MANAGING THE IMPLEMENTATION OF UNIVERSAL PRIMARY EDUCATION POLICY IN UGANDAN PRIMARY SCHOOLS

by

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Submitted in the fulfilment of the

requirements for the degree

DOCTOR OF PHILOSOPHY IN EDUCATION

in

EDUCATION MANAGEMENT

in the

COLLEGE OF EDUCATION

at the

UNIVERSITY OF SOUTH AFRICA

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JULY 2020

DECLARATION

I, James Mbabaali Kyambadde, hereby declare that this research study, entitled: ***Managing the Implementation of Universal Primary Education Policy in Ugandan Primary Schools***, that is being submitted for the degree of Doctor of Philosophy in Education (Education Management) in the College of Education at the University of South Africa has not been submitted before by me for any other examination or degree at any University. It is my own work. I have acknowledged information from other sources by appropriate citation and referencing.

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JULY 2020

DEDICATION

I dedicate this research study to my late mother Ms. Suzan Bulya, my late father Mr. Pascal Mbabaali and siblings.

ACKNOWLEDGEMENTS

ABSTRACT

This research study sought to understand *"how the implementation of universal primary education (UPE) policy in Ugandan primary schools is managed".* Furthermore, in exploring the challenges faced as they relate to UPE planning and organising, the research sought to provide evidence-based solutions in form of recommendations to address the planning and organising challenges identified.

Considering the above, in order to understand how the implementation of UPE policy in Ugandan primary schools is managed, as part of the methodological procedures, the research process adopted by the researcher followed a qualitative study approach using a case study research design (collective) as the research design or strategy, and constructivism (interpretivism) as the research paradigm. As part of the triangulation of data, a review of relevant literature was conducted in combination with semi-structured individual interviews and focus group discussions with the purposively selected UPE stakeholders responsible for the management and implementation of the UPE programme in Uganda. The participants included: UPE school principals (school or implementation level); UPE policy makers (Ministry of Education and Sports officials at national level), and district education officials and local government representatives (district level). Inductive thematic analysis was used for data analysis of this research.

The main findings concerning the strength of the current UPE planning and organising framework, among others, were: UPE management and implementation is executed at the national, district and school levels and each UPE stakeholder has a role; UPE implementation management is decentralised and authority is delegated to local governments; and UPE management and implementation constitutes of guidelines and directives. On the other hand, the findings concerning the UPE planning and organising weaknesses (challenges), among others, were: inadequate financial resources in form of low UPE capitation grants; the misuse and misallocation of UPE funds; the lack of consultation and involvement of frontline UPE stakeholders and the civil society in the planning and formulation of UPE policies and the lack of qualifications and skills of the UPE stakeholders responsible for the management of the implementation of the UPE programme.

Considering the research findings, under decentralisation, the top-down UPE management and implementation framework that constitutes the current UPE planning and organising framework, has failed to address key UPE management and implementation challenges especially at the school level.

Therefore, based on empirical and literature review findings of this research study, the management of the implementation of the UPE programme in Uganda, although it has registered some successes, it is still constrained, faces both monetary and non-monetary challenges and is, therefore, internally and externally inefficient. In this regard, in order to address the challenges, the researcher proposes recommendations for the national, district and school levels for consideration and adoption by the Ministry of Education and Sports in order to address the bottlenecks impeding the efficient management and implementation of the UPE programme in Ugandan primary schools. In determining the recommendations and what constitutes a successful UPE planning and organising framework, the researcher considered among other things, the participants' suggestions, and trends or lessons from international best practices.

Key words: decentralisation; international best practice; planning and organising framework; primary education; UPE policy; management and implementation

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LIST OF ACRONYMS AND ABBREVIATIONS

ABEK	Alternative Basic Education for Karamoja
ACODE	Advocates Coalition for Development and Environment
BEUPA	Basic Education for Urban Poverty Area
BoG	Board of Governors
CAO	Chief Administration Officer
CCT	Coordinating Centre Tutor
COPE	Complementary Opportunities to Primary Education
CSO	Civil Society organisation
DEO	District Education Officer
DES	Directorate of education standards
DFID	Department of Foreign and International Development
DIS	District Inspector of Schools
ECD	Early Child Development
EMIS	Education Management Information Systems
EPRC	Educational policy review commission
ESSP	Education Sector Strategic Plan
FPE	Free Primary Education
FY	Financial year
GDP	Gross Domestic Product
GEM	Girls Education Movement
GEP	Gender in Education Policy
GLE	General Law of Education
GoU	Government of Uganda
GPA	General Purpose Account
HIV	Human Immune-deficiency Virus
HRD	Human Resource Development
IATT	Inter-Agency Task Team
ICT	Information and Communication Technology
IGG	Inspector general of government
IICD	Institute for Information and Communication Development

IMU	Instructional Material Unit
LG	Local Government
LRA	Lord's Resistance Army
MDG	Millennium development goals
MoES	Ministry of Education
NARC	National Rainbow Coalition
NCDC	National Curriculum Development Center
NCHE	National council for higher education
NCS	National council of sports
NER	National Enrolment Rate
NGO	Non-governmental organizations
NRM	National Resistance Movement
PAA	Performance Assessment Agreement
PAF	Poverty Action Fund
PEAP	Poverty Eradication Plan
PEC	Programa Escuelas de Calda
PEDP	Primary Education Development Programme
PETD	Primary Education Teacher Development
PLE	Primary leaving examinations
PSLE	Primary school leaving examinations
PTA	Parent-Teachers Associations
PTC	Primary Teachers Colleges
RDC	Resident District Commissioners
SDG	Sustainable development goals
SEP	Secretaria de education publica
SFG	School Facilities Grant
SMC	School management committees
SSA	Sub-Saharan Africa
TDMS	Teacher Development Management System
UBTEB	Uganda business technical examination board
UCE	Ugandan certificate of education
UJAS	Uganda's Joint Assistance Strategy

UN	United Nations
UNAIDS	United Nations Agency for Immune Deficiency Syndrome
UNEB	Uganda national examination board
UNESCO	United Nations Educational Scientific and Cultural organization
UNICEF	United Nations Immune Children Education Fund
UNISA	University of South Africa
UPE	Universal primary education
USAID	United States Agency for International Development
USE	Universal Secondary Education
V.I.P.	Ventilated Improved Pit
WB	World Bank
WHO	World Health Organisation

CHAPTER 1: ORIENTATION OF THE RESEARCH STUDY

1.1 INTRODUCTION AND BACKGROUND

In 1997, the Government of Uganda (GoU) introduced universal primary education (UPE) that dispensed with or abolished the payment of primary education enrolment fees in all government-aided schools (Uganda Bureau of Statistics [UBoS], 2017; Burlando & Bbale, 2018; Sakaue, 2018). The Ugandan government implemented UPE policy in order to ensure that the minimum necessary facilities and resources are available to all Ugandan children of school age to enable them to enrol in school, remain in school and successfully complete the primary cycle of education (Ministry of Education and Sports [MoES], 2008b; UBoS, 2017).

The researcher found that the UPE programme was associated with a dramatic increase in primary school enrolments and attendance (UBoS, 2014; MoES, 2017). Inequalities in attendance related to income, gender, and region were reduced, and school fees paid by parents at primary level decreased, but not at secondary and higher education levels (MoES, 2017).

However, despite all the alleged benefits associated with the UPE education policy, empirical evidence suggests that the implementation of the UPE policy is poor both at school and at government/district levels. As a result, UPE is instead causing the opposite of what it intends to solve. For example; students are still charged school fees at primary level; there are many unqualified teachers; a shortage of qualified teachers and a lack of school materials; there is a general decline in the quality of education, continued illiteracy, gender inequality in terms of access still persists and an increase in school dropout rates (Sakaue, 2018; MoES, 2017; World Bank [WB], 2018).

Also, since education reforms require many consultations with various stakeholders, due to limited or no consultations, some schools have ignored, refused and in most cases only applied some of the UPE educational policy directives (MoES, 2017). The macropolitics of educational policy change in Uganda has thus been caught in the micropolitics of the school system. There is empirical evidence that the current planning and organising framework is impeding the efficiency of UPE policy

implementation in Ugandan primary schools (MoES, 2017; WB, 2018). Poor planning, coordination and management at government level coupled with mismanagement of funds and resources at the district level and poor implementation at the school level are significantly undermining the UPE educational objectives and educational reforms in Uganda (WB, 2018).

This research therefore sought to investigate and understand how the implementation of UPE policy in Ugandan primary schools is managed, and, furthermore, whether through the implementation of UPE policy prescriptions in Ugandan primary schools, the GoU has managed to achieve its intended educational objectives and educational externalities.

1.2 STATEMENT OF THE PROBLEM

Since its inception in 1997, UPE policy implementation in Ugandan primary schools has continued to experience a lot of challenges (MoES, 2017; WB, 2018; Sakaue, 2018). In an attempt to overcome these challenges, the GoU has undertaken various initiatives to make the UPE policy implementation in Ugandan primary schools efficient and thus achieve its goal (MoES, 2017).

Despite the initiatives that have been taken by the government to overcome these challenges, the implementation of UPE policy in Ugandan primary schools is still constrained and not efficient (WB, 2018; MoES, 2017; Masuda & Yamauchi, 2018). In this regard, why do many primary schools in Uganda refuse or find it difficult to directly implement UPE educational policy directives?

This research partly seeks to bring a limited but important international dimension to this analysis due to its impact on the values of policy makers. Relevant examples of international best practices in UPE policy implementation are considered in this study and lessons drawn from desirable implementation models. The researcher seeks to provide answers to the causes of the planning and organising challenges identified based on research evidence.

1.3 RESEARCH QUESTIONS

1.3.1 Main Research Question

How is the implementation of universal primary education policy (UPE) in Ugandan primary schools managed?

1.3.2 Sub-Questions

1.3.2.1   What are the management challenges faced as they relate to planning and organising during the implementation of UPE policy in Ugandan primary schools?

1.3.2.2   What are the causes of the management challenges faced during the implementation of UPE policy in Ugandan primary schools?

1.3.2.3   What measures should be taken to improve the management and internal and external efficiency of UPE policy implementation in Ugandan primary schools?

These research questions were addressed by employing the qualitative research methodology which combined the literature review and qualitative data from semi-structured individual interviews and focus group discussions. The participants for the interviews the researcher conducted specifically involved UPE primary school principals from both urban and rural UPE primary schools in two different districts in Uganda, district education officials and local government representatives from two different districts in Uganda, and MoES officials (UPE policy unit). These UPE stakeholders were involved in the management of UPE policy implementation in Ugandan primary schools. School case studies from various districts/regions within Uganda were studied.

1.4 AIM AND OBJECTIVES OF THE STUDY:

1.4.1 Aim of the study

To understand how the implementation of UPE policy in Ugandan primary schools is managed.

1.4.2 Objectives of the study

1.4.2.1 To understand and assess the management challenges faced during the implementation of UPE policy in Ugandan primary schools.

1.4.2.2 Investigate and understand the impact of the external and internal environment in relation to the management of the implementation of UPE policy in Ugandan primary schools.

1.4.2.3 Propose evidence-based recommendations as solutions for the management challenges identified and propose a planning and organising framework and reforms for the efficiency and improvement of UPE policy management and implementation in Ugandan primary schools.

1.5 PURPOSE OF THIS STUDY

As indicated herein, there are various reasons why UPE educational policy implementation in Ugandan primary schools is encountering implementation challenges. Furthermore, failing to bring about the expected results and why the macropolitics of UPE educational policy in Uganda is being caught up in the micropolitics of Ugandan primary schools (MoES, 2017; WB, 2018).

This research therefore sought to understand by investigating and assessing how the implementation of UPE educational policy in Ugandan primary schools is managed.

As a result, this research sought to propose a framework or reforms and improvements for a management strategy based on effective UPE planning and organising, that will address the challenges that impede UPE policy implementation efficiency in Ugandan primary schools.

1.6 RATIONALE FOR EMPIRICAL RESEARCH

As a development worker, the researcher developed an interest in understanding why many government-aided (UPE) primary schools in many parts of Uganda are overcrowded, having unqualified teachers, lack resources, experiencing high dropout rates, poorly funded especially in the rural areas, and lack the infrastructure needed for them to operate meaningfully.

The researcher's intention was to contribute to knowledge by investigating, understanding and assessing how the implementation of UPE policy in Ugandan primary schools is managed. This study helped in proposing a framework of reforms that will make UPE policy implementation in Ugandan primary schools efficient and also ensure that the macropolitics of UPE policy is not caught up in the micropolitics of primary schools in Uganda.

Although research has already been conducted in relation to UPE educational policy implementation in Uganda, it is still inadequate and knowledge gaps still exist in understanding the challenges and bottlenecks facing the management and implementation of UPE educational policy prescriptions in Ugandan primary schools, and why UPE policy is failing to bring about the expected results and change in Uganda. The researcher strongly believed that further research is warranted in this regard.

1.7 SIGNIFICANCE OF THE STUDY

In supplement to the above, this research will provide the GoU, and educational planners with specialised knowledge about the challenges and bottlenecks hindering the successful management and implementation of educational policy reforms with specific reference to UPE educational policies in Uganda.

Without any doubt, this research will also assist the GoU, educational policy makers in developing countries and other interested parties on how to develop a workable knowledge of effective educational policy reforms, design, management and implementation.

Lastly, this research will also provide solutions to the challenges facing the design, management and implementation of UPE educational policies in Ugandan primary schools, of which the solutions can be used in managing the implementation of new educational policy prescriptions in the future.

The above strategic priorities among others are indicative of the importance and relevance that this topic has for educational policy and the research community in relation to educational policy reforms, design, management and implementation in Ugandan primary schools and elsewhere.

1.8 LITERATURE REVIEW

Evidence indicates that the management of the implementation of UPE policy in Ugandan primary schools is a big challenge for the MoES or Uganda's primary education sector. In this regard, it requires sound consultation, organising, planning, coordination, communication, accountability and robust cooperation between all stakeholders; for example, from the MoES to the primary school level and vice versa in order to ensure UPE policy implementation efficiency in Ugandan primary schools.

In the literature review, the researcher draws attention to the UPE educational policy evolution, aims and the challenges facing the implementation of UPE educational policies in Ugandan primary schools. The researcher explores why the macropolitics of UPE policy reforms has been caught up in the micropolitics of the school systems, and why UPE policy implementation is not efficient and not bringing about the expected outcomes. Based on research findings and evidence, this research will propose a comprehensive framework of reforms or solutions to the UPE implementation challenges in Ugandan primary schools.

1.8.1 Introduction to Primary Education and Education in Uganda

Since the government took over education in 1920s, the Ugandan education system has undergone several changes (WB, 2018). Some of these changes were recommended by the 1989 educational policy review commission (EPRC) (MoES, 1999a). Universalising primary education was one of the recommendations of the EPRC, that later led to the government policies reflected in the Ugandan government (MoES, 1999a). Achievements of today's education system have been guided by these recommendations.

The current education system in Uganda follows a 7-4-2-3 model, with 7 years of primary education, 4 years for lower secondary level (ordinary level), 2 years of upper secondary level (Advanced level) and a minimum of 3 years of tertiary education (UBoS, 2017). Entrance from one level to the other is controlled by the Uganda National Examinations Board (UNEB). Students can also join vocational and technical institutions at the end of each level (MoES, 1999b). Primary leaving examinations (PLE) are taken at the end of seven years of primary education. The Ugandan

Certificate of Education is taken at the end of four years of lower secondary education, Uganda advanced certificate of education is taken at the end of two years of upper secondary education (UBoS, 2017). Primary education, like all other education levels in Uganda, is provided by private and government-aided schools (MoES, 2017).

1.8.2 Macroeconomic Context and Previous Challenges

Uganda's political and economic instabilities of the 1970s and 1980s, characterised by coups and the general lack of security, negatively impacted the primary education subsector especially due to lack of funds and insecurity. In this case, the main challenge was whether UPE could be sustained.

The financing of education was left for the parents or guardians to bear (Mehrotra & Dilamonica, 1998). Teachers' salaries were below the minimum wage, most of the school infrastructure was decimated, and planning and management of education at all levels suffered. Assessment systems and curriculum were outdated (Policy and Operations Evaluation Department (IOB), 2008). Under the National Resistance Movement (NRM) government in 1986, the EPRC was formed and in cooperation with the MoES, made a recommendation to universalise primary education. In 1996, the government appointed committee was given the power to examine the EPRC report and examine the feasibility of UPE policy implementation (MoES, 1999).

Currently, the Uganda's high debt levels, low tax receipts and poor economic management continue to haunt economic performance and have consequences for UPE policy financing in Uganda (Datzberger, 2018; WB, 2018). The government relies mostly on foreign aid for UPE policy implementation, financing which is not always guaranteed and, in some cases, is withdrawn by donor countries for political reasons (Tan, Soucat & Mingat, 2001; WB, 2018).

This is further exacerbated by the changing demographic trends and dynamics plus the HIV/AIDS scourge that has a negative impact on government resources and exerts pressure on the UPE system. There is no doubt that there is a general need for sustainable financing of the UPE system. Different researchers claim that, if this is not addressed, the implementation of UPE policy in Ugandan primary schools will continue to face challenges.

1.8.3 Need for Education Reform and UPE Policy Process

The education sector in Uganda achieved considerable progress after independence in 1962, but the progress was reversed as a result of political, economic and social crises in the 1970s and 1980s (WB, 2018). According to Appleton (2001), government expenditure on education in 1985 was 27% of that of 1970. Due to high costs of education for families, the gross enrolment rate at primary level stood at 50% in 1980, the same rate as 1960. In 1985, the gross primary enrolment rate increased to 73% and remained stagnant at that level until 1995. In 1996, the GoU committed itself to guaranteeing UPE and abolished school fees at primary level as of January 1997, in order to make primary education accessible free of charge to all children without discrimination (Mehrotra & Dilamonica, 1998; MoES, 2017). Given the fact that education enhances human development and is an investment in human prosperity (WB, 2018), the GoU placed education at the centre of its Poverty Eradication Plan (PEAP). The national development plan also recognises the importance of education for sustained economic growth and social transformation (MoES, 2017).

Furthermore, since education is also critical to economic development, community development and social welfare in developing nations as emphasised by the Millennium Development Goals adopted by world leaders in 2000, prioritises education for several reasons (MoES, 2017; WB, 2018); for example, investments in education are believed to yield returns in poverty reduction, improved health outcomes, and economic growth (Datzberger, 2018; UNESCO, 2007; WB, 2018).

After the inception of UPE in 1997 by the GoU that led to the abolition of school fees for primary education in all government-aided primary schools, primary school enrolments skyrocketed (UBoS, 2014; MoES, 2017). Enrolment remains high with poor children, rural residents and girls benefiting the most due to increased access despite the enormous challenges facing the UPE system in general (Deininger, 2003; MoES, 2017).

1.8.4 Universal Primary Education Policy in Uganda:

The UPE educational policy involved a direct elimination of all primary school fees in government-aided schools in Uganda as from January 1997 (Sakaue, 2018). This was

to ensure equal access to quality education for all. Despite registering some positive outcomes, UPE policy implementation in Ugandan primary schools is facing serious challenges (MoES, 2017; WB, 2018).

Since the infrastructure in place did not match the massive increase in enrolment due to UPE policy, UPE classes became overcrowded, sometimes leading to multiple school shifts during the day in some primary schools, poor retention and completion rates, decline in the quality of education, limited funding, insufficient teachers and enrolment problems (Sakaue, 2018; WB, 2018). It has also been reported that the institution of UPE in Uganda has led to the enrolment of large numbers of adult students in the first year who are far above the normal school entry age (Deininger, 2003; MoES, 2017). This has negatively impacted the UPE educational system. Unfortunately, the situation had not improved by 2017, and many people choose to opt out of the UPE educational system out of concerns about the quality of education.

1.8.5 The Aims of Universal Primary Education in Uganda

Policy failure or success is usually assessed in terms of its objectives. However, to understand the observed outcomes, one needs to consider the policy-making process and implementation. The UPE reform sought to expand educational opportunities and improve teaching and learning outcomes (MoES, 2014; 2017; Sakaue 2018), but there is evidence that the gains in access and equity have not been fully matched by improvements in educational outcomes (WB, 2018). This section considers the policy implementation framework in order to identify key determinants of these outcomes and draw policy lessons accordingly.

It is important to take into account that the principal aim of the UPE reform is to enable all Ugandan children of school age from all backgrounds not only to enter and remain in school but also to successfully complete the primary school level of education (MoES, 2004a; 2017). Apart from non-discriminatory access to universal quality primary education, UPE also aims to eradicate poverty by equipping every individual with the basic skills and knowledge for personal and national development and to preserve and uphold quality education in order to support the required human resource growth (MoES, 2008b). Unfortunately, the UPE system is characterised by high dropout rates, enrolment problems, equity issues, unqualified teachers and poor-

quality education which brings the achievement of UPE policy objectives into question (MoES, 2017; UBoS, 2017; WB, 2018).

The need for policy change within the educational system in Uganda as a means of ensuring equal access for all, and the failure to achieve the intended objectives of the UPE educational policy, means that the Ugandan government risks not realising its intended educational objectives and educational externalities, such as access for all, provision of basic quality education, improvement of social wellbeing, economic and social development (WB, 2018).

A major point of concern is the failure to realise the Sustainable Development Goals (SDGs) which are embedded in educational achievement, especially at the primary level of the wider population (MoES, 2017; UNICEF, 2011). This research will provide vital knowledge and address major deficits in knowledge regarding the successful design, management and implementation of educational policy reforms in Uganda with special reference to UPE policies.

1.8.6 Management of UPE Implementation in Ugandan Primary Schools: International Trends

In the literature review chapter, the researcher will discuss the international trends in UPE implementation elsewhere in Africa, namely, Kenya and Tanzania as a means of comparison with Uganda. The researcher will also discuss UPE policy implementation in primary schools vis-à-vis countries elsewhere; e.g., Sweden and Mexico, to determine international best practices.

The researcher will explore trends, gaps and international best practices in relation to the management of the implementation of UPE in primary schools from selected countries and draw deductions from which reforms or a comprehensive management and planning framework for UPE implementation in Ugandan primary schools could be proposed. Many countries, including less developed, developing and developed countries, have made primary education compulsory (United Nations (UN), 2005). In seeking reforms for the efficiency of the implementation of UPE in Ugandan primary schools, lessons from the implementation of UPE in other countries will be vital.

1.8.7 Structure and Management of UPE Policy Implementation in Uganda

UPE educational policy implementation is managed in a decentralised system, with various stakeholders playing their respective roles in the design (formulation), implementation, monitoring and evaluation of the UPE programme in Uganda (MoES, 2017). These include primary schools, district education officers, chief administration officers (CAOs), and the MoES all performing different functions with the objective of UPE policy implementation efficiency (MoES, 2005b; MoES, 2017).

The district councils, for example; have the authority to register UPE children, distribute textbooks, formulate, approve and execute a development plan (MoES, 2017; UBoS, 2017). The district administration officer receives monthly remittances from the central government in relation to UPE financing in a given district (MoES, 2004:12). School principals ensure that UPE policies are properly implemented within their respective schools. UPE policy implementation in Uganda is still characterised by a lack of stakeholders' commitment which has caused conflict in roles and the abandonment of vital aspects of the programme, despite the government's efforts to avert the problem (MoES, 2008b).

1.8.8 Factors Affecting the Implementation of UPE Policy in Ugandan Primary Schools (External and Internal Environment)

In implementing UPE in Ugandan primary schools, various stakeholders are involved in carrying out a chain of actions which do not take place in a vacuum. There are various factors that influence the implementation of UPE in Ugandan primary schools both from the external environment within which government ministries operate and the internal environment which includes the district and school level.

This section will evaluate the external and internal environment in relation to the implementation of UPE in Ugandan primary schools. "This environment constitutes a combination of political, social and economic factors that influence policy makers" (Edwards & Sharkansky, 1978:9). A favourable environment both external and internal is very important for UPE policy implementation efficiency (Sakaue, 2018).

1.8.9 UPE Policy Implementation in Ugandan Primary Schools: Current Challenges and Policy Concerns

Although the implementation of UPE in Uganda has registered significant outcomes, several challenges are worth investigating, highlighting and noting (Sakaue, 2018; MoES, 2017). This will help in identifying research-based solutions to these challenges in order to ensure UPE policy implementation efficiency.

There were many problems and challenges that existed before the inception of UPE (Mehrotra & Dilamonica, 1998; WB, 2018), and some of these continue to exist. They continue to affect school enrolments, the performance of enroled students and the general performance of the UPE system (WB, 2018). These challenges need to be addressed if UN sustainable development goals (SDG) No. 2: of "achieving universal primary education for all school-going children without discrimination" is to be achieved (UBoS, 2017). Countries in sub-Saharan Africa (SSA) that intend to implement UPE policies need to take these impediments or challenges into consideration as they plan their respective educational policy implementation strategies.

With reference to UPE implementation, according to the Uganda Millennium Goals Report (UNDP, 2003), because of the fact that school fees were eliminated before infrastructural developments or improvements in the school system had been carried out, the access shock created by the elimination of school fees resulted in a substantial decrease in resources available per pupil, and a large increase in the pupil-teacher ratio (UBoS, 2017).

Since the implementation of UPE in 1997 involved the elimination of direct costs of schooling, it created an instantaneous mass increase in school enrolments. Primary school enrolment more than doubled, from 3.1 million children in 1996 to 7.5 million in 2007 (MoES, 2017; UNDP, 2007).

The UPE access shock is continuing to put significant stress on the country's education infrastructure and has caused a shortage of teachers, school materials, poor-quality education, overcrowding, an increase in over-age students, limited school resources, school enrolment challenges and high dropout rates (MoES, 2017; WB,

2018). The HIV/AIDS epidemic has also negatively influenced school attendance (UNDP, 2007; UBoS, 2017). Orphans are more likely not to enrol, dropout and not complete than non-orphans (Deininger, Garcia & Subbarao, 2003; MoES, 2017; Sakaue, 2018).

Furthermore, one of the major reasons why the UPE policy reforms are claimed to be failing and unable to register expected outcomes is that the increased intake of students is still accompanied by the government's failure to increase the number of trained teachers (Grogan, 2006; MoES, 2017). This has negatively affected the quality of education (WB, 2018). Large numbers of (urban) households who seem to opt out of the public system corroborate this (UBoS, 2017).

Important also to note is that the elimination of school fees removed the major source of funding for government-aided schools and replaced it with the commitment of government to provide funding for all school financial obligations (Burlando & Bbaale, 2018; Grogan, 2006). The current data from the Ugandan MoES indicates that parental contributions were providing up to 90% of recurrent and capital expenditures made by schools before the elimination of school fees. The introduction of UPE led to the government-aided-schools' reliance on government funding (MoES, 2017). Unfortunately, evidence suggests that government funding rarely reaches schools on time, and corrupt politicians consume some and this becomes a total disaster for schools (WB, 2018).

Despite the fact that primary school fees were abolished in all government-aided schools, UPE schools in Kampala and some other areas still charge extra fees (Sakaue, 2018). This makes it difficult for poor people who reside in these areas to access educational services in relation to UPE (Masuda & Yamauchi, 2018). Currently some UPE participating schools still charge students tuition fees which contradicts UPE policy (Sakaue, 2018).

Although under UPE, the GoU pays children's tuition fees through the transfer of a capitation grant (the UPE grant) to schools (MoES, 2017), parents and guardians are responsible for other schooling expenses, for example, learning materials, food, transportation and uniforms (MoES, 2017, Sakaue, 2018).

Current figures indicate a high increase in school dropout rates especially from very poor families for financial reasons. Furthermore, education reforms require many consultations with various stakeholders, but these seldom take place (Waheduzzaman et al., 2018), and some schools have ignored, refused and, in many cases, only applied some of the UPE educational policy directives (Grogan, 2006).

The hypothesis is that universal access, quality education and other factors are a prerequisite to improve social wellbeing and economic development. However, this can only be achieved if educational policies are well planned, managed, relevant and well implemented by all stakeholders. The UPE policy implementation in Uganda primary schools needs to be properly managed by all stakeholders to avoid its failure.

It is also important to note that, although access to primary education is open to all, UPE has not been achieved, in part due to its poor implementation at both the macro- and micro-levels as current research indicates (MoES, 2017; WB, 2018).

Furthermore, as primary school education is universalised in Uganda, it will be participation at secondary and higher education levels that determines life chances, and a major source of subsequent inequity. Evidence suggests that many primary school graduates struggle to pay and qualify for secondary and higher education (Masuda & Yamauchi, 2018). This could threaten the sustainability of UPE in Uganda.

In relation to the challenges stated above, how can Uganda move forward with the UPE system? How can Uganda address issues related to some schools' refusal to properly implement UPE policies, poor-quality education, overcrowding, above-age students, untrained teachers, bad teacher-student ratio, corruption, lack of school materials, inadequate funding, retention and the effects of HIV/AIDS on the UPE system? This research will propose a multi-dimensional approach that can improve UPE implementation efficiency in Ugandan primary schools and address the challenges for the efficiency of UPE implementation in Ugandan primary schools.

1.8.10 Macropolitics caught up in Micropolitics: The Case of UPE Policy Implementation in Ugandan Primary Schools

As Kelchtermans (2007:2) puts it, "there is no straightforward execution of policy prescriptions", given that schools do have different challenges, capabilities,

perceptions and goals. This section of this research will investigate how and why the macropolitical agenda of UPE policy in Uganda has ended up being caught in the micropolitics of Ugandan primary schools in the process of UPE policy implementation. It will propose and discuss evidence-based planning and organising reforms or solutions based on research findings, in order to improve and strengthen the implementation UPE policy at the micro-level (primary schools) in this regard.

1.8.11 Internal and External Efficiency in Relation to UPE Policy Implementation in Ugandan Primary Schools:

Educational system performance is usually analysed in terms of efficiency and effectiveness (Brimer & Pauli, 1971; UNESCO, 2015). Efficiency can be analysed from two perspectives: internal and external efficiency. Schools are defined as internally efficient when they achieve their goals without wasting resources (UNESCO, 1998; 2015). Traditional indicators of internal efficiency are repetition, drop out and promotion rates. In relation to external efficiency, schools are defined as more efficient if, among other things, students receive more earnings from future labour participation after leaving school (WB, 2018). This is an example of external efficiency. From this perspective, it is important to know which labour skills must be developed by the educational system to improve the productivity of labour. Improving labour productivity would increase earnings, social wellbeing, economic growth and development and help in realising the SDGs to which UPE is strongly attached (WB, 2017b; 2018).

This is further supported by the WB (2018), which presents the role of education in relation to human capital; impacts include both monetary and non-monetary benefits with lower fertility rates, lower population rates, public health, democratisation, human rights, political stability, poverty reduction, lower crime rates, environmental effects, later retirement, work after retirement and community service (Sleezer, Conti & Nolan, 2003). The continued inability of the Ugandan compulsory free primary education system to yield high-quality human capital output undermines the effectiveness of UPE educational policies that costs the Ugandan government and taxpayers billions to manage and implement (MoES, 2017; WB, 2018). This also negatively impacts the secondary and higher education system which depends on the efficient functionality of the UPE educational system (MoES, 2017).

1.9 THEORETICAL FRAMEWORK

1.9.1 Sensemaking Theory

Research on educational reform and educational policy implementation of educational innovations is far more complex than the straightforward and unilateral execution of policy prescriptions (Hargreaves, Lieberman, Fullan, & Hopkins, 2009). Under the sensemaking framework, social actors are complex meaning-makers who do not automatically react to external stimuli but engage in interpretation in order to act upon their environments and interests (Coburn, 2006). For example, why do UPE schools continue to charge school fees? Why do many UPE teachers refuse to teach? Why are UPE teachers unmotivated? Why are UPE students unmotivated?

The sensemaking framework underscores the complex relationship between meaning and action which significantly impacts policy implementation, either negatively or positively. Sensemaking is shaped by interactions in the social context at various levels during the policy implementation process.

During organising, stakeholders or social actors, begin by attending to certain cues and bracket information based on their experiences before the process of labelling and categorising in an effort to construct meaning. Perceptions, interpretation and action build on each other (Weber & Glynn, 2006).

The sensemaking theory makes a significant contribution to illuminating the relevance of meaning-making activities in educational policy implementation and educational reform (Ball, 1987; Waheduzzaman et al., 2018). The researcher seeks to explore the structural characteristics; e.g., roles, positions, subcultures and power relations and how they mediate the policy implementation practices in relation to UPE implementation in Ugandan primary schools.

School and organisational leaders' understanding of the social nature of sensemaking, allows them to impact sensemaking during policy implementation (Coburn, 2005). The collectively constructed meaning can also help groups and organisations to work together towards a common goal (Foldy, Goldman & Ospina, 2008).

In analysing the change processes of policy implementation in school organisations in relation to UPE policy implementation in Ugandan primary schools, the researcher seeks to combine the conceptual potential by integrating the sensemaking and the micropolitical perspectives, since they are rooted in similar theoretical and epistemological stances. This research seeks to explore and emphasise that robust consultations, engagement and cooperation between various stakeholders at all levels of the implementation process, are essential for UPE educational policy implementation efficiency in Ugandan primary schools.

The sensemaking theory will help the researcher to study stakeholder motivation and attitudes during UPE policy implementation in Ugandan primary schools and to examine the related implementation challenges and help in developing reforms or solutions to the implementation challenges in this regard. As already indicated herein, individual behaviour and the rules that govern interaction between stakeholders are important variables for the outcome of any policy intervention and implementation (Waheduzzaman et al., 2018). This research proposes that an appropriate management framework in relation to planning and organising that ensures robust stakeholder engagement, cooperation and accountability should be present in schools, the district level and the MoES, for the successful implementation of UPE policy in Ugandan primary schools.

1.9.2 Concepts of Managing UPE Policy Implementation:

The main concepts that are used in this research in relation to the implementation of UPE educational policies in Ugandan primary schools are briefly defined and substantiated in this section:

1.9.2.1 Education

Education is the process by which people acquire knowledge, values, skills, attitudes and habits (The World Book Encyclopaedia, 1992). The WB (2018) also clearly stipulates that education should help people become useful members of the society, develop an appreciation of their cultural heritage and live meaningful lives in the society. The constitution of Uganda, article 30, 2005 (Act 21 of 2005), clearly stipulates

that all persons have a right to education and, in particular, children have a right to basic education with the help of the state and parents.

Basic education means the minimum learning made available to each citizen in the form of formal primary education or non-formal education to enable pupils to be good and useful citizens to society (UN, 2015). Formal education is delivered through institutions and schools based on approved curriculum guidelines and standards, whereas non-formal education involves a flexible method of learning designed by consultation with the indigenous community, to obtain indigenous knowledge, values and skills, with an emphasis on literacy, numeracy and writing skills (GoU, 2008).

1.9.2.2 Educational policy

In many cases, educational policy is equated with educational planning and disguised as "education reform". Almost all countries in the world have at one time or another made a decision that affects some aspect of schooling in their respective societies. It is in this sense that educational policy is used in this research. Questions are asked like: What is the record of UPE policy-making, management and implementation in Ugandan primary schools? If implemented, did it bring about the expected effects and if not why? Furthermore, what can be done to make its implementation efficient? All these issues are addressed in this research in relation to UPE educational policy implementation in Ugandan primary schools.

1.9.2.3 Macropolitics and micropolitics

Macropolitics refers to interactions that exist between and among, and influence of, organisations external to, the school or institution that have the power to authorise, support, and guide education in a country or area. In Uganda, macropolitical actors in relation to UPE policy are the GoU/MoES, district commissioners and local government representatives. They legislate, manage and govern at national and local levels (MoES, 2017).

On the contrary, micropolitical perspectives highlight complex and sometimes contradictory power relationships between stakeholders, various goals and interests, and various struggles between different groups of teachers or between principals and teachers (Blasé, 1991). "It specifically concerns the use of formal and informal power

by individuals and groups to achieve their goals in an organisation" (Blasé, 1991:11). Micropolitical power is embedded in social relations as opposed to authority or single leaders. Leaders and followers engage in a constant process of social construction and specific meanings and practices emerge and become dominant over time (Uhl-Bein, 2006).

School leaders interact with macro- and micropolitical actors to fulfil political and administrative responsibilities in a specific context. It is important to recognise that there are various interests between macropolitical and micropolitical actors, and the micropolitics between the administration of the school and political leaders. All these come into play during policy implementation and can be an asset or a liability in policy implementation.

1.9.2.4 Universal Primary Education (UPE).

Universal primary education means universal access and completion of quality primary education. UPE also means the establishment of a state-funded education programme whereby school fees are paid by the government for students to freely access quality, relevant and affordable primary education without discrimination (GoU, 2008). This requires a perfectly efficient system, in which technically all students admitted are able to complete the full level of primary education (Grogan 2009; MoES, 2017). UPE has no number of universally accepted years that constitute the requirement (UNESCO, 2002), and the definition of the primary span is deliberately left out. Since UPE is a partnership, consultation with all stakeholders with different roles and responsibilities is important for the proper planning and implementation of UPE in Ugandan primary schools (MoES, 2017).

1.9.2.5 Management activities

According to the Ugandan MoES, management is a process in which leaders organise, mobilise and use the available resources to reach their aims and objectives (MoES, 2005; 2017). Good management is crucial in all departments for the realisation of the desired goals at the highest productivity level. This can be realised through certain management functions such as planning, organising, leading, coordination and control (Van der Waldt & Du Toit, 1997).

If UPE implementation in Uganda primary schools is to be efficient, sound management, planning, organising and cooperation between all stakeholders is required as opposed to the top-down approach. A contemporary democratic education system requires teachers, parents and learners to participate fully in the decisions that affect them as opposed to the current central UPE management and implementation top-down approach.

1.9.2.6 Equity

Although access to primary education is open to all in Uganda, UPE has not been achieved in part due to its poor implementation. Equity is an important goal for socioeconomic development (Deininger, 2003). Under the current UPE system, many girls and orphans are still facing enrolment and completion problems vis-à-vis other groups despite a significant increase in enrolment of the poor (Essama-Nssah, Leite & Simler, 2008; MoES, 2017; UBoS, 2017). There are also still regional differences in resource allocations in Uganda which have led to unequal education opportunities (MoES, 2017; WB, 2018). Policy makers need to identify winners and losers in any system in order to correct policy issues and improve policy implementation for the benefit of all.

1.9.2.7 Efficiency

An educational system is efficient when it produces the desired outputs or outcomes at a minimum cost in both quality and quantity (UNESCO, 2015; WB, 2018). It can be referred to as the relationship between the inputs in a system and the outcomes or outputs from the system (UNESCO, 2015). According to different research reports, the UPE system in Uganda is claimed to be inefficient. Measuring inefficiency in an educational system is sometimes difficult when it comes to defining and measuring educational outcomes or outputs and the quantification of the relationship between inputs and outcomes (UNESCO 1998; 2015).

1.9.2.7.1 Internal Efficiency

Internal efficiency entails the measurement of performance of an educational system in relation to input and output, by indicating the proportion of pupils successfully completing a given level of an education system without wastage (UNESCO, 1998).

By definition, it refers to the level of learning achieved during school age attendance, compared to the resources provided (Abagi & Odipo, 1997). Internal efficiency addresses issues of how funds within the educational system or sector should best be allocated. It focuses on obtaining the best educational outputs for any given level of spending (input) (UNESCO, 2015; WB, 2017b).

1.9.2.7.2 External efficiency

External efficiency refers to the cost benefit analyses; for example, the ratio of monetary outcomes to monetary inputs (Lockheed & Hanushek, 1987). The external efficiency analysis provides information that is crucial in determining the right amount of educational spending for a country or subsector such as primary education (UPE) (WB, 2017b). The current level of funding for UPE policy implementation in Uganda is not sufficient to meet its demands; in other words, it is underfunded and there is a general need for extra funding for its proper financing (MoES, 2017; WB, 2018). Unfortunately, it does not provide the guidance about the specific policies that should be implemented within the education sector. The analysis of internal efficiency can provide policy guidance.

1.9.2.8 Organising

Organising entails identification and alignment of functions and the allocation of functions to institutions for workers to attain goals (Cloete, 1991). Division of work, departmentalisation, decentralisation or centralisation and delegation of authority are all components of organising as a management function (Van Der Waldt & Du Toit, 1997). Organising also constitutes organising people to cooperate in achieving a common goal (Bateman & Snell, 2007; Fox, Schwella & Wissink 1991).

1.9.2.9 Planning

Planning is an important variable as a management function because it is the basis of other management functions (Elbanna & Elsharnouby, 2018; Smit & Cronje, 1992). Planning is perceived to be the reasoning behind what is involved in a public institution reaching its goals in the future, if proper assessment of opportunities and taking of the right decisions at present are taken into consideration (Elbanna & Elsharnouby, 2018; Fox et al., 1991).

In relation to UPE policy implementation in Ugandan primary schools, for the Ugandan UPE policy initiative to succeed, background analytical work, identification of funding sources, monitoring capacity and development of implementation is required. Analytical work would constitute the overall assessment of the performance of the current system. The assessment would identify challenges that need to be addressed and consider the feasibility and desirability of a variety of policy options. In this regard, it is therefore, it is important to understand that the increase in demand for schooling needs a plan for additional resources to cope with the surge, such as facilities, qualified teachers, teaching and learning materials and adequate funding.

1.9.2.10 Partnerships (Stakeholder Cooