last six years **(Table 2).** In addition, there are competing priorities within the education sector including scaling up of secondary education – through UPPET and USE, which has led to a decline in per capita investment into primary education in real terms.

Table 2: Share of the education budget within the national budget

2007/08	2008/09	2009/10	2010/11	2011/12	2012/13
15.5%	15.0%	15.5%	14.0%	13.1%	14.9%

Note: 2012/13 is budgeted allocation, which does not take into account supplementary allocations that historically reduced the share of education

The findings from the stakeholders' consultations reveal that since the introduction of USE in 2007, funding to UPE program declined especially towards infrastructure development, amidst increasing enrolment (Figure 3).

Figure 3: Funding to the education sector
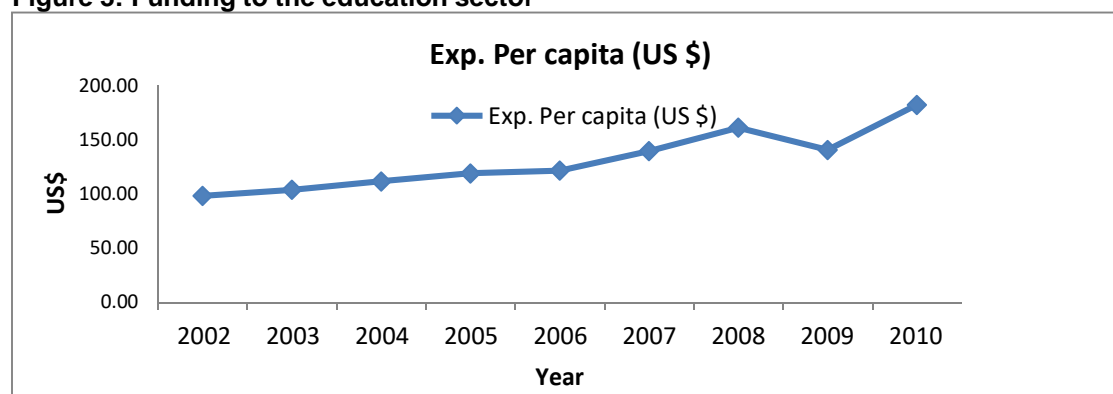
4.3.2. Primary School Finance and Accountability System

School Facilities Grant (SFG)

As a result of government commitment to provide facilities for teaching and learning, GoU launched the SFG programme in 1998 to finance the expansion school facilities. SFG was channeled as part of Poverty Action Fund (PAF) under the PEAP framework. The School Facilities Grant (SFG) was created to assist the populated and neediest communities in acquiring school furniture and building new classrooms, latrines and teachers houses. SFG funding is channeled through the districts/municipalities and utilized strictly in accordance with the Poverty Action Fund

general guidelines for planning and operation for conditional grants issued by MoFPED. The ultimate outcomes of the SFG were: a) Expansion of equitable access, b) Capacity building within districts and the local communities, c) Poverty alleviation. The introduction of USE in 2007 somewhat, created a shift in government spending and currently, the grant is just granted to few neediest districts especially those having high PCR of above 60. The field experiences show case to inadequate classrooms to accommodate lower primary pupils (P.1 – P.3) leading overcrowded classroom.

Some districts have for a long time not received SFG which has derailed not only construction of new infrastructure but also lack of maintenance of the existing ones. Poor maintenance of infrastructure in some schools has led to school pupil and teacher absenteeism, and to extreme extent complete dropout of pupils. Hypothetically, the selective provision of SFG has caused imbalances in the teaching and learning environment in primary schools. Schools that continue to receive the grant are assumedly not only increasing the stock of classrooms but also the condition of the buildings is good. The Theory of Change articulated in the next sections defines the logical interventions and mechanisms through SFG leads to attainment of UPE objectives.

Some facts about SFG:

1. **Eligible beneficiaries**
Only Government aided primary schools could benefit from the grant

2. **Activities funded by SFG**
I) Classroom completion for community initiated structures (2-8 classrooms per school)
ii) New Classroom construction (2-4 new classrooms plus a store/Headteachers office per school)
iii) Latrines, classroom furniture (i.e. construction of a - 5 stance latrine, eighteen 3- seater desks per classroom, teachers table and chair, and storage facilities for Instructional Materials).

3. **Community contribution**
The possible areas communrt.es may make contribution includes:
   - *provision of school land*
   - *school site clearance*
   - *any other school facility not financed under SFG e.g. planting trees and school fence, etc.*
   - *day to day supervision of the contractor*

4. **How to access the SFG?**
The DEO informs all Government Aided Primary Schools, Lower Local Councils, NGOs about the existence and procedures of accessing SFG. The sub-county/LCIII prepares a Three Year Primary School Construction Plan from which an Annual Sub-county SFG Work plan which must be consistent with the budget ceiling; as well as prioritized Sub-county SFG Primary School Applications are submitted to DEO/MoE for approval.

5. **Maintenance of the school facilities**
SMC is responsible for maintenance to keep the school tidy by ensuring that both boys, girls and the disabled children have equal access to all the facilities.

UPE Capitation grants and Parents Contributions

The primary education budget includes wages, non-wage recurrent expenditure and development expenditure. The main part of non-wage recurrent expenditure is for the UPE capitation grant, which is spent on guidelines like 35% on instructional materials, management (15%), co-curricular activities (20%), contingencies (20%) while 10% on administration. Most of the schools indicated there is discrepancy between the planned and actual funds received. PTA and UPE funds are managed by different committees using different accounts and under different guidelines. The results in Table 3 indicate neither UPE capitation nor PTA funds are fully mobilized as planned. Such a funding practice coupled with inflationary pressures distorts school planning activities and development hence subsequently impacting on learning outcomes.

Table 3: Capitation grants and Parents contributions

	Planned Revenues of first term of 2015	Actual revenues of first term of 2015	% of planned
UPE funds	2,530,826	1,972,385	78
PTA	32,600,000	18,600,000	57

Source: UPE Process evaluation study (2016)

Accountability systems at school

The results from field interviews indicate wide inefficiencies in school management that varies from rural-urban and from public to private schools. The consultations at school and district levels reveal that effectiveness of SMC is still an issue to tackle. Despite the heterogeneity of the composition of the SMC, most members of the committee were found not be active in executing their mandate. It was found that on average 3-4 members of the committee are actively involved in day-to-day operations at schools. The schools where inefficiencies existed, SMCs were found engulfed in several administrative challenges including poor maintenance of infrastructure especially classrooms and toilets, lack of scholastic materials, rampant pupil and teacher absenteeism, bad relations between the school and community among others. In the schools, it was highly likely to find inactive PTA committees. According to IOB (2008), many members of school management committees (SMC) demand attendance allowances, reducing the school's actual budgets.

4.4. Performance of Education Indicators

4.4.1. Appropriate instructional materials

One of the government strategies under the UPE programme was to supply free instructional materials such as textbooks, black boards, chalk, attendance registers that are used in the classroom, exercise books as well as flip charts. The materials supplied in schools varied from one school to another. For instance, there were wide variations in the instructional materials such as text books, desks and flip chats supplied to schools in the rural and urban areas. Textbooks in the urban schools are on average one third more than rural schools. Similar trends are observed in other materials as seen in Table 4.

Table 4: School instructional materials (mean values) by rural-urban in government aided schools (n=80)

		Text Books	Desks	Chairs	Black boards	Boxes of chalk	Class registers	Exercise books	Flip charts
Rural	Mean	**1013**	142	11	9	10	15	22	50
	(std)	**(229)**	(11)	(1)	(1)	(2)	(1)	(3)	(14)
Urban	Mean	**1528**	234	25	14	16	22	32	127
	(std)	**(305)**	(25)	(6)	(1)	(8)	(2)	(6)	(58)
All	Mean	**1275**	189	18	12	13	19	27	87
	(std)	**(193)**	(15)	(3)	(1)	(4)	(1)	(3)	(29)

Source: UPE Process evaluation study (2016)

Evaluation findings show a need for more effort in ensuring the provision of instructional materials to schools. According to interview responses, the curriculum requires that pupils learn a minimum of ten subjects throughout their primary school cycle. However, the instructional materials available only facilitate five subjects instead of the ten. Instructional materials made available are also inadequate.

Schools located in the far rural areas of the country decried the inadequacy of textbooks for all the 5 subjects taught whereby more than 5 pupils have to share a textbook during a classroom session. It is however argued that the teachers ought to improvise to ensure that the UPE program delivers education to as many hitherto impoverished families as possible.

> *"It is not easy to straight away provide instructional materials that match all the needs of the learners. Otherwise if government had adopted a gradual process of rolling out the UPE program in sync with the available instructional materials, how practical would it have been under our circumstances?"* Directorate of Education standards

4.4.2. Materials for inclusive education

Under the UPE programme, inclusive education has been encouraged and promoted especially to children with special needs (handicapped children and orphans). Currently, the MoESTS has full-fledged department of special needs headed by Assistant Commissioner, to promote the interests of children with impairments in hearing, visual, mental, body among other. In other words, the education of children with physical impairments has been integrated into the regular basic education system in Uganda. However, in the schools visited, the materials provided or available to support the teaching and learning of special education do not seem to match the needs of the learners. For instance, apart from modified desks and sanitary towels, most schools, either private or public do not have the basic requirements necessary for teaching the special needs children as summarized in Table 5.

Table 5: Materials for inclusive education

Materials	Yes %	No %	Non-Resp. %	N	Yes %	No %	Non-Resp. %	N

		Public				Private		
Wheel chairs	3.7	90.0	6.3	80	0	84.6	15.4	13
Elbow crutches	2.5	91.2	6.3	80	0	84.6	15.4	13
White canes	1.2	92.5	6.3	80	0	76.9	23.1	13
Polio Boots	2.5	91.2	6.3	80	7.7	76.9	15.4	13
Sitting Aid	2.5	91.2	6.3	80	7.7	76.9	15.4	13
Magnifying lens	3.7	90.0	6.3	80	0	84.6	15.4	13
Walking Frame	1.2	91.3	7.5	80	0	84.6	15.4	13
Modified Desk	**15.0**	76.2	8.8	80	**23.1**	61.5	15.4	13
Artificial Arm	**1.2**	90.0	8.8	80	0	84.6	15.4	13
Sanitary towels	**40.0**	55.0	5.0	80	**53.9**	38.4	7.7	13

Source: UPE Process evaluation study (2016)

4.4.3. Adherence to School Rules and Regulations

Across all districts sampled, it was noticed that schools had clear rules and regulations governing the teachers and the pupils to facilitate a conducive teaching and learning environment. Such rules included the requirement for teachers and the learners to have reported to school by 8.00am. The need for teachers to teach throughout as per the daily schedule and also conduct assessments to ensure that all pupils in class comprehend what is being taught. Such rules were however found to be *breached* by majority of the teachers and pupils. Teachers admittedly agree that they were forced by circumstances to breach a number of such rules. A case in point is a school in the far rural areas of Kitgum district, teachers decried of the lack of accommodation yet they have to travel about 15 kilometres to reach the school. Such a situation subsequently resulted into the teachers' failure to have reached school by 8.00am as per the school rules and regulations. The story is not any different with pupils in the same school. Moreover, in most schools visited, there was no capacity to feed the pupils and teachers, even on a simple day meal. Learners are likely to lose concentration in the lessons that fall after meals because they cannot cope with learning on empty stomachs. They thus opt to miss the afternoon classes and go home.

