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The Role Of Government Agencies In Enhancing Quality In Universal Primary Education In Uganda

Balojja Tom Darlington

Student of PhD in Education,
Veer Narmad South Gujarat University,
Surat Gujarat India

Dr. Pranchandra Master

Associate Professor,
College of Education Kharod,
(Guide)

Abstract: ***This study analysed the roles of Government agencies in Enhancing Quality in Universal Primary Education in Uganda. It centered around two objectives namely; examining the extent to which Government agencies perform roles intended to enhance quality in Universal Primary Schools, and relating roles Government agencies perform and the performance of quality in UPE Schools. A cross-sectional survey design was used sampling 210 schools drawn from 4 districts and Kampala Capital City Authority. Results showed that Government agencies do not provide adequate teachers, instructional materials and infrastructure as theses were proved by the study as major challenges in enhancing quality in UPE. Government should therefore prioritise recruitment of 6000 teachers per year to cater for the growing enrolments and maintaining a standard teacher pupil ratio of 45:1. Government should also restructure the Ministry of Education, Science, Technology and Sports to allow for establishment of a separate Authority responsible for Basic and Secondary Education.***

Keywords: Analysing, Government agencies; Quality; Universal Primary Education.

I. INTRODUCTION

Globally, the period stretching to 200 years ago has realized a remarkable expansion in enrollments in primary education. In 1830, near-universal primary education was limited to a few states in the United States, and the great majority of the world's children received no formal education at all. By 1870, about 12 and 23 percent of the world's children aged 5-14 were registered in a school and by 1950 this number had enlarged to 47 percent (Benavot and Riddle, 1988). By 2002, worldwide net primary enrollment was about 87 percent, with a gross enrollment ratio of about 100 percent (World Bank, 2007).

Universal Primary Education (UPE) policy became pronounced among Sub-Saharan Africa in the mid-1990s (Avenstrup et al. 2004; UNESCO 2008). Specifically, in Uganda, this Policy was started in 1997, where Government introduced tuition free primary education that was extended up to 4 children per family. In 2003, the programme was opened to all school going age children (6+) taking into consideration marginalized groups like the disabled and female children. Consequently, enrolment in primary schools swelled from 2.6 million in 1996 to 8.7 million to date (Ministry of Education and Sports, 2012; Ministry of Education and Sports, 2015; Uganda Bureau of Statistics, 2016).

Uganda became independent in 1962 but the government had little investment in primary education until 1992. This is when Government of Uganda, as a result of consideration and adoption of the Report of the Education Policy Review Commission of 1989, issued a White Paper on Education. This document became the benchmark used to carry out reforms, to ensure access to equitable, quality education.

A. STATEMENT OF THE PROBLEM

Since 1992 when the Government White Paper on Education was flagged off as the benchmark for education management in Uganda, government has carried out several reforms. For primary education in particular, these include; Primary Education Reform Programme (PERP) introduced in

1993 to train teachers and strengthen capacity for education training and management; Poverty Eradication Action Plan (PEAP) of 1997 which identified priority programmes in the social sector and integrated them in structures of investment programmes; and a tuition free primary education for four children introduced in 1997 and later declared UPE in 2003. In 2000, Government introduced Teacher Development and Management Programme (TDMS) to strengthen training of teachers, and improvement of school governance and management. It also adopted the Continuous Assessment in 2003 where Uganda National Examinations Board (UNEB) was to monitor progress of performance in literacy and numeracy; and later in 2007.the thematic curriculum to enhance literacy and numeracy was also introduced

All these reforms were meant to provide useful pointers on the quality of education. However, despite all these and while enrollment has improved to a level worth appreciation, desired education quality is yet to be attained. UPE has stakeholders expected to play various roles in their respective capacities. The question is what went wrong that has failed the programme to realise the desired quality. This is hence the need to conduct a study on the role of government agencies in enhancing quality of UPE.

According to UN POST - 2015 AGENDA High Level Panel Report,

"*Education is about far more than basic literacy and numeracy. While the targets are about access to school and learning, education's aims are wider. As set out in the Convention on the Rights of the Child, education enables children to realise their talents and full potential, earn respect for human rights and prepares them for their role as adults. Education should also encourage creative thinking, teamwork and problem solving. It can also lead people to learn to appreciate natural resources, become aware of the importance of sustainable consumption and production and climate change, and gain an understanding of sexual and reproductive health. Education supplies young people with skills for life, work and earning a livelihood"* (Yudhyono, Sirleaf and Cameroon, 2013:48).

Quality in Universal Primary Education in Uganda is among others measured in terms of output indicators that is, literacy (reading, mathematical, scientific), and competencies. Other measures are outcome/ attainment indicators which include; completion rates; and survival rates. There are also process indicators like the classroom pupil ratio. This study however, focused on output indicators emphasising literacy competencies namely; reading and writing; and numeracy competencies like addition, subtraction, multiplication and division. It also underscored life skills like critical thinking, communication, decision making and problem solving as investigators' areas of interest. Therefore, the statement of the problem for this investigation is; *"An Analysis of the roles of Government Agencies in Enhancing Quality in Universal Primary Education in Uganda"* focusing on Government agencies as independent variables and quality indicators namely; literacy, numeracy, PLE performance and life skills as dependent variables.

B. OBJECTIVES

This study was guided by two objectives: To examine the extent to which government agencies perform roles intended to enhance quality in Universal Primary Schools; and to relate roles government agencies perform and the performance of quality in UPE Schools;

C. SIGNIFICANCE OF THE STUDY

This study benefits government and donors on how to reconsider and reflect on their position on UPE and be able to facilitate its agencies to enhance capacity of the various stakeholders of UPE in order to improve the quality of education in Uganda. It also helps the investigator to analyze the performance of government agencies in view of their roles, analyze the existing management systems in schools and establish obstructions in order to inform the policy makers, about what could be done to improve the system.

II. REVIEW OF RELATED LITERATURE

The literature reviewed indicates that there are a number of government agencies and legal instruments that work towards enhancing Quality in Universal Primary Education. For example, Government of Uganda (1995) acknowledges that Primary education service is a shared function between Central and Local Governments (Districts and Municipalities) with Central Government mainly concerned with policy formulation and guidance whereas local Governments are responsible for governance.

The government role in implementation of UPE has majorly been that of financing the program. Total education spending enlarged from 2.1% GDP in 1995 to 4.8% of GDP in 2000, whereas the portion of the education sector in the national budget increased from 13.7% in 1990 to 24.7% in 1998. In addition, under the country's Education Sector Investment Plan, as much as 65% of the education budget was to finance primary education (Policy Brief 10, 2006:1). In 2014 this share however, reduced to 59% of the Sector to Sub-sector (Revised Education Sector Strategic Plan 2007- 2015). To date, the budget allocations have drastically fallen to a miserable 13.47% as at the end of the financial year 2014/15. This is lower than what it was by 1990 before the reforms introduced by the government White Paper (2015 Education and Sports Sector Review Report).

The main roles of the Ministry of Education and Sports (MoES) in the implementation of UPE, as specified in the guidelines of 1998, and as revised in 2008 guidelines. These roles include;

"*training and retraining of teachers; providing instructional materials in the form of textbooks and teachers' guides; contributing to the construction of basic school facilities (e.g. classrooms, libraries); supervising, monitoring and evaluating the implementation of UPE; providing curriculum, monitoring and assessment standards*" (Policy Brief 10, 2006:2, Ministry of Education and Sports, 2008:10-11)

Policy Brief 10, (2006:2) further notes as follows:

"In terms of expenditure, the MoES provides two types of grants for UPE, namely capitation (fees) grants and school facilities grants. Capitation grants are paid on the basis of the number of students enrolled in a school and the level of education. The monthly grant per child was fixed at about US$5 per pupil for classes P1–P3, and US$8 per pupil for classes P4–P7, payable for a fixed period of 9 months per year. The MoES also provides guidelines for the spending of capitation grants in primary schools, which are as follows: 50% on instructional materials; 30% on co-curricular activities (sports, clubs etc.); 15% on school management (school maintenance, payment for utilities such as water and electricity); and 5% on school administration".

According to Ministry of Education and Sports (2015:15), the total approved budget for the Education, Science, Technology and Sports sector in financial year 2014/15 was Uganda Shillings 2,026,633.8 trillion including external financing out of the total national budget of Uganda shillings 15,041,868 trillion, translating into 13.47%s share. This is in comparison with the budget for financial year 2013/14 of Uganda Shillings 1,761.59 billion.

The above literature is a further confirmation that government has a shared function for the implementation of UPE and can influence the quality of education in the country. Accordingly, in a bid to enhance quality in primary schools, the scenario of government performance shows that; the pupil teacher ratio (PTR) stood at 67:1 (8,772,655 pupils/131,840 teachers) in financial year 2014/15 yet in financial year 2013/14 it was 54:1 showing a declining trend; the pupil classroom ratio (PCR) declined by 2 points from 57:1 in financial year 2013/14 to 59:1 in financial year 2014/15; and the total number of teachers on government payroll reduced by 6% from 132,656 in financial year 2013/14 to 131,840 in financial year 2014/15. On the other hand however, the number of pit latrine stances in primary schools increased by 21% from 136,687 in financial year 2013/14 to 165,791 in financial year 2014/15 hence the pupil latrine stance ratio improved from 71:1 to 53:1; and the PLE pass rate improved by 0.2% from 88.10 in 2013 to 88.30% in 2014 (Ministry of Education and Sports, 2015:17)

III. METHODOLOGY USED

A. RESEARCH DESIGN

A cross- sectional survey design to analyse data was used. This design was focused on because the study was to be conducted in a cross-section of regions in Uganda (Kothari, 2004). It also involved visiting a cross section of UPE schools and stakeholders in their respective regions. Kothari (1990) defined a survey as an attempt to collect data from members of a population in order to determine the current status of that population with respect to one or more variables. Dawson, (2009) notes that surveys are also a common, inexpensive way to collect data about program effectiveness, student needs, learning outcomes, user satisfaction etc...

The Investigator used both qualitative and quantitative approaches in collection of data. The reason for use of the two approaches was that the investigator was cognizant of the fact that all methodologies have their limitations and that strengths inherent in any single method could nuetralise or cancel the biases of the other methods. A quantitative approach involved the generation of data in quantitative form and subjected it to rigorous quantitative analysis in a formal and rigid fashion (Kothari, 2004:5). Conversely, the qualitative approach was concerned with subjective assessment of attitudes, opinions and behaviour (Kothari, ibid) towards the role of government agencies in enhancing quality in UPE.

B. TOOLS USED

Selection of the research instruments is an important aspect of a successful research study. In the present study the investigator used opinionnaires and interview schedules which were both used one after the other to collect data from respondents. According to Marwat (2010), an opinionnaire elicits ones attitudes and opinions about a behaviour or phenomenon. It is either of Thurstone style or Likert scale. In this case this study took on the Likert scale whose statements were in affirmative and positive. And as Kothari (2004) notes, these are measured according to a five point scale of strongly agree given5 points, agree woth 4 points, undecided or don't know with 3 while disagree goes with 2 and lastly strongly disagree going with 1. If statements are in negative, then the reverse is true (Marwat, 2010).

C. POPULATION AND SAMPLE OF STUDY

For the sample, Best & Khan, (2011) defined a sample as a small portion of the population that is selected for observation and analysis. The rule of thumb should be that the researcher should obtain as big a sample as possible. However resources and time tend to be major constraints in deciding on sample size to use. For this particular study however, a proportionate stratified random sampling was preferred. In this technique, the population is stratified into a number of non overlapping subpopulations or strata and sample items are selected from each stratum (Kothari, 1990). Walliman, (2001) observes that proportionate stratified random sampling is used when the cases in a population fall into distinctly different categories (strata) of a known proportion of that population. For instance in the case of this study, there are 16% Headteachers, 49% teachers, 16% parents, and 16% SMC chairpersons, making up the population of study from schools. In order to achieve proportional randomized sampling, a randomized sample was obtained from each stratum separately, sized according to the known proportion of each stratum in the whole population, and then combined as previously to form the complete sample from the population. This approach is what was used to come up with a sample from schools as reflected in the table below;

Population	Headteachers 466 (16.7%)	Teachers 1398 (50%)	Parents 466 (16.7%)	SMCs 466 (16.7%)	Total 2729 (100%)
Sample	93(20%)	278 (20%)	93 (20%)	93 (20%)	557 (20%)

Table 1

For the respondents from Government agencies, all concerned people were included in the study since the population of respondents is dependent on institutions. The

sector of Education and Sports at Central Government level has different departments dealing with primary education namely; Basic Education at Ministry of Education and Sports, Basic Education at Directorate of Education Standards, Basic Education at the National Curriculum Development Centre and Basic Education at the National Examinations Board, the responsible office for the entire sector is that of the office of the Permanent Secretary. From each of these, the heads of departments and their assistants were all taken on hence ten (10) respondents from the central government. For the four Districts and the City, the directly responsible respondents are offices of; the Chairperson; the Resident District Commissioner; the Chief Administrative Officer/City Director; the Chairperson of the Education Committee; the Secretary for Education/Social services; the District Education Officer; the District Inspector of Schools; and the Secretary District Service Commission. These were 8 respondents from each District hence 40 respondents in total. The grand total of 50 respondents from Government agencies were accordingly taken as an entire population without sampling.

D. DATA ANALYSIS

On data analysis Burns and Grove (2009:695) describe data analysis as a process conducted to reduce, organize and give meaning to data. In other words, data analysis refers to the systematic organization and synthesis of research data and the testing of research hypotheses (De Vos, Strydom, Fouche & Delport, 2012:716). The aim of data analysis is to transform information or data into an answer to the original research question. The investigator analyzed the data collected for purposes of establishing accuracy and completeness of information using descriptive data analysis. The presentation of data corrected depended on the amount of information contained therein. Analysis and Interpretation of data were based on the objectives and the views of the respondents were both qualitative and quantitative.

For quantitative data analysis SPSS version 20 were used to analyze data from opinionnaires. Frequency tables, percentages and Chi square were used for interpreting the results of the study depending on the need under a particular objective. A 0.05 level of significance was used as alpha to establish the significance of the percentages from respondent's views. This was because non-parametric measures like descriptive and chi-square were used basing on the fact that data analysed was categorical not on scale or ratio. On the other hand, qualitative analysis used data coding, allocating of themes and triangulation analysing data from open ended questions and interviews. Logical inductive techniques and use of direct quotations were also used for both interviews and questions since these allowed the respondents to share their experiences, attitudes, and beliefs in their own words. Conclusions and recommendations were made in relation to the present study.

IV. RESULTS OF THE STUDY

A. TO EXAMINE THE EXTENT TO WHICH GOVERNMENT AGENCIES PERFORM ROLES INTENDED TO ENHANCE QUALITY IN UNIVERSAL PRIMARY EDUCATION IN UGANDA

a. INTRODUCTION

Objective one set out to lead the researcher to a study of examining the level of performance of roles by stakeholders in enhancing quality in UPE schools. It is answering a question; *what is the extent to which government agencies perform the roles intended to enhance quality in universal primary education in Uganda?*

A total of 50 Government representatives were reached although only 48 were the respondents. These were; 8 respondents from Ministry of Education and Sports and 40 from the 4 local governments and Kampala Capital City Authority. Also other stakeholders who included 93 Headteachers, 84 SMC Chairpersons, 93 Parents representatives and 279 teachers were also reached.

The role of government agencies in enhancing Quality in Universal Primary Education in Uganda was measured in terms of; assessing the performance of learners through national examinations; developing policies and policy guidelines; payment of teachers' salaries; setting standards in form of providing curriculum, and providing guidelines on its implementation; providing instructional materials in form of text books, Braille and teachers' guides; Setting up laws and or bye-laws for the successful implementation of UPE; training and re-training of teachers; carrying out periodic inspection of schools to ensure quality teaching and learning within and outside the classroom; providing of adequate capitation grant; providing adequate teachers; construction of basic physical school facilities that are disability friendly; and sentisitisation of the community on UPE.

b. QUANTITATIVE DATA

For quantitative data descriptive statistics was generated from a likert scale opinionnaire with 5 representing strongly agree, 4 for agree, 3 for I don't know, 2 for disagree and 1 for strongly disagree. The mean values less than 3 and close to 1 is an indication of high levels of disagreement with the statement while the mean values close to 5 and more than 3 indicate high levels of agreement with the respective statements. The following descriptive statistics was generated.

Item	Mean	Std. Deviation	Rank
Assessing the performance of learners through national examinations	4.19	0.734	1
Developing policies and policy guidelines	3.94	0.561	2
Payment of teachers' salaries	3.94	0.836	3
Setting standards in form of providing curriculum and providing guidelines on its implementation	3.87	0.789	4

Providing instructional materials in form of text books, Braille and teachers' guides	3.81	0.96	5
Setting up laws and or bye-laws for the successful implementation of UPE	3.81	1.024	6
Training and re-training of teachers	3.75	0.911	7
Carrying out periodic inspection of schools to ensure quality teaching and learning within and outside the classroom	3.63	1.231	8
Providing of adequate capitation grant	3.5	1.072	9
Providing adequate teachers	3.5	1.072	10
Construction of basic physical school facilities that are disability friendly	3.25	1.313	11
Sentisitisation of the community on UPE	3.19	0.96	12

Table 4.1.1: Descriptive Statistics showing the role of government agencies in enhancing Quality of UPE

From the results in table 4.1.1 above, respondents prioritised the extent to which government agencies performed their roles as; assessing the performance of learners through national examinations (Mean=4.19, SD = 0.734) as number one, followed by developing policies and policy guidelines (Mean=3.873.94; SD =0.561) which ties with payment of teachers' salaries (Mean=3.94; SD =0.836). The others in that order are; setting standards in form of providing curriculum, and providing guidelines on its implementation (Mean = 3.87; SD = 0.789); providing instructional materials in form of text books, Braille and teachers' guides (Mean 3.81; SD =0.96); setting up laws and or bye-laws for the successful implementation of UPE (Mean = 3.81; SD =1.024); training and re-training of teachers (Mean 3.75; SD =0.911); and carrying out periodic inspection of schools to ensure quality teaching and learning within and outside the classroom (Mean = 3.63; SD =1.231). They also claim providing adequate capitation grant (Mean = 3.5; SD =1.072) and providing adequate teachers (Mean = 3.5; SD =1.072). The least performed according to government respondents, are; construction of basic physical school facilities that are disability friendly (Mean = 3.25; SD =1.313); and sensitisation of the community on UPE (Mean = 3.19; SD =0.96).

c. QUALITATIVE DATA

On the other hand, interviews and open –ended questions were asked. Interviews were for representatives of government agencies while open-ended questions were part of the opinionnaire. Four questions were asked;

- ✓ *Question one. What is your general view on the performance of quality indicators in your schools?*

From Interviews, table 4.1.2 shows the responses of government representatives on their views on the performance of quality indicators

Remark	Good	Fairly Good/promising	Poor	Total
Mark	25	30	29	84
Percentage	29.8	35.7	34.5	100

Table 4.1.2: showing the results from analysis of views of Government Representatives on the Quality of indicators in UPE

From the results of table 4.1.2 above, 30 (35.7%), of respondents viewed quality as promising while 29 (34.5%) considered it poor. Only 25 (29.8%), viewed it as good. This shows that government representatives, see quality of UPE lacking. However, this question was not discussed further because it was not related to the objective under discussion but helped to lead the investigator to the next question which related well to the objective under discussion.

- ✓ *Question 2: What could be the challenges you face in ensuring performance in (your) school?*

Challenges reflected in table 4.1.2 are those identified by all stakeholders but related to the roles of government agencies.

Challenge	Total	Rate	Rank
Shortage of number of teachers including unfair deployment at schools leading to overwhelming workload/large classes	177	32.5	1
Lack of instructional materials (matching with new curriculum and large number of learners)	162	29.8	2
Lack of teachers' Houses leading teachers to walk long distances	108	19.9	3
Insufficient and inauspicious classrooms for example grass thatched classrooms	102	18.8	4
Inadequate funds	78	14.3	5
Low motivation of teachers (poor remuneration of teachers)	57	10.5	6
Inadequate furniture (P1-P3 have no desks comfortable for their size)	39	7.2	7
Inadequate inspection of schools	21	3.9	8
Class teacher Policy (One teacher per class- what about sick ones?)	6	1.1	9

Table 4.1.2: showing the challenges related to roles of government agencies in enhancing quality of UPE

From table 4.1.2 above, a total of 177 (32.5%) of the 544 respondents, ranked insufficient number of teachers including their unfair deployment at school which leads to overwhelming workload/large classes as number one challenge of the 9 challenges identified related to government roles. This shows that its effect on enhancement of quality is indeed glaring.

On the other hand although, providing of classrooms, teachers' houses and furniture are separated in the table as reported by respondents hence having different numbers, these follow under a role of constructing basic physical facilities which are disability friendly. 108 (19.9%), 102 (18.9%) and 39 (7.2%) were the figures representing the respondents opinions on inadequate classrooms, lack of teachers' houses and inadequate furniture respectively. Suffice it to say that the role of government agencies of constructing basic physical

facilities which are disability friendly was the worst performed still since the sum of respondents on the matter is 249 out of 544 representing 45.7%. Government is also providing inadequate instructional materials for this is ranked challenge 2 with 162 respondents representing 29.8%.

Others are inadequate funding ranked number 5 with 78 (14.3%) respondents. On this, one district chairperson had to observe that *"the capitation grants' formula is shillings 3,400 (US$1) per pupil per term which shows that, the grants given to schools have never been enough hence affecting the stakeholders to implement UPE in Uganda"*

For question three and four namely;

Three: In your view what should be most emphasized by the policy in ensuring that as a stakeholder you are at the front to ensure excellence in performance of quality indicators?

and

Four: Any other comment you can give to ensure that as a stakeholder, your roles are adequately performed to enhance quality in your school?

Responses were added up because question four was augmenting question three in ensuring that the respondents think further in suggesting best options to improve on performance.

To answer the two questions, thematic areas were developed basing on the responses made from interviews conducted. Results are as shown in table 4.1.4 below

Suggestion	Responses	Percentage	Rank
Recruit/provide more teachers (Cater for maternity, sicknesses) (PTR be at 50:1)	12	14.3	1
Refresher Courses for teachers	11	13.1	2
Education Offices/schools should improve on inspection (support supervision) of schools/teachers to make it regular	11	13.1	2
Increase the salary for the teachers	10	11.9	4
Stakeholders should improve on monitoring schools (be involved in all activities of the school.	9	10.7	5
Government must provide enough learning materials for both teachers and pupils (Readers for practice)	8	9.5	6
Ensure parents play their roles (Pass ordinances, levy fines)	8	9.5	6
Construct more classrooms	7	8.3	8
Need for training of SMC(key stakeholders) members	5	6.0	9
Encourage sharing and replication of good practices	1	1.2	10
Re-introduce the scheme of service	1	1.2	11
Emphasise staff performance appraisal	1	1.2	12
Total	**84**	**100.0**	

Table 4.1.4: Showing Suggestions of Government Representatives on Improvement of Performance

Although the objective is emphasising the extent to which stakeholders perform their roles, these questions were asked to help the study to establish the missing link in performing such roles in order to establish the areas of concern that require emphasis. From table 4.1.4 above, teachers still emerge a major issue ranked number one, followed by refresher courses and salary increment both ranked as number two with 11 (13.1%). Next is inspection (10.7%) ranked number four followed by providing instruction materials and passing of appropriate laws tying as number six both with 9.5%. Number eight and nine are construction of classrooms and training of SMCs with 8.3% and 6.0% respectively. The least considered are replication of good practices, re-introducing scheme of service and emphasising staff appraisals all ranked number twelve with 1.2%. The above results emphasise 6 suggestions to do with teachers namely; increasing number of teachers, salary, refresher courses, replicating good practices, re-introducing a scheme of service and performance of appraisals. This shows the importance of teachers in enhancing quality.

d. CONCLUSION

In summary, the above findings indicate that government has not adequately performed its roles effectively. In particular, government has not provided adequate capitation grants, teachers, instructional materials and buildings. Teachers are also need to be refreshed same as management committees need training about what is expected of them. Still biting laws need to be enacted or enforced.

B. TO RELATE ROLES STAKEHOLDERS PERFORM AND THE PERFORMANCE OF QUALITY INDICATORS IN UPE SCHOOLS

a. INTRODUCTION

Stakeholders emphasised in this study remain as seen in objective one above. A null hypothesis for this objective stated that *"there is no relationship between roles of stakeholders and performance of quality indicators"*. In order to establish the relationship between roles stakeholders perform and the quality indicators realised, roles of each

stakeholder category were subjected to a chi-square analysis. This is so because; chi square is a non-parametric measure suitable for measuring relationships of variables of categorical or ranked data. Non parametric variables are those variables not measured on scale or ratio but categorical or ranked (Gupta, 2013:233). In this case, both the roles and the quality indicators of this investigation are categorical variables whose measurement is not on scale or ratio. They were instead measured by rank using the likert scale since they looked at attitudes or opinions. When the chi-square analysis was conducted, analysis was done on a "one to one" basis in regard to quality indicators and roles being related. The purpose was to establish whether the relationship was significant or not in order to accept or reject the null hypothesis. All variables thus, were subjected to a chi-square analysis using the SPSS 20.0 and results are as shown below;

b. CHI-SQUARE ANALYSIS SHOWING THE ROLE OF GOVERNMENT AGENCIES IN ENHANCING QUALITY OF UPE

For the government agencies, a hypothesis was put which stated *"that there is no relationship between the roles of government agencies and performance of quality indicators in UPE"* Results from the data analysed quantitatively using the chi square, are reflected in table 4.2.1 below:

Quality Indicator	Chi-Square	df	Asymp. Sig.
Correctly read and write in their local language by P.3	7.125[a]	2	.028
Correctly adding and subtracting numbers involving two place values in local language by P3	22.500[a]	3	.000
correctly multiplying and dividing numbers involving two place values by P.3	16.125[a]	2	.000
Correctly reading and writing in English by P.6	4.875[a]	2	.087
Correctly add and subtract numbers involving two place values by P.6	22.500[b]	3	.000
Correctly multiplying and dividing numbers involving two place values by P.6	32.625[c]	4	.000
Passing PLE according to P7 results	13.875[a]	2	.001
PLE performance index is 100%	10.500[b]	3	.015
Competence in self awareness by P7	15.000[b]	3	.002
reflect competence in critical thinking by P7	16.600[d]	3	.000
Competence in Creative thinking by P7	10.500[b]	3	.000
Competence in problem solving by P7	11.625[a]	2	.003
Competence in decision making by P7	3.600[c]	2	.165
Exhibit a spirit of selflessness and feeling for others	19.500[b]	3	.000
Competence in communication by P7	4.500[b]	3	.212
Coping with emotions by P7	10.200[d]	3	.017
Coping with stress by P7	42.000[c]	4	.000
Exhibiting interpersonal skills by P7	17.625[c]	4	.001

Source: SPSS output data

Table 4.2.1: showing the chi square results of the relationship of quality indicators

From table 4.2.1 above, chi square results indicate that the relationship of roles with quality indicators is significant at $p<0.05$. However, for reading both at P6 and P.3, decision making, creative thinking and communication, relationship is insignificant. These results met the criteria that 0 (0.0%) have expected frequencies which are less than 5. Specifically, reading and writing at P3 is reading $X^2 = 7.125^a$ (df=2, N=48) $P<0.05$ (not significant); addition and subtraction by P3 is reading $X^2 = 22.500^b$ (df=2, N=48) $P>0.05$; multiplying and dividing by P.3 is reading $X^2 = 16.125^a$ (df=2, N=48) $P>0.05$; reading and writing in English by P.6 is reading $X^2 = 4.875^a$ (df=2, N=48) $P<0.05$ (not significant); addition and subtraction of two place values by P.6 is reading $X^2 = 22.500^b$ (df=3, N=48) $P>0.05$; correctly multiplying and dividing numbers involving two place values by P.6 is reading $X^2 = 32.625^c$ (df=4, N=48) $P>0.05$; passing PLE according to P7 results is reading $X^2 = 13.875^a$ (df=2, N=48) $P>0.05$; PLE performance index is 100% is reading $X^2 = 10.500^a$ (df=2, N=48) $P>0.05$; competence in self awareness by P7 is reading $X^2 = 15.000^b$ (df=3, N=48) $P>0.05$; reflect competence in critical thinking by P7 is reading $X^2 = 16.600^d$ (df=3, N=48) $P>0.05$; competence in creative thinking by P7 is reading $X^2 = 10.500^b$ (df=3, N=48) $P<0.05$ (not significant); competence in problem solving by P7 is reading $X^2 = 11.625^a$ (df=2, N=48) $P>0.05$; competence in decision making by P7 is reading $X^2 = 3.600^c$ (df=2, N=48) $P<0.05$ (not significant); exhibit a spirit of selflessness and feeling for others is reading $X^2 = 19.500^b$ (df=3, N=48) $P>0.05$; competence in communication by P7 is reading $X^2 = 4.500^b$ (df=3, N=48) $P<0.05$ (not significant); coping with emotions by P7 is reading $X^2 = 10.200^d$ (df=3, N=48) $P>0.05$ (not significant); coping with stress by P7 is reading $X^2 = 42.000^c$ (df=4, N=48) $P>0.05$; and exhibiting interpersonal skills by P7 is reading $X^2 = 17.625^c$ (df=4, N=48) $P>0.05$.

Similarly, table 4.2.2 below, shows this relationship when the roles are considered.

Role	Chi Square	df	Assymp sig.
Training and retraining of teachers	27.375[a]	2	.000
Developing policies and policy guidelines	63.375[a]	2	.000
Providing of adequate capitation grants	13.875[a]	2	.001
Providing of instructional materials in form of text books, Braille and	18.375	2	.000

teachers' guides			
Construction of basic physical infrastructures that are disability friendly	13.500[a]	3	.004
Setting standards in form of providing curriculum and providing guidelines on its implementation	37.500[a]	2	.000
Assessing the performance of learners through national examinations	22.875[a]	3	.000
Setting up laws and or bye laws for the successful implementation of UPE	19.500[b]	2	.000
Providing adequate teachers	13.875	2	.001
Payment of teachers salaries	27.375[a]	2	.000
Sensitisation of the community on PLE	18.375	2	.000

Source: SPSS output data

Table 4.2.2: showing the chi square results of relationship of roles of government agencies

From table 4.2.2 above, there is a significant relationship on performance of roles and quality indicators give n the observed frequencies against the expected frequencies. Training and retraining of teachers reads $X^2 = 27.375^a$ (df=2,N=48) P>0.05; developing policies and policy guidelines reads $X^2 = 63,375^a$ (df=2,N=48) P>0.05; providing of adequate capitation grants reads $X^2 = 13,875^a$ (df=2,N=48) P>0.05; providing of instructional materials in form of text books, Braille and teachers' guides reads $X^2 = 18,375^a$ (df=2,N=48) P>0.05; construction of basic physical infrastructures that are disability friendly reads $X^2 = 13,500^a$ (df=3,N=48) P>0.05; Setting standards in form of providing curriculum and providing guidelines on its implementation reads $X^2 = 37,500^a$ (df=2,N=48) P>0.05; Assessing the performance of learners through national examinations reads $X^2 = 22,875^a$ (df=3,N=48) P>0.05; setting up laws and or bye laws for the successful implementation of UPE reads $X^2 = 19,500^a$ (df=3,N=48) P>0.05; providing adequate teachers reads $X^2 = 13.\ 875^a$ (df=3, N=48) P>0.05; payment of teachers salaries reads $X^2 = 27.\ 375^a$ (df=3, N=48) P>0.05; and sensitisation of the community on PLE reads $X^2 = 18.\ 375^a$ (df=3, N=48) P>0.05.

These results are a glaringly confirming that there is a difference between expected and observed frequencies. As such the null hypothesis that *there is no significant relationship between performance of roles of government agencies and performance of quality indicators* is rejected and accept the alternative *that there is a significant relationship between performance of roles of government agencies and performance of quality indicators in UPE in Uganda.*

V. DISCUSSION OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

A. INTRODUCTION

Local and Central governments in Uganda have various roles in enhancing quality in UPE.

B. DISCUSSION OF FINDINGS

The study noted that government adequately performs the role of assessing of the performance of learners through national examinations (Mean = 4.19, SD = 0.734. This is in agreement with Ministry of Education and Sports (2015:46) confirming that over 90% of candidates who register sit for examinations and examinations are done as scheduled. The other role government performs well is developing policies and policy guidelines (Mean= 3.873, SD = 0.561). Although Nambalirwa (2010) notes that there are poor guidelines provided to local governments in implementation of UPE, the findings of this study noted no weakness in the guidelines government provides generally except for 1% of stakeholders who highlighted poor guidelines on automatic promotion and the class teacher system of deploying teachers. The study also noted that government has provided salaries to teachers on time although it is inadequate. The other role the study noted as performed is the setting of standards in form of providing the curriculum and providing guidelines on the implementation of this curriculum although this is fairly performed with a Mean value of 3.87 and SD of 0.789.

Apparently study revealed that government has not performed well on providing adequate teachers. This is represented by a Mean value of 3.75 with SD at 0.911, and 177 responses (32.5%) ranking it number one challenge by all stakeholders. This is in agreement with the 2014/15 sector review report which highlighted that in financial year 2014/15 the Pupil teacher Ratio (PTR) was 54:1 in government schools as it was in financial year 2013/14. In effect, the total number of teachers on government payroll reduced by 0.6% from 132,656 teachers in financial year 2013/14 to 131,840 in financial year 2014/15 yet in the same year teachers in private schools the number increased (Ministry of Education and Sports, 2015:41). Interestingly, Higgins (2010) observes that by 2010, teacher payroll management then was reported to be of poor quality. In confirmation of this, Ministry of Education and Sports (2015:41 and 46) reveal that whereas the number of teachers in primary schools was 131,840, those paid were 133,163. This indicates payment of teachers who are non-existent to a tune of 1,323. Funds spent here would have been rechanneled to remunerate teachers on payroll or recruit more to mitigate the gap. The situation worsens where there is also poor deployment of teachers already appointed as reported by the study. One Headteacher from Amuria district observed that "*in my school, whereas there are 980 learners, we are only 8 teachers giving us a pupil teacher ratio of 122:1 yet in some schools, the ratio is 60:1"*

The other role of government agencies found inadequate is the construction of buildings like classrooms and teachers houses. It was noted that teachers walk long distances to and from schools rendering them inefficient because they are

always late and leave early. Possibly this is the reason why Ministry of Education (2015) also highlights teacher absenteeism as one key area identified by the Joint Monitoring Team (JAT) in the 2014/15 education sector report. Muralidharan, et al (2012) noted that in India education governance was found to be weak as it was epitomized by high teacher absence quoting the nationally representative study conducted in 2003 where it was found out that 25% of teachers were absent on any given day. According to this study, it was governance that was blamed because government had increased funding from Rupees 122 billion for primary education in 2004-2005 to Rupees 383 billion in 2012-2013 under the Sarva Shiksha Abhiyan programme. 40% of these funds were spent on teachers, 36% on infrastructure and 14% on students. The concern therefore was how this spending translated into improved school quality (measured by inputs) and improved system performance (measured by teacher absence).

Although from the foregoing, India invested resources in construction as represented by 36% on infrastructure for primary education, Uganda allocated only 5% of the primary education sub sector (Ministry of Education and Sports, 2015:42). In fact the only achievement in construction out of these meager funds was the construction of latrine stances whose ratio reduced from 71:1 in financial year 2013/14 to 53:1 in financial year 2014/15. Therefore, absence of teachers from work in Uganda cannot be blamed on governance as it was in India but on lack of accommodation facilities near or at school.

Still on infrastructure, construction of classrooms was highlighted as another area not doing well. The study noted that some classrooms are in a very sorry state where some are grass thatched and made up of mad and wattle. Learning therefore was not conducive under such circumstances. Ministry of Education and Sports, notes that the Pupil Classroom ratio (PCR) declined by 2 percentage points from 57:1 to 59:1 in financial year 2014/15. This means that there was no increase in classrooms and that there was no hope since there were no funds that had been planned for to cater for construction of classrooms. The situation is worsened even where the furniture provided is unfavorable to learners from P1 – P3. The desks provided to such classes are not conducive for the age bracket of the learners in the section. Therefore, this is one important role government agencies have failed to prioritise hence affecting the quality of UPE.

Another role poorly done is that government has not provided adequate capitation funds to run schools. In support of this, one District Chairperson in his comments on challenges faced in enhancing quality in UPE, pointed out that; "*the capitation grants formula of shs 3400 (US$1) per pupil per term shows that, the grant given to schools has never been enough hence affecting the stakeholders to adequately implement the UPE programme in Uganda. Some grants are sent in holidays when schools are closed while others are sent late when the term is almost ending, all of which affect proper planning for the utulisation of the grant for UPE development."* Whereas in India by 2012-13 financial year, government was spending 14% on learners, in Uganda such spending is only 7.4% as of 2014/15 financial year (Muralidharan, et al, 2012, Ministry of Education and Sports 2015:46).

It was noted also that instructional materials are inadequate still. This is worse with materials necessary for reading and writing. This finding is supported by the sector report of 2015. Under the period reviewed by the report, as of 2015, only science books had been supplied moreover in small quantities compared to the number of learners. 96,096 books for P.5, 58,492 books for P6 and 92,550 books for P7 had been supplied in financial year 204/15 (Ministry of Education and Sports, 2015). This is a drop in an ocean because, with an enrolment of 8,772,655 pupils, the supply at this rate will take Uganda another 20 years to realise pupil book ratio of 3:1 as recommended by pedagogy. This puts the quality of learning in UPE at risk of even getting worse especially at a time where a new a curriculum was unveiled not many years back.

Interestingly, the study found out that the relationship between the roles of government agencies and performance of quality indicators was significant at $P<0.05$. Suffice it to say that the study proved that there is a strong relationship between the roles of government agencies and the performance of quality indicators. Grisay and Mahlek (1991:5) support this when they noted then that the notion of quality education should take into account such determinants such as provision of teachers, buildings curriculum, equipment, textbooks, and the teaching process. They opt for a three dimensional composition of the quality of education comprising of quality of human and material resources available for the teaching (inputs), the quality of teaching practices (process) and the quality of results (outputs and outcomes). They sum it up as the quality process at first time and through to production of results. Therefore, where government has not lived to this model, quality education in UPE may not be realised in the near future.

C. CONCLUSIONS OF THE STUDY

This study assessed the roles of government agencies in enhancing quality in UPE in Uganda. It was a cross-sectional research design because it focused on a cross section of regions in Uganda and involved visiting a cross section of UPE schools and stakeholders in their respective regions. Still, it adopted a quantitative approach which involved generation of data quantitatively and subject it to rigorous analysis in a formal and rigid fashion. It also used qualitative approach which was concerned with subjective assessment of attitudes, opinions and behaviour towards stakeholders' roles in enhancing quality.

The role of government agencies in enhancing quality in UPE in Uganda was measured in terms of assessment of learners in national examinations, policy formulation and guidance, curriculum design, development and provision, salary payment, supervision of school activities, construction of buildings, training of teachers and supplying them, and provision of instructional materials. The results indicated that while government was at the centre of implementation of the UPE programme in Uganda, it provided inadequate instructional materials, capitation grants to schools, teachers, classrooms and teachers' houses. Accordingly, this incurably affected other stakeholders to enhance quality of the UPE

programme in Uganda. However, government was found to have performed well in assessment of learners and development of good policies. Unsurprisingly, roles of government agencies, have been found to be significantly related to performance of quality indicators. Therefore, gaps identified in performance of such roles, should adequately be addressed to enable UPE to realise quality.

D. RECOMMENDATIONS OF THE STUDY

Based on the findings of the study, Government should prioritise recruitment of 6000 teachers per year until 2030, to cater for the growing enrolments and maintaining a standard teacher pupil ratio of 45:1. This will enable it to move well in focus with Goal four of the United Nations Sustainable Goals in the next 15 years. Any year that goes without recruiting teachers will only leave a gap and a backlog of 6000 teachers added to the current year in raw.

Government should restructure the Ministry of Education and Sports to allow for establishment of separate Authority responsible for Basic and Secondary Education. Since studies have indicated high returns to investment in primary education and realigning the government position to achievement of goal four of the SDGs is now inevitable, this is the best option to ensure independent planning, organising, directing and control of such an important sector.

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