Table 6: Teacher preparation of scheme of work and lesson planning

Response	Yes %	No %	No response %	N
Preparation of scheme of work	97.2	0.6	2.2	179
Can the scheme of work be produced upon request	83.2	2.8	14.0	179
Prepared a lesson plan covering last week	67.0	29.6	3.4	179
Lesson plan included in teaching methods	60.9	8.9	30.2	179

Source: UPE Process evaluation study (2016)

Adherence to the scheme of work and lesson plans is important and rules are spelt out in the guidelines. The evaluator assessed the preparation of the teaching schemes and lesson plans by asking teachers the ways they were prepared and what topics were covered under them. The responses are summarized in Table 6. The results indicate that almost all (97%) teachers do prepare schemes of work. Some teachers alluded to the fact that sometimes the schemes are prepared upon request or periodically.

4.4.5. Teachers (training & deployment, adequacy, transfers and reward system)

Teacher Training and Deployment

The teacher training and deployment of the teacher is regarded an important integral part in the quality of teaching and learning. It is always important that teachers are well educated and well trained. The latter effect seems to be an indicator for the importance of good management, as the head teacher is responsible for the school's management. If teacher education and training are more effectively directed at the problems of dropout and repetition, their impact is likely to increase. The results presented in Figure 4 indicate that most teachers are now qualified than before UPE program.

Figure 4: Teacher Training and Deployment
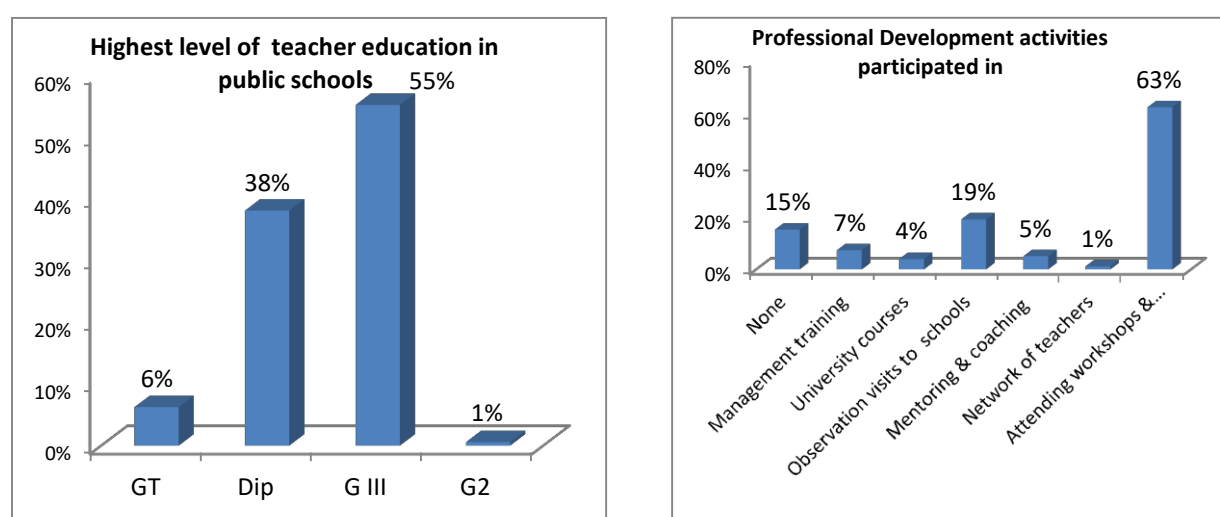
Source: UPE Process evaluation study (2016)

At the schools visited, teachers including the head teacher participated in several development activities for their career growth. Such activities mostly included but not limited to observation visits to other schools (19%), attending workshops and conferences (63%) as well as management training (7%).

Adequacy of teachers

From the quantitative data, it was noted that on average about 20 teachers are required to fill-up the schools staffing gaps as compared to 17 teachers actually deployed, leaving a staff gap of 3 teachers. The interview results indicate that on average about 6 to 8 teachers who formerly worked for the school ceased to teach at these schools, and the reasons given varied from rural to urban as presented in Table 7. For instance, in the urban schools, staff ceases to teach for various reasons including ordinary transfers, promotion to higher position while others are just retired or deceased. In the rural schools, teachers cease for mainly two reasons; ordinary transfers and promotions.

Table 7: Reasons for teachers not teaching in a given school

15

	Rural			Urban	
Reason	**Freq.**	**%**		**Freq.**	**%**
Retired	5	14.7		14	38.9
Illness	3	8.8		5	13.9
Deceased	3	8.8		13	36.1
Ordinary Transfer	**28**	**82.4**		**25**	**69.4**
Promotion to higher position at other school	**14**	**41.2**		**17**	**47.2**
Transfer due to problems at school	5	14.7		4	11.1
Crime cases	2	5.9		1	2.8

Source: UPE process evaluation study (2016)

Another field finding was that the DEO's decision is often supreme in the transfer of teachers both in the rural and urban schools. Moreover, other school officials such as Head teacher, DEO, SMC or PTA have delegated mandate to effect or recommend for the transfer of the teachers.

Teacher accommodation

As discussed in the previous section, some teachers arrive late at school or absent themselves partly because of long distances of travel. The non-availability of teachers' accommodation, particularly houses of good quality and in good condition are a strong motivational factor to teachers' attendance. The evaluation found that teachers in public schools are sheltered in own houses (36.3%), rented premise (25.1%) and schools accommodation (33.5%) as presented in Table 8.

Table 8: Teacher accommodation

Type of premise	Public	Private	All
Own house (%)	65 (**36.3**)	1(4.6)	66 (32.8)
Rented (%)	45 (**25.1**)	12 (**54.6**)	57 (28.4)
School accommodation (%)	60 (**33.5**)	9 (40.9)	69 (34.3)
Community accommodation (%)	6 (3.4)	0.0 (0.0)	6 (3.0)
Other (%)	3 (1.7)	0.0 (0.0)	3.0 (1.5)
Total (%)	179 (100)	22 (100)	201 (100)

Source: UPE Process evaluation study (2016)

Teacher salary/pay/benefits

The evaluator asked the teachers to indicate whether there were paid salaries on the basis of their performance. Majority (60.9%) of them in public schools indicated that they are paid their salaries regardless of the performance (Table 9), although they indicated that the teaching and learning regularly monitored by head teacher, PTAs, SMCs and sometimes by the DEOs office. The respondents also indicated that they hardly received any other benefits from the community instead they alternatively engage in other economic activities in addition to teaching. These results collaborate with similar findings from IOB impact evaluation report (2008), that mentioned poor incentive structure as the causes for low teacher motivation, absenteeism and poor performance in schools. In Uganda education system, there is far less stringent measures to match teachers' commitment to work with pay - thus making it difficult for head teachers and other stakeholders including the community to demand accountability from teachers. This finding is also

emphasized in the qualitative investigation where a respondent said *"there is no way we can achieve effective teaching and accountability for time without empowering head teachers to sanction or determine the teachers' pay based on their performance".*

Table 9: Responses on teacher salary/pay/benefits

	Public	**Private**	**All**
Yes	67	13	80
%	**37.4**	**59.1**	39.8
No	109	9	118
%	**60.9**	40.9	**58.7**
Non-response	3	0	3
%	1.7	0.0	1.5
Total	179	22	201
%	100	100	100

Source: UPE Process evaluation study (2016)

4.4.6. School Infrastructure

Findings from the desk review indicate that the total classrooms in government schools increased by less than half (i.e. from 69,990 in 2002 to 103,186 in 2014) and yet growth rate in enrolment is being maintained at 2.1%, reflecting relatively high pupil classroom ratio recorded at 70 (which is above required maximum of 54 pupils per classroom). The survey data indicates that there are on average 8 and 12 permanent classrooms in rural in urban schools with relatively few mud and wattle classrooms. On average, an urban school has twice (7) the number of houses for staff than rural school (3). There is a library facility in both rural and urban school signaling that probably textbooks are kept safe. Separate VIP latrines (for boys and girls) are also found to exist alongside the traditional pit-latrines in both rural and urban schools as summarized in Table 10.

Table 10: School infrastructural facilities

		Permanent classrooms	**Mud & wattle classrooms**	**Staff rooms**	**Houses for staff**	**Book store**	**Library**	**VIP-girls**	**VIP-boys**	**Pit-girls**	**Pit-boys**
Rural	**Mean**	**8**	3	1	**3**	1	1	3	3	2	2
	N	37	9	22	26	17	11	32	30	13	15
Urban	**Mean**	**12**	3	1	**7**	1	1	5	4	4	4
	N	39	4	28	31	29	21	33	33	17	18
All	**Mean**	10	3	1	**5**	1	1	4	4	3	3
	N	76	13	50	57	46	32	65	63	30	33

Source: UPE process evaluation study (2016)

More of the additional facilities available in most rural and urban schools are football pitch, water tanks and kitchen. Borehole use is more prominent in the rural as compared to piped used in the urban. Table 11 below provides the proportion of schools having various facilities for use.

Table 11: Availability of school facilities

Materials	Yes %	No %	Non-Resp. %	N	Yes %	No %	Non-Resp. %	N
	Rural				**Urban**			
Football pitch	**82.0**	12.9	5.1	39	**75.0**	25.0	0	40
School fence	**75.0**	25.0	0.0	40	35.9	61.5	2.6	39
Water harvesting tank	**56.4**	38.5	5.1	39	**67.5**	30.0	2.5	40

Borehole/spring-shallow well	**64.1**	25.6	10.3	39	40.0	47.5	12.5	40
Kitchen	**64.1**	33.3	2.6	39	**72.5**	22.5	5.0	40
Solar/generator/electricity	35.9	59.0	5.1	39	**60.0**	27.5	12.5	40
Telephone	7.7	74.3	18.0	39	27.5	60.0	12.5	40
First aid kit	46.2	48.7	5.1	39	**67.5**	22.5	10.0	40
Counseling hub/room	35.9	56.4	7.7	39	55.0	40.0	5.0	40

Source: UPE process evaluation study (2016)

According to the findings from qualitative search on school infrastructure, a lot of strides have been made by government to improve the infrastructure situation in government schools. It was noted throughout all districts visited that over 80% of the schools had permanent classroom structures. There have been several interventions by various NGOs such as AMREF, UKAID, USAID, Irish Aid and a lot more to construct structures such as toilets, classroom and administration blocks and boreholes in notably the northern region. Most schools especially those in the rural areas were found to have enough field space for extra-curricular activities such as football, athletics, netball, volleyball and a series of other outdoor games. However, school administrators continue to express concern on how to facilitate the teachers. A case in point is a school in Abim district where a teacher opted out of the role for being the in-charge of co-curricular activities without facilitation.

Another challenge at hand though is the maintenance of this infrastructure. It was observed in one of the schools that some classroom blocks were also used as shelter for livestock when pupils retired for the day. The toilets were also observed not to be hygienic enough while in some of the schools.

A classroom with refuse of goats and cooking pillars

4.4.7. Curriculum and Pedagogy

Curriculum

The findings show that the implementation of the UPE program is pointing towards the right direction. Respondents, especially officials from the National Curriculum Development Centre (NCDC) and parents expressed concern that reforms made in the delivery of curriculum content to the learners makes education friendly as well as the child feeling that s/he is in the right place.

The reforms were categorized in three levels as follows;

Thematic curriculum that is taught in P.1 to P.3 – the pupils are taught using the local language as recommended by the MoESTS. However, teachers are required to also teach English language as a subject to the pupils. At this level, emphasis is placed on teaching pupils about the environment they live in.

Transition curriculum that is taught in P.4 – At this level, the pupil is taught using the English language. Emphasis is then shifted from the environment to numeracy and literacy skills. In other

words, the student is introduced to the main stream subjects also taught in private schools. According to NCDC, these subjects ought to be 10 but due to resource constraints, only five of these are administered and examinable.

Upper primary curriculum, that is taught from P.5 to P.7 – At this level, there is in-depth learning of the main stream subjects in preparation for the national assessment/matriculation examinations. The pupils are taught using the English language.

> *"There is a big problem in P.4 and above because children are taught using a foreign language yet they are taught in their local language from P.1 to P.3.They should be taught in English throughout."* **Parents**

The above reforms make the program digestible with evidence of the program being delivered effectively. Other potential enabling factors mentioned included the *platform for support supervision* to enable the teacher comprehend the curriculum through the Continuous Professional Development (CPD) arrangement.

Parents however expressed pessimism over the reforms arguing that pupils are delayed in getting full grasp of the English language as the medium of exchange for examinations in both the school assessments and national matriculation

> *"Teachers needed to receive more orientation on how to administer the primary school curriculum. Majority of the teachers do not provide all content meant to be shared with the learners and this is mostly because they are not closely monitored"* **NCDC**

assessments. In order for the program to be delivered more effectively, there is need to equip the instructors and learners with all the appropriate resources required to deliver all the ten subjects recommended in the curriculum.

The field findings also reveal that teachers lack a grasp of administering the curriculum in accordance with the guidelines set by the NCDC and the time on task is also very low compared to that recommended by the Directorate of Education Standards.

> *"Teachers need to be thoroughly oriented on how to administer the curriculum. The orientation they received at program kick off was rushed and not adequate to prepare them fully. When teachers are oriented fully, it is anticipated that they will teach effectively."* **NCDC**

Pedagogy and Learner Centered School Program
Programs tailored in the interest of skilling the learners are highly recommended in the national curriculum. From quantitative data, some of the pedagogies used by teachers are to let pupils themselves read aloud, one by one; discuss interactively with the pupils and/or partition the class into groups accordingly (Table 12). According to qualitative investigation, teachers do not extensively explore the pedagogical alternatives of learning as they majorly focus on chalk board and test assessments, techniques that only enhance pass grades. That said, majority of respondents still believe that government schools provide better quality education than the private schools. Respondents argue that quality ought not be judged on the basis of grades alone, as is the case in most private schools, but also on a child's acquisition of competences in both soft and hard skills.

"*Government should include vocational training units in both primary and secondary schools such that pupils are equipped with technical skills such as knitting designs. Government should focus on where the child's talent is and support them to boost that talent right from primary level, secondary then to University. Include vocational skills in teaching colleges so that teachers have the skills to also train pupils.*" Parents

Table 12: Pedagogy and Learner Centered School Program

Pedagogies	N=176	
	Freq.	%
Explaining and reading to pupils	64	36.16
Writing on the board while the pupils copy	**117**	66.1
Lote learning, drills: students repeat	**110**	62.15
Let students themselves read aloud, one by one	**144**	81.36
Self-study	**118**	66.67
Discuss interactively with the pupils	**166**	93.79
Partition the class into groups	**161**	90.96

Source: UPE process evaluation study (2016)

4.4.8. School Feeding

School feeding is essential for the attainment of better learning outcomes. Schools that did not provide meals for their learners were also found to register poor performances not only in academic achievements but also in enrollment and attendance compared to schools where meals were provided. School feeding has been at the centre of debate in many school managements, failing to agree on who would have to take responsibility between the school and the parent.

"We always provide meals at school therefore we inform our parents in the meetings to pay money for lunch and they respond though very few selected numbers fail to pay the dues." Head teacher

Much as government does not cater for feeding of learners in schools, a notable number of government schools particularly those in the urban settings provide meals to the learners under a private arrangement. It is argued that when a learner attends class on an empty stomach i the afternoon hours of the learning period, their concentration levels are immensely reduced, a challenge that translates into poor performance at the time of assessment.

4.5. Emerging issues at various levels

According to the views from stakeholders' consultations, some explanations for low learning outcomes can be presented at different levels of the education service delivery chain – the teacher , pupil , parents' , the school , and the system levels are summarized in Table 13.

Table 13: Summary of emerging issues at various levels

Level	Emerging issues
System level	• Unclear regulation or policy on school feeding • Parental role to support school activities is still low
School level	• Inadequate instructional materials to facilitate the thematic curriculum;

	• Poor and inappropriate accountability system (the school should account to who gives the money – which is not the case with UPE capitation); • Weak governance and support systems e.g. ineffective SMC leadership; • Procedures for the appointment, redeployment, sectioning and/or dismissal of teachers are complex and ineffective. • Limited information flow within and outside the school to inform community and parental decisions about their children's schooling[1]
Teacher level	• Low passion and self-motivation among teachers; • Absenteeism is high[2]; • Weak incentives and poor working/living conditions of teachers[3]
Pupil level	• Pupil absenteeism in school; • Deviant behaviours due to peer groups
Household level	• Low parental contributions of resources;

Source: UPE Process evaluation study (2016)

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[1] The Joint Budget Support Framework (JBSF) report and Basic Required Minimum Standards (BRMS) baseline survey identified low parental and community participation as well as low school compliance to established standards and procedures as some of the binding constraints to quality education in Uganda.

[2] According to Weber (2010), the cumbersome rules and lack of enforcement of standards lead to low teacher accountability for absenteeism and time-on-task.

[3] In Uganda, teachers' pay is not linked to performance - Uganda Teacher Policies, SABER Country Report, 2012

5. SCHOOL FACILITIES GRANT INTERVENTION THEORY OF CHANGE

5.1. Introduction

In order to clearly articulate the SFG intervention Theory of Change (ToC), the evaluator sought the involvement of key program implementation stakeholders in identifying gaps, generating the evaluation questions as well as sharing the findings gathered from the desk review. This was done in a one day Theory of Change workshop in November 2015 that attracted various stakeholders from the Ministry of Education, Science, Technology and Sports (MoESTS), Office of the Prime Minister (OPM), and representatives from 3ie in Uganda.

The consultant synthesized the contributions made during the Theory of Change workshop to establish the key evaluation questions as well as a timeframe for undertaking this process evaluation activity

The theory of change framework as presented in Figure 5 demonstrates that achieving the final outcome of UPE such as "Better Learning achievement" is a process, based on a number of aspects such as program objectives, UPE inputs for example SFG intervention , outputs as well as intermediate outcomes holding certain assumptions true. The implementation of the SFG programme activities result into numerous outputs which contribute to intermediate and final UPE outcomes. It should be noted that the Theory of Change operates on a number of assumptions within wider scope of the sector.

The ToC articulates SFG as an important intervention to be evaluated. SFG was established by GoU following the launch of UPE to improve and expand the primary school facilities. SFG was meant to assist the most needy school communities to complete unfinished classrooms and build new ones to achieve the classroom to pupil ratio of 1:55.   SFG was channeled to the districts as a conditional grant under the Poverty Action Fund (PAF) programme, and utilized in accordance with the PAF General Guidelines. The grant was supposed to provide a demand driven decentralized financing mechanism through which the school communities can access resources to improve on Primary School Facilities. The SFG funding was linked to UPE objectives 1-3 – providing facilities to improve equitable access, thus making education affordable especially to the needy. In specific terms SFG was meant to support school facilities construction (incomplete and new classrooms), water and sanitation facilities.The immediate outputs were improved enrolment, access to safe water, teacher attendance, achieving gender parity, rate thus improving completion rates and ultimately academic achievement.

Figure 5: School Facility Grant Intervention Theory of Change - UPE Process Evaluation Uganda

UPE Objectives

UPE Objectives

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

2. Make education equitable in order to eliminate disparities and Inequalities

3. Ensure that education is affordable by the majority of Ugandans

4. Reduce poverty by equipping every individual with basic skills

Results Chain

Final Outcome: Better learning achievements

Immediate Outcomes:
1. Increased equitable access to primary education
2. Improved efficiency and effectiveness in the delivery of primary education.
3. Improved quality and relevance of primary education

Outputs:
- Improved pupil/classroom ratio
- Improved pupil/stance ratio
- Improved pupil/desk ratio
- Improved gender parity
- Improved access to safe water
- Better teachers attendance

SFG intervention related Inputs:

- Construction of classrooms
- Construction of school latrine facilities
- Construction of water sources
- Construction of teachers houses
- Supply of classroom furniture

Assumptions

Pupil: Assumptions (To be accepted, not accepted or partially accepted) Liked to UPE outcomes
- **Pupils are available and ready to attend class and study**
- **Community embraces the UPE program.**

School: Assumptions (to be accepted, not accepted or partially accepted)
- **School infrastructure constructed at a cost lower that the 2009 average for Africa using local competitive bidding methods (US$172)**
- **A cost lower that the unit cost per square metre for primary schools in Uganda by 2012.**
- **School infrastructure is maintained**
- **Learners friendly school environment**
- **Retention of teachers**

District: Assumptions (to be accepted, not accepted or partially accepted)
- **District Service Commissions are in place and functional**
- **Government able to recruit more teachers(Teachers are available);**
- **DEO are able to monitor, support and evaluate school progress and learning outcomes**

Institutional related assumptions (To be accepted, not accepted or partially accepted)
- Stakeholders compliance to UPE guidelines
- Stakeholders compliance with SFG guidelines
- Government has strong policy and practice on testing /assessment learning outcomes for pupils;
- The government places great premium on value for money in the implementation of UPE,
- There are national and district innovations focused on quality teaching and learning;
- Government recruits the number of teachers needed by the school;
- Existence of a curriculum
- Up to date EMIS

Key Evaluation Criteria: OECD – DAC criteria: Relevance, effectiveness, efficiency (value for money), impact, sustainability- Theory Based Evaluation Approach seeking evidence & confirming or rejecting the UPE SFG TOC, testing what might bring about change- Informing research and analysis process

5.4. Assumptions guiding the Theory of Change

In developing and testing the Theory of Change, there are assumptions that should be held true for the evaluation results to be valid. Particularly the availability and readiness of pupils to learn; community is anticipated to embrace and support the UPE program. At the input level, it is assumed there are in-built synergies between the school management, parents and community. It is further assumed that instructional materials are available and used by the pupils, and curriculum is in place and taught. At the activities/process level, it is assumed that attrition/resignation/transfer of teachers is as minimal as possible, and parents have the capacity and responsibility to provide scholastic materials as well as food. The assumptions stated at output level include among others – an updated and available EMIS data, district education management and service commissions are in place and functional. Lastly, at the outcome level, it is assumed that all the necessary/complimentary interventions are in place.

Level	Assumptions
Pupil and Community level	✓ Pupils are committed to learn; ✓ Community embraces the UPE program;
School level	✓ School infrastructure constructed at a cost lower that the 2009 average for Africa using local competitive bidding methods (US$172) ✓ A cost lower that the unit cost per square metre for primary schools in Uganda by 2012. ✓ School infrastructure is maintained ✓ Learners friendly school environment ✓ Retention of teachers
District level	✓ District Service Commissions are in place and functional ✓ Government able to recruit more teachers(Teachers are available); ✓ DEO are able to monitor, support and evaluate school progress and learning outcomes
Institutional	✓ Stakeholders compliance to UPE guidelines ✓ Stakeholders compliance with SFG guidelines ✓ Government has strong policy and practice on testing /assessment learning outcomes for pupils; ✓ The government places great premium on value for money in the implementation of UPE, ✓ There are national and district innovations focused on quality teaching and learning; ✓ Government recruits the number of teachers needed by the school; ✓ Existence of a curriculum ✓ Up to date EMIS

Source: UPE process evaluation study (2016)

6. RESULTS OF THE KEY EVALUATION QUESTIONS

6.1. SFG PROGRAMME'S RELEVANCE

The evaluator examined the relevance of SFG Program intervention based on different aspects such as whether SFG concept, activities, outputs, and design addressed the critical needs and priority objectives of UPE programme; how objectives were aligned to PEAP framework, national priorities, and whether SFG program's objectives are relevant to the priorities of the target group.

6.1.1. SFG programme objectives alignment to PEAP, MDGs, SDGs, NDP- II, Vision 2040

Obtaining quality education is the foundation to improving people's lives and sustainable development. According to Ugandan Constitution (1995), every citizen has equal opportunity to attain the highest educational standard possible. That the government of Uganda has the obligation to alleviate household poverty through among others; improving literacy, numeracy as well as other learning outcomes such as reduction in fertility rate, infant and maternal mortality rates. It is against this backdrop that, following the introduction of Universal Primary Education, PEAP was launched in 1997 as sector wide government programme to support and guide funding modalities in key sectors of government. The Poverty Action Fund (PAF) was part of PEAP to support local governments development programme (LGDP) – of which SFG was one of the items funded. The launch of SFG contributed to increase in Uganda's primary school enrolment to about 8.5 million pupils in 2013 (UBOS, 2014).

The school construction initiative like other government programs, also conceptualized around strengthening the fundamentals of the economy to harness the abundant opportunities around the country (Vision 2040[4]). The SFG is therefore one of the government of Uganda's intervention crucial to achieving poverty reduction and human development, and well aligned to the aspirations of MDGs, SDGs as well as NDP I & II .

One of the main objectives of UPE programme is to reduce poverty by not only improving equitable access to primary education but also build capacity in the communities. This is further evidenced from the interactions that the evaluator held with stakeholders. Interview participants held the same view that the SFG continues to be relevant to the needs of the country, communities and households especially in reducing the financial burden on part of parents and community to construct the school infrastructure.

> *"Children that would not have had a chance to reach school are now studying. The UPE program has encouraged most families to take their children to school. Children in the community can now speak and communicate easily. Parents that were illiterate have a chance to attain some education also. Pupils are kept in school during day time and this has reduced the rate of crimes and accidents in the community". (Parents)*

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[4] http://npa.ug/wp-content/themes/npatheme/videos/advert.mp4

It was noted as a matter of concern among communities, parents and pupils in the rural schools visited within the Karamoja region that the relevance of the school construction and particularly UPE continues to be watered down for as long as a P.7 pupil in the far rural universal primary school is still unable to comprehend a P.3 English text.

> *"Children are not performing well. A child in P.5 can neither read nor comprehend an English text. A child in P.7 or P.6 cannot answer 'what photosynthesis is. The policy of teaching in the local dialects from P.1 to P.3 and then English from P4 to P.7 slows down the children's comprehension of the English language which is key in the application of skills learned in class." (**Parents**)*

6.1.2. SFG program's objectives are relevant to the priorities of the target group

SFG has improved equitable access and made UPE affordable to the poor

Over 80% of the UPE program stakeholders feel that the SFG has largely benefited rural schools across the country as these have a higher concentration of the impoverished and the poor with limited capacities to   contribute towards construction of school infrastructure. It was widely observed that the UPE program accounts for over

> *Because of the introduction of SFG under the UPE program, there is increased enrollment, improved performance, equal opportunity for both girls and boys to be in school in such a rural school. (**Deputy Head teacher**)*

85% of the current primary school enrollment that stands at 8.4 million pupils, an implication that over 7.1 million pupils would be completely uneducated had the UPE program been introduced.

Increased enrollment for girls

Enrollment of a girl child in school is hugely fundamental to a country's fertility levels that are hitherto fundamental to national development. Over half (66%) of the respondents interviewed attributed the improvements in school enrollment of the girl child to the introduction of UPE. Respondents expressed anxiety that the scaling up of the school construction and other supplies to secondary schools would keep more girls in school thus reducing cases of early marriages and pregnancies which would further lower the country's fertility levels, an aspect crucial for household wellbeing and national development.

Lowered illiteracy levels

Most respondents notably parents, teachers and members of the school management committee in the rural communities admitted that they could express themselves because they had accessed primary education (themselves. The National Housing and Population Census (2014) results indicate that about 72 percent of the population were literate[5] in 2014, higher than about 70 percent in 2002 and 54% in 1991.

U.P.E PIONEERS' GRADUATION
Theme:
"Celebrating 17years of Universal Primary Education in Uganda"
◉ Grand graduation party
◉ Celebratory march
◉ Media talks shows
◉ UPE Graduates venture capital fund
◉ UPE Graduates volunteering program

The UPE program has enabled Ugandans acquire a chance of attaining education to the highest levels. 17 years from its introduction, the banner above was a celebration of a University graduation ceremony with beneficiaries of the program

SFG program brought education closer and empowered remote communities

The introduction of SFG led to the awakening of schooling in the far remote parts of the country. Parents, teachers and communities in the far rural areas argue that construction of facilities has brought a number of schools in their communities back to life. The communities around schools have accrued economic benefits through selling construction materials (like bricks, sand, timber etc.) while others were hired to work on construction sites.

UPE process evaluation 2015: A remote school operational with support of the UPE program.

Gaps identified in SFG programme

Much as the achievements made so far are numerous, implementation of the SFG program still faces some thorns and challenges. Respondents interviewed during the process evaluation could not disagree either. At least every respondent interviewed made mention of some challenges the SFG program still grapples with and here below is a selection of the prominent mentions.

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[5] Literacy is the ability to read with understanding and to write a simple sentence meaningfully in any language. Literacy leads to an increase in opportunities for an individual

GAPS MENTIONED	SKILLS PROPOSED
"SFG should be extended to construct science subjects' facilities that can enable pupils get great jobs in future. Grant should increase the capacity of scientific research in primary schools to give pupils access to foundation of the strong scientific world. This is not coming out strongly for now" (**School Management Committee**)	*"Government should include vocational training units in both primary schools such that pupils are equipped with technical skills such as knitting designs. Government should focus on where the child's talent is and support them to boost that talent right from primary level, secondary then to University. Include vocational skills in teaching colleges so that teachers have the skills to also train pupils."* (**Parents**)

6.1.3 The extent to which the SFG program's objectives are valid in the context in which it is being implemented.

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

Over 90% of the schools visited had permanent classroom structures as well as sanitary facilities and administrative blocks, an indication of the government's commitment to fulfil the objective of providing facilities that enable every child to enter and remain in school. Although schools still come short on maintaining these facilities, pupils can get shelter and utilise them. Regular inspections of these facilities would go a long way in saving the situation.

However, the infrastructure needs of a child to enter and remain in school until the end of primary cycle of education is beyond the classroom and sanitary structures. Facilities such as chairs and desks, a spacious chalk board, a kitchen, access to safe water and co-curricular facilities are essential in enabling better learning outcomes.

(b) Make education equitable in order to eliminate disparities and inequalities;

Results show a close range between enrolment of boys and girls. In 2014, 50.4% of the pupils enrolled were boys compared to 49.6% girls. With the increasing trends, it is projected that girls will soon come level with the boys.

Of major concern though, are the continued disparities in the completion rates. Less girls than boys are able to complete primary 7 cycle. Only 67.8% of the male pupils are able to complete the primary school cycle compared to 66.9% female (MoESTS, 2014).

(c) Ensure that education is affordable by the majority of Ugandans

Universal Primary Education has been made accessible to all beneficiaries as evidenced in the statements by stakeholders. SFG has provided an opportunity for children from both better-off and poor families to gain access to basic education. The fact that over 85% enrolment is in government aided schools is evidence that the program has thus been implemented in lieu of the objective of ensuring that education is affordable by majority of Ugandans.

However, there is need to focus on the quality of pupils graduating. If the outputs are of quality, then children will not only have had a chance to education, but also able to transform their lives. Respondents suggested the incorporation of the teaching of hand skills such as *woodwork* and *home economics* to empower the pupils in transforming their lives even when they are unable to continue with education after their primary level.

6.2 SFG PROGRAM EFFECTIVENESS

In this process valuation, effectiveness was assessed based on aspects of the likelihood of the SFG program achieving its intended outputs and final outcomes. The inputs and outputs of the program being adequate or not to achieve the intended objectives are also assessed.

(i) Equitable access to schooling

Regarding access, Uganda has made significant progress in expanding access to basic education. The launch of SFG in 1998 led to significant gains in primary enrollment, which increased from about 5.3 million in 1997 through to 8.4 million pupils by 2014 (MoESTS, 2014). There were approximately 20,500 primary schools in Uganda in 2010 with 107,080 classrooms, (62 percent of which were public schools), as compared to 8,600 schools in 1997. *This expansion in primary education has been pro-poor*. Previous studies and reports indicate that school construction effectively improved access to primary education for children of poor families.[6]

Figure 6: Gross and Net Enrolment by Gender

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[6]Deininger, 2003
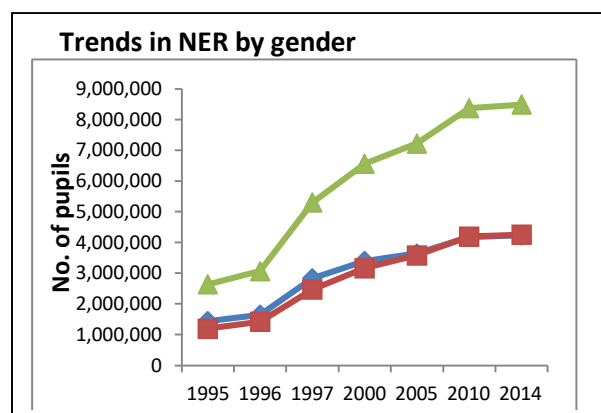
Enrollment by Gender
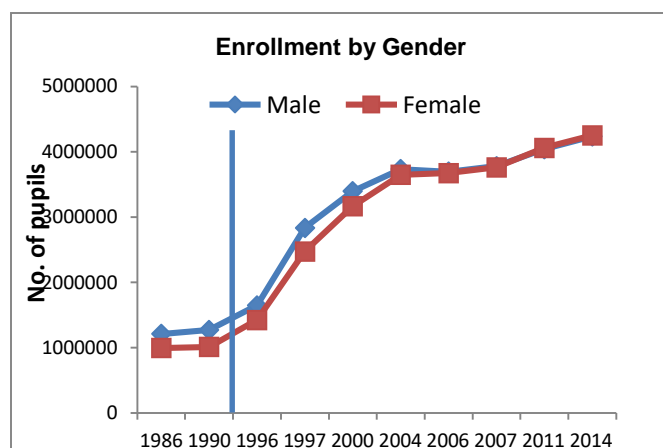
The evaluation found that expanded access to primary education has led to gender parity in primary enrollment (Figure 7). By 2009/10, the Uganda Bureau of Statistics estimated the primary Net Enrollment Ratio (NER) at 83.2 percent with parity between boys and girls (Figure 6). Since 2002, the GER enrolments have continued to decline while the NER improved – implying that now most new entrants are of the right age group.

The gender parity in the total enrolment continued to improve and by 2005, the proportion of female to total enrolment was 50%. Evidence suggests that SFG program together with government measures to further the education of girls, has achieved gender parity in primary education. The qualitative findings also allude to fact that UPE schools have helped girl child to gain access to basic education and also gender positive gender stereotyping.

Of interest to the investigation was to establish whether the pupils who enroll actually attend. The large number of pupil enrolment in UPE schools and as a result of population growth did not necessarily mean that attendance was consistent. The enrolment began to drop for several reasons. The results in the Table 14 indicate that attendance in P1 is high for girls in rural areas and boys in urban areas. The proportion of attendance is high in lower primary but keep declining in upper primary.

Table 14: Pupil enrollment and attendance

		Enrolment		Class Attendance as of 19th Oct.		% attendance	
		Rural	Urban	Rural	Urban	Rural	Urban
P1	M	70	59	60	59	86%	100%
	F	67	58	62	57	93%	98%
P2	M	45	58	41	56	91%	97%
	F	46	58	43	58	93%	100%
P3	M	51	64	45	59	88%	92%
	F	54	71	49	70	91%	99%
P4	M	54	73	49	68	91%	93%
	F	55	80	50	79	91%	99%
P5	M	49	67	46	62	94%	93%
	F	50	75	46	72	92%	96%
P6	M	37	61	34	56	92%	92%

|							
	F	40	71	36	68	90%	96%
P7	M	23	42	20	36	87%	86%
	F	22	45	20	42	91%	93%
Total		663	882	601	842	91%	95%

Source: UPE process evaluation study (2016)

However, despite good progress in access to primary education, some of the internal inefficiencies in the system still exist in that a significant percentage of those who enter primary school do not reach the final primary grade**.** Primary completion rates were at 55 percent for 2011, down from 62 percent in 2004. The national measurement for completion – cohort survival to end of primary grade 7 – showed a grimmer picture of only 33 percent completing primary education. According to the interviews from stakeholders, *inadequate school monitoring and teacher supervision coupled with under-funding has affected quality of education service delivery.* This is attested by the high repetition rates especially in upper classes of p4-p7 (at about 10-12 % p.a.) which are linked to high rates of discouragement and dropout at the primary school level.

From EMIS data, there are 69 pupils per compared to 94 in 2002. Besides, there are around 1,240 schools with more than 100 students per classroom (Figure 8). Overcrowded classrooms are contributing to low student learning outcomes. Evidence from the field indicates that schools that are well-facilitated and motivated teachers produced high learning outcomes among pupils even in large classes, especially in the urban areas.

Figure 7: PTR and PCR in primary schools in Uganda
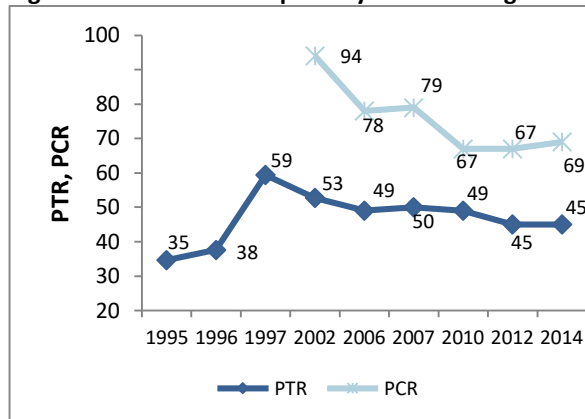
Source: EMIS

6.3 SFG PROGRAM COST-EFFICIENCY

Efficiency of the SFG program is a multi-edged sword. While it is vital to ensure that there are proper accountability systems in all schools for the grants they receive. It was evident in schools visited that there is also need for efficiency in areas such as decision making, teaching and learning.

i) Efficiency in the Use of Resources

Despite the meager funding to the UPE programme, there are measures to promote the efficient use of resources required to increase access at marginal cost. In order to increase efficiency in teacher and classroom utilization, the Government introduced double shift teaching in selected (upper) grades in a small number of schools in 1999 and under voluntary agreements. The use of double shifting was a necessary temporary transition policy as it was financially constraining to build all the classrooms the country needs in the short-run.

ii) Efficiency in Multi-grade Teaching

Multi-grade schools combine pupils of different ages and abilities (enrolled in different grades) in one classroom under the direction of one teacher. Multi-grade schooling is a cost-effective means of expanding access and increasing learning achievement. In the case of Uganda, some schools operate with very small classes that were combined and trained under the guidance of the properly trained in multi-grade teaching. Multi-grade teaching was also piloted and implemented in some selected schools as a way to provide education services to children in remote areas and in schools with small numbers of students per class. The excess supply of teachers was initially avoided but it has become apparent that more teachers are needed in lower classes because of high enrollment. Also, as an additional quality and efficiency measure, classroom construction was expanded through parallel investments of communities, private sector and Government.

iii)   Cost Efficiency in the construction and supply of instructional materials

Various Education programme interventions have been under-taken including design and implementation projects such as Education Sector Adjustment Operation (1998), Adaptable Programme Lending I (APL 1) and now the on-going Global Partnership for Education (GPE). Key components of these projects are construction of school facilities and supply of furniture and instruction materials. Assessments of unit costs of delivering key activities have been done with special focus on civil works and instructional materials. The unit costs for delivery of a complete classroom with furniture for the APL1 project was estimated at US$9,131 (Ugx. 23.2m) consistent with Government commitment to reduce the unit costs of classroom construction (from Ugx 30m to Ugx 23m) see Table 16.

In comparison with national and international rates, classrooms with furniture have been delivered at a unit cost of US$112.89 per square meter, a cost lower than the 2009 average for Africa using local competitive bidding methods (US$172). With respect to instructional materials, a textbook is supplied at a unit cost of US$2.7 including delivery to schools. Fredriksen and Brar (2013)[7] estimated average unit costs of textbooks for sub-Saharan Africa within the range of US$1-15, compared to US$5 for India; implying unit costs for Uganda were at the extreme lower end of the sub-Saharan range.

Table 15: Average Unit Costs of Classroom Construction

Average costs of classrooms including furniture	UGX	US$	Africa av. In US$
Average cost of 2 classroom block	48,665,784.00	19,084.62	
Average cost of 3 classroom block	67,764,709.00	26,574.40	
Overall average cost per classroom	23,286,098.60	9,131.80	11180.00*
Average unit cost per sq.meter	287,859.11	112.89	172.00*
Average unit cost per sq.mtr for primary school classrooms using centralized procurement modality**	608,340.00	238.56	
Average unit cost per sq.mtr for school based modality**	383,090.00	150.23	

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[7] Fredriksen, B. and Brar, S. (2013). Strategies for Addressing the High Textbook Costs/Low Textbook Availability Problem in Sub-Saharan Africa.

6.4. SUSTAINABILITY OF THE SFG PROGRAMME

The SFG programme is widely viewed as one that would stand the test of time although with some challenges notwithstanding.

It was noted across the country that UPE school receiving the SFG had fairly maintained structures especially where most activities are implemented through the district local governments, a privilege that entitles schools and parents to benefit in terms of construction and renovation of school infrastructure and support supervision as well as promotion of the pupils to secondary government aided schools. Because these benefits are a repeated process, parents, teachers, the district and school administrators are confident that the SFG program has a solid foundation and will continue to grow stronger with time. On the other hand, schools without SFG are challenged with not only access but also effective learning.

There has been introduction of innovative programs and activities such as community involvement through PTA contributions as well as donations from religious institutions/NGOs in maintaining tidiness of school structures; Alternative Basic Education for Karamoja (ABEK) to cater for vulnerable and disadvantaged groups. Nevertheless, respondents across the divide also shared their reservations and fears that inadequate funding to these activities would hamper the sustainability of the UPE program.

6.5. LINKING THE SFG THEORY OF CHANGE ASSUMPTIONS TO THE EVIDENCE

Assumptions (to be accepted, not accepted or partially accepted)

UPE Outcomes	Theory of Change Assumptions
UPE Outcome 1: Increased equitable access to primary education	• Pupils are available and ready to attend class and study – *accepted/true* • Community embraces the UPE program - *partially accepted because some of the parents interviewed did not fully embrace UPE* • Gender parity continues - *accepted*
UPE Outcome 2: Improved efficiency and effectiveness in the delivery of primary education.	• Pupils, boys and girls enroll into UPE schools- *accepted* • Government able to recruit more teachers(Not all the schools sampled had enough teachers *partially accepted* • DEO are able to monitor, support and evaluate school progress and learning outcomes-*partially accepted because evidence from interviews conducted showed that often times district education inspectorates lacked financial resources to conduct inspections.* • Existence of a curriculum-*accepted* • Instructional materials are available-*partially accepted because these were inadequate.* • There are built synergies between the school management and community- *partially accepted. Interviews conducted with SMCs showed that parents inadequately participated in primary school governance*
	• Retention of teachers- *partially accepted*; • Parents want to engage in pupils learning- *partially accepted because some parents still view UPE as a Government programme that does not require the involvement of parents.* • An up to date EMIS- *partially accepted because EMIS still has have data gaps.* • District Service Commissions are in place and functional- *partially accepted because the evidence captured at district level showed that while these commissions were in place they did not adequately function due to logistical challenges.* • All necessary/complimentary interventions in place- *accepted*
UPE Outcome 3.Improved quality and relevance of primary education.	• Stakeholders compliance to UPE guidelines.-partially accepted. Interviews revealed that UPE guidelines were not adequately complied with. • Stakeholders compliance with SFG guidelines- partially accepted. Interviews revealed that SFG guidelines were not adequately complied with. • Government has strong policy and practice on testing /assessment learning outcomes for pupils- Accepted; • The government places great premium on value for money in the implementation of UPE- Accepted • There are national and district innovations focused on quality teaching and learning-Accepted; • Government recruits the number of teachers needed by the school- Partially accepted; • Existence of a curriculum-Accepted • Up to date EMIS-Partially acpeted

7. IMPLICATIONS FOR POLICY

Issue 1: Articulate and Refocus on the Theory of Change

The UPE conceptualization lacks a clear articulation of Theory of Change. The sector often relies on intervention logics which do not rhyme with the sector strategic vision ,goal, objectives and outcomes.

Recommendation 1: The sector should explicitly design and articulate its Theory of Change that describes the UPE programme as it is intended in the original conceptualisation of the UPE policy. The UPE theory of change should demonstrate the UPE pillars, UPE objectives, strategic interventions and their rationale, the strategies or activities or processes, the enablers and disablers as well as assumptions that should guide the overall institutional M&E framework.

Issue 2: Inappropriate Instructional materials including those with special needs

The study found that while the national curriculum development centre prescribes about ten subjects to be taught at primary level, about five subjects are taught in most schools due to inadequate instructional materials. Moreover, learning materials for pupils with special needs are largely unavailable in most schools.

Recommendation 1: Government should ensure that instructional materials to cover the ten subjects for the primary school curriculum are available and adequate. Schools should be safe keep the materials and manage or use them in accordance with the public circular notice on use of text books - the policy of putting textbooks in the hands of the pupils should be emphasized.

Recommendation 2: It was widely noted that most schools lack instructional materials for pupils with special learning needs. It is essential that adequate instructional materials are provided to schools and specialist teachers are deployed to attend to such pupils.

Issue 3: Inadequate and/or poorly maintained school infrastructure

It was found out that schools that no longer receive SFGs have dilapidated school infrastructure especially classrooms and sanitary facilities. Besides, most schools were found to be insecure; open to encroachers and animals. Teachers' attendance is highly influenced by the distance from their dwelling places to the school. Teachers living close or within the school compound register early attendance and have enough time to conduct all lessons as per the class timetable compared to those that stay away.

Recommendation 1: School Infrastructure like classroom, toilets and administration blocks ought to be maintained in accordance to standards prescribed by government. Measures on making repairs should be laid out clearly to guide schools, more so in circumstances when the infrastructure has been vandalized, abused or broken down.

Recommendation 2: There is need to provide fences to all schools to protect the pupils and enhance the learning environment as well as deter animals and other people from surrounding communities that destroy the school property like classrooms, trees, posters, etc. In this way, cases of schools where classrooms are also used as shelter for animals would be avoided.

Recommendation 3: Construction of toilet facilities with separate stances for male and female pupils, including changing rooms for girls, should be effectively implemented among all schools in the country and ensure that they are hygienically user friendly. Besides, teachers need to have sanitary facilities separate from those used by the pupils.

Recommendation 4: There is need for the government to consider constructing teachers' accommodation units in all schools particularly those in the hard to reach areas. Access roads to some of these hard to reach schools was found to be challenge to both pedestrians and motor vehicles – need to construct pathways to make transportation cheaper.

Issue 4: Parents still adamant in making PTA contributions

It was found that schools where PTAs were actively involved in supporting school activities, the pupil access, attendance and ultimately performance were high compared to schools where parents were adamant or reluctant to support their children attend school and learn.

Recommendation 1: There is need to sensitize parents through several media including SMCs as well as the local councils on their responsibilities and obligations to support schools and their children to attend school and learn. It was evident that parents' financing can fill-up wide financial gap since PTA contribution were ten-fold the UPE capitation.

Recommendation 2: Government ought to consider demand side financing where pupils whose parents cannot afford the PTA contributions should be therefore taken as the target group for poverty alleviation programs such as operation wealth creation. These may be identified with the help of the head teachers and LCs such that they can be empowered to provide for the basic school requirements to their children.

Recommendation 3: Emphasis should be made on parents to provide meals to their pupils if they are to realize better performance outcomes. Providing meals could protect girl children from being misguided by opportunistic men who appear to capitalize on their challenge and end up defiling them in exchange for pancakes for lunch. Government through the district authorities, departments and agencies should carry out sensitization drives on the purpose of feeding pupils.

Issue 5: Absence of accountability systems for effective teaching and learning

It was found that apart from financial accountabilities that are usually found displayed on school noticeboards, other forms of accountabilities are ineffective or lacking especially compelling/sanctioning teachers to report on time and teach, parents to attend PTA meetings, pupils to learn and do homework as well as SMC members to manage school activities according to guidelines.

Recommendation 1: In order to achieve effective teaching and accountability for time spent on task, head teachers should be empowered to sanction or determine the teachers' pay based on their performance by putting the salary budget in control of head teachers.

Recommendation 2: Government should empower school management committee to effectively monitor and prevail over or sanction teachers who fail on their teaching duties. A detailed feasibility analysis and financial implication of providing monetary incentive to SMCs members is recommended.

Issue 6: Curriculum and Inefficient pedagogical approaches used in schools

Some of the teaching approaches found in schools are: teachers explain and read to pupils, writing on the board while the pupils copy, lote learning and self-study at some point. Some of these techniques require learners to be literate and capable to read as well as master basic concepts. In situation where classes are big, learners may not comprehend. Thus the quality of the graduates will not have the required minimum lifelong skills to survive on let alone general knowledge.

Recommendation 1: Teachers should be regularly enrolled for refresher courses to equip them with up-to-date techniques of administering the curriculum to learners. Authorities should intensify support supervision to help the teachers apply pedagogical approaches that resonate with the needs of the learners. These approaches should thus be learner centered and responsive to the changing trends in the learners' beliefs, attitudes and practices.

Recommendation 2: Consideration of an in-depth study on the effectiveness of the thematic teaching versus the English language to be taught from the start of their primary cycle so that pupils thoroughly comprehend the language that is used as a medium of assessment.

Recommendation 3: The teaching of lifelong skills such as art and craft, carpentry, tailoring and home economics should be incorporated in the primary education curriculum to equip pupils with skills they can use to sustain their livelihoods in case they can't continue beyond P.7. The vocationalization of UPE can be an issue to consider.

Recommendation 4: The curriculum should be improved in way that it remains a continuation of primary level subjects even after P.7. The curriculum has continued to confuse the learners because once they reach in secondary schools they are introduced to something new without a clear linkage from Primary level curriculum.

Issue 7: Funding

Almost all the stakeholder in the sector decry inadequate or lack of funding to critical needs of the sector such as teaching and learning materials, school infrastructure such as classrooms, school inspection and teacher support supervision. Inadequately facilitated work force leads to low morale and poor service delivery

Recommendation 1: The allocation method of UPE capitation grant should be revised from unit cost per child to the needs of the school factoring in the location and backgrounds of the pupils.

Recommendation 2: The SFGs should be considered for all schools not only to build new infrastructure but also to maintain the existing ones. The funding trends should factor in the inflation that affect the costs of school inputs year-in year-out.

Recommendation 3: The school inspectorate both at national, district as well as school level was limited, largely because of poor facilitation. Regular monitoring, inspection and support supervision should be given priority funding. Even the gaps derived therefrom should be acted upon by the relevant stakeholders.

6. Acknowledgements

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9. Appendices

Appendix I: List of Stakeholders consulted at National Level

S/N	Name	National level consultations Institution	POSITION	TELL	email
1.	Dr. Nassali Rosemary	MoESTS	PS		
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23.	MADINA GULOBA	EPRC	RESEARCHER	0712943321	mguloba@eprcug.org
24.	JOHNBOSCO MUKULA	NBS TV	HEAD OF NEWS	417720101	
25.	JUDITH MUTABAZI	NPA	PLANNER POPLN & SOCIAL DEVELPT	312310705	jmutabazi@npa.ug

26.	KARUHANGA ROGERS	UNEB	EXAMINATIONS ASSISTANT	0772559528	
27.	DR. OMARA KIZITO	NAPE	SENIOR EXAMINATION OFFICER	.	.
28.	NASALI LUKWAGO	MOESTS	PERMANENT SECRETARY with THE TEAM OF 6 COMMISSIONERS	.	.
29.	ROGERS MAKAFU	SESMAT	TRAINER	0782150028	.
30.	DR. ALBERT BYAMUGISHA	OPM	COMMISSIONER M&E	0772401732	abyamugisha@gmail.com
31.	DR. OMALA KIZITO	NAPE	SENIOR EXAM. OFFICER		
32.	MR. TIMOTHY LUBAGA	OPM	A/C COMMISSIONER M&E		
33.	MR. ABDUL MUWANIKA	OPM	PRINCIPAL ECONOMIST		

Appendix II - Figure UPE program Results Chain Framework

UPE Program objectives	Inputs	Activities/ Processes	Outputs	UPE Outcomes	Final Outcome
1.Make education equitable in order to eliminate disparities and inequalities

2.Ensure that education is affordable by the majority of Ugandans | School rules and regulations Appropriate instructional materials Teachers School Infrastructure Learners Bye laws Co-curricular facilities Curriculum Capitation grants Parents' contributions Materials for inclusive education units | Recruitment of qualified teachers Provision of meals Adherence to the prescribed curriculum Capitation grants Provision of physical infrastructure | • Improved pupil/teacher ratio
• Improved teacher attitude
• Improved pupil/textbook ratio
• Improved pupil/stance ratio
• Improved pupil/desk ratio
• Improved pupil/classroom ratio | **Equitable access** | |

3.Provide the facilities and resources to enable every child to enter and remain in school until the primary cycle of education is complete	Tutors Book specs BOQs Building materials Equipment	Training and deployment of teachers Monitoring of school activities by School Management Committees Inspection and support supervision of schools by Inspectors of schools Procurement of the relevant books, furniture and other materials Construction of classrooms and latrines		**Effectiveness and efficiency**	Better Learning achievement
4.Reduce poverty by equipping every individual with basic skills (numeracy, literacy, life skills and other skills)	Trained and qualified teachers Accountability system for teachers and head teachers Effective and competent SMCs Learner centered school programs Relevant and engaging curriculum Learner friendly school environment	Training and recruitment of teachers Regular/continuous assessment of learners Provision of guidance and counseling Provision of sanitary kits curriculum	• Better pupil attendance • Improved completion rates	**Quality and relevance**	

| Community embraces the UPE program. | Instructional materials are available;

There are built synergies between the school management and community; | provide scholastic materials and food. | | and functional |

Appendix III: Legal Policy documents reviewed

| Legal Document	Article/ Clauses	Description of key objectives/legal contents
Constitution of the Republic of Uganda (1995)	Article XIV (b)	All Ugandans enjoy rights and opportunities and access to education, health services, clean and safe water, work, decent shelter, adequate clothing, food security and pension and retirement benefits.
	XVIII (i)	The State shall promote free and compulsory basic education.
	XVIII (ii)	The State shall take appropriate measures to afford every citizen equal opportunity to attain the highest educational standard possible.
	XVIII (iii)	Individuals, religious bodies and other nongovernmental organizations shall be free to found and operate educational institutions if they comply with the general educational policy of the country and maintain national standards.
	30	All persons have a right to education
	34 (2)	A child is entitled to basic education which shall be the responsibility of the State and the parents of the child.
	189	The Government is responsible for the functions and services of the education policy
Education Act (2008)		Stipulates the need of education in national development
The Equal Opportunities Commission Act (2007)		Equality in education to avoid gender disparities
Local Government Act 1997		a) Transferred Primary and Secondary Education services to Local Governments; b) Updates the Framework for managing Primary Education.
Revised School Management Committee Regulations 2000; The Education Bill 2000,		Revises and updates the Education Acts 1970 and provides for a more contemporary framework for managing Education in Uganda. *This Bill is yet to be assented to.*
The Uganda National Examinations Board Act 1983		To establish the Uganda National Examinations Board, its functions, management and other matters connected therewith.
University and other Tertiary Institutions Act 2001.		Establishment of Universities and Other Tertiary Institutions Act 2001. Provides a legal framework for managing institutions that fall in this category
The Universities and Other Tertiary Institutions Act (2001)		Establish, regulate and guide a system governing institutions of higher education;
The Business, Technical Vocational Education and Training Act, 2008		To establish an institutional framework define the scope and levels of BTVET programmes and the roles of the different stakeholders in the provision of BTVET;
The National Curriculum Development Centre Act 1973		To provide for the establishment of the National Curriculum Development Centre, to make provision for its constitution, management and functions and for other matters related thereto

Appendix IV: Summary of UPE Policy framework in Uganda

Policy/Plans/Programmes	Main Objectives
NDP II (2015)	To foster and strengthen Uganda's Competitiveness for Sustainable Wealth Creation, Employment and Inclusive Growth.
Vision 2040	To build a Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years.
NDP I (2010)	To steer the economy to Growth, Employment and Socio-Economic Transformation for Prosperity.
Gender in Education Policy (2010)	a) Enhance equal participation for all in the education system; b) Promote the provision of relevant knowledge and skills equally to males and females.
Strategic Plan for Universal Secondary Education in Uganda 2009 - 2018 (2009)	a) Improve access, quality, relevance and equitable access to quality secondary education; b) Increase effectiveness and efficiency in delivery of secondary education.
Early Child Hood Development (ECD) Policy (2008)	a) Formulate the policy framework, and clarify the roles and responsibilities of different stakeholders in the management of ECD services; b) Provide guidelines and standards for those wishing to develop quality ECD programs.
Revised Education Sector Strategic Plan 2007-2015 (2008)	a) Improve the quality, relevance, and equitable access to quality education; b) Improve effectiveness and efficiency in the delivery of primary education.
National Physical Education and Sports Policy (2004)	Improve access, quality, planning, management and administration of physical education and sports in the country.

Appendix V: Evolution and Structure of Education system in Uganda

Uganda's education system follows that of the former colonial masters, the British. The education system in Uganda is four-tiered structure of formal training.
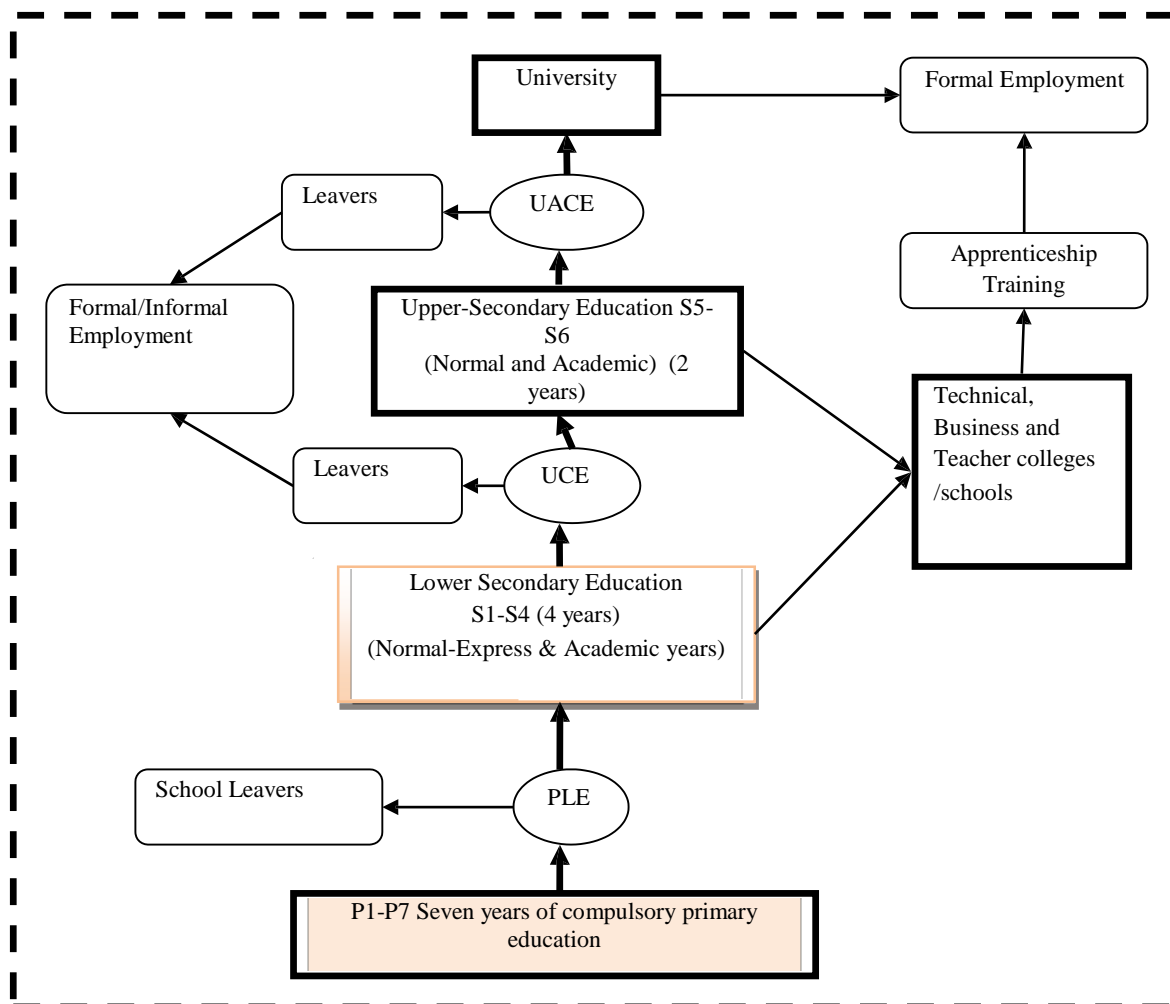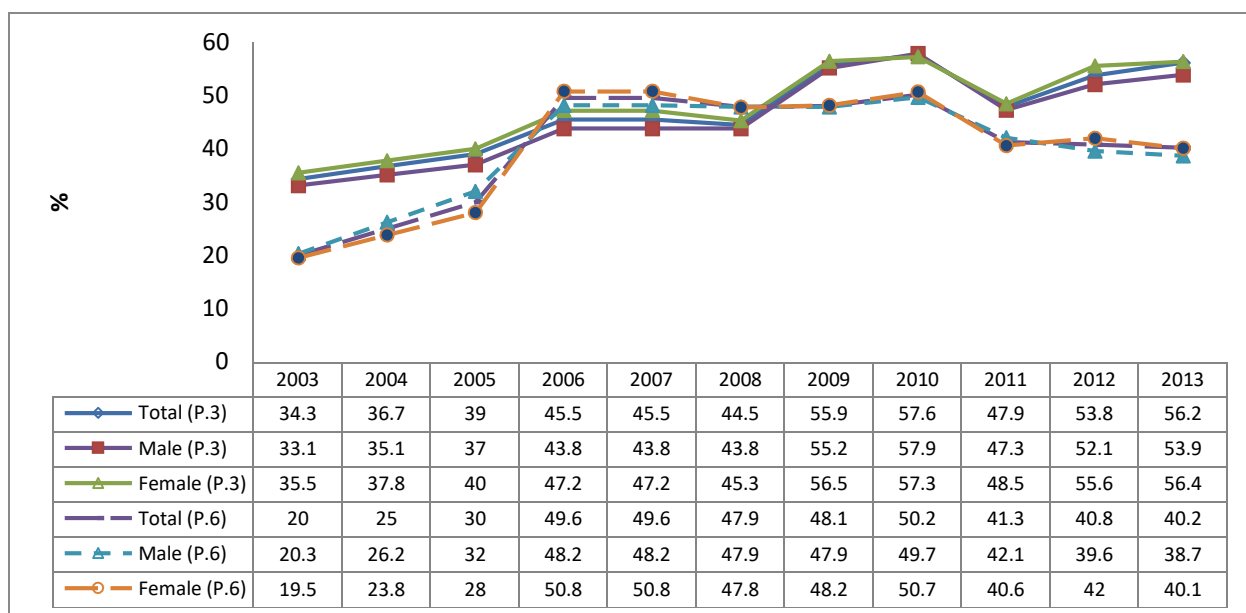
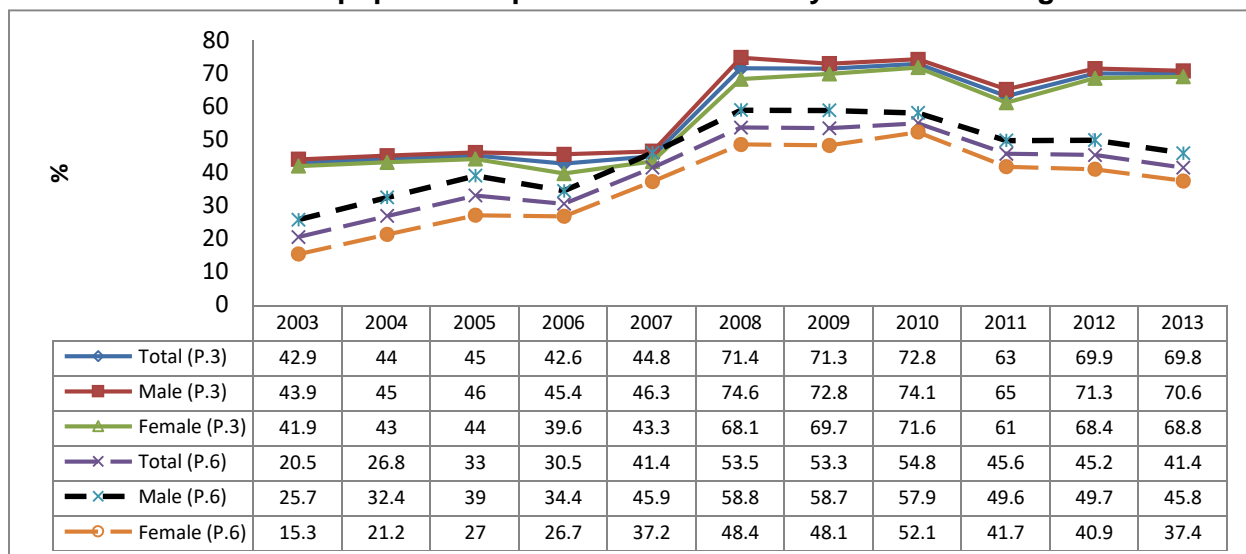Source: Developed by the evaluator based on Government White Paper (Government of Uganda 1992)

Appendix VI: Continuous National Assessment for Progress in Education (NAPE)

Percent of P3 and P6 pupils rated proficient in Literacy 2003-2013 in Uganda

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Total (P.3)	34.3	36.7	39	45.5	45.5	44.5	55.9	57.6	47.9	53.8	56.2
Male (P.3)	33.1	35.1	37	43.8	43.8	43.8	55.2	57.9	47.3	52.1	53.9
Female (P.3)	35.5	37.8	40	47.2	47.2	45.3	56.5	57.3	48.5	55.6	56.4
Total (P.6)	20	25	30	49.6	49.6	47.9	48.1	50.2	41.3	40.8	40.2
Male (P.6)	20.3	26.2	32	48.2	48.2	47.9	47.9	49.7	42.1	39.6	38.7
Female (P.6)	19.5	23.8	28	50.8	50.8	47.8	48.2	50.7	40.6	42	40.1

Source: Drawn by Author Based on UNEB Surveys, (2003-2010)

A Percent of P3 and P6 pupils rated proficient in numeracy 2003-2010 in Uganda

|	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Total (P.3)	42.9	44	45	42.6	44.8	71.4	71.3	72.8	63	69.9	69.8
Male (P.3)	43.9	45	46	45.4	46.3	74.6	72.8	74.1	65	71.3	70.6
Female (P.3)	41.9	43	44	39.6	43.3	68.1	69.7	71.6	61	68.4	68.8
Total (P.6)	20.5	26.8	33	30.5	41.4	53.5	53.3	54.8	45.6	45.2	41.4
Male (P.6)	25.7	32.4	39	34.4	45.9	58.8	58.7	57.9	49.6	49.7	45.8
Female (P.6)	15.3	21.2	27	26.7	37.2	48.4	48.1	52.1	41.7	40.9	37.4

Source: Drawn by Author Based on UNEB Surveys, (2003-2010)

Appendix VII: Cross Country Comparison of SACMEQ 11 (2000) and III (2007) results

Uganda has participated in SACMEQ studies three times, the first one in 2000 (SACMEQ II) and second one in 2007 (SACMEQ III), and latest one (SACMEQ IV). The study utilises cross country data for SACMEQ III. Comparing Uganda's performance with other SACMEQ countries, results as presented in Figure 12 indicate that the mean pupil scores of each country and the SACMEQ II and III average (standardised score=500). The standardised score can only be used to compare between SACMEQ III countries, and not as a broader international measurement. Generally, the countries that perform either above or below the SACMEQ III average are the same for both subjects.

Figure 12   Pupils' Mean Reading and Numeracy scores per Country
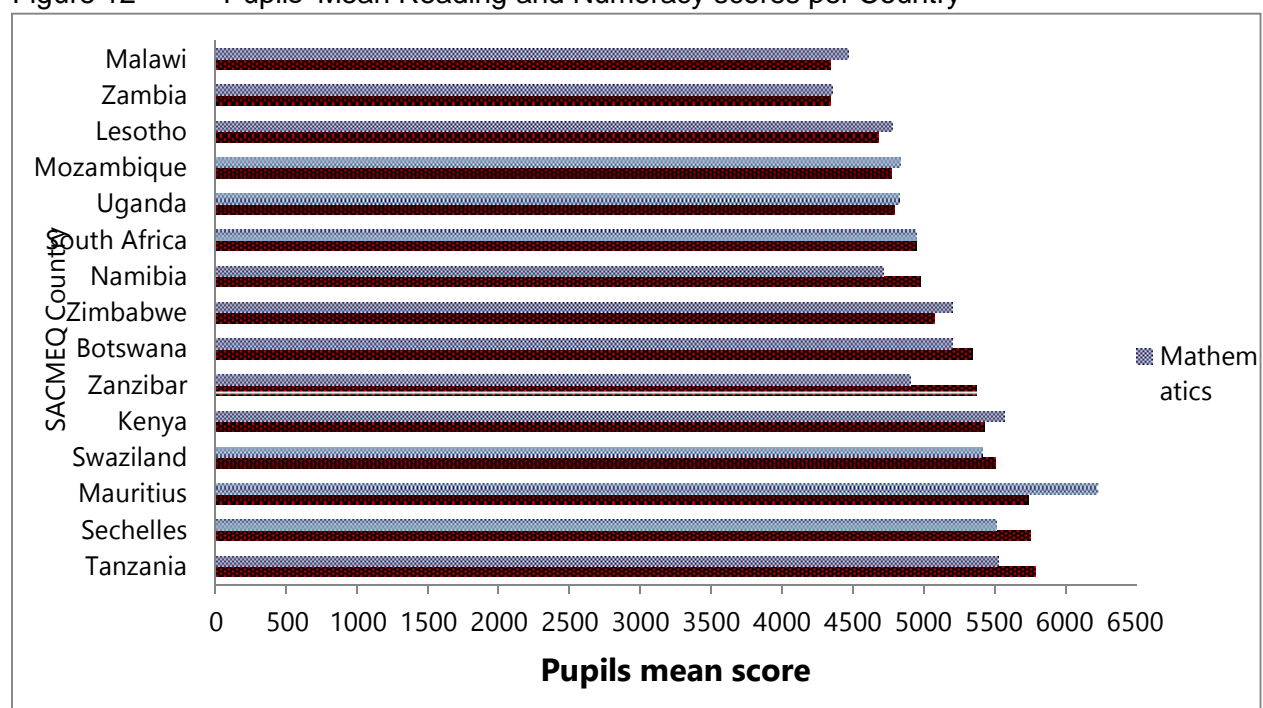
Source: Kenneth Ross, Demus Makuwa et al. (2010)

Appendix VIII: Responses on rules and regulations

- **Most Method Used by the school while punishing or rewarding pupils.**

Method of punishment	Yes	No	None response (%)	Total
Suspension/Expulsion	(42%) 203	(55%)269	3	**100**
Corporal punishments	(28%)135	(70%) 342	2	**100**
Extra class work/home work	(56%)275	(39%)193	5	**100**
Kept in classrooms school outside normal hours	(36%)174	(61%)298	3	**100**
			0	**100**
Exclusion from sports	(27%)133	(68%)332	5	**100**
Report to parents	(86%)420	(11%)52	3	**100**
Physical exercise	(63%)309	(33%)160	4	**100**
Time out but within school	(41%)201	(54%)266	5	**100**

Appendix IX: Pass grades (%) in UNEB results

Year	DIV I	DIV II	DIV III	DIV IV	DIV U
1991	8.49	36.36	13.67	20.62	20.85
1992	7.98	26.32	11.05	19.90	34.75
1993	10.93	28.28	16.30	19.87	24.62
1994	10.45	28.85	13.00	20.16	27.55
1995	10.94	29.27	13.62	22.10	24.07
1996	9.07	33.34	12.66	20.83	24.09
1997	10.64	37.32	14.30	19.79	17.95
1998	9.60	32.70	14.36	21.43	21.91
1999	11.19	34.21	12.75	21.67	19.20
2000	7.78	35.31	17.96	17.38	21.57
2001	7.77	34.49	17.96	13.50	19.80
2002	8.00	30.22	17.68	11.01	22.64
2003	10.12	34.13	18.06	11.96	17.76
2004	6.91	34.87	16.55	15.62	18.77
2005	4.62	36.67	23.86	13.03	14.05
2006	7.37	44.10	19.84	11.06	11.00
2007	7.21	43.46	20.30	10.78	12.76
2008	3.50	31.86	28.57	13.17	18.39
2009	6.43	38.53	23.75	13.13	13.75
2010					
2011	9.21	40.52	19.43	14.02	13.10
2012	10.50	44.34	18.28	12.00	11.16
2013	9.09	42.62	21.57	11.80	11.48
2014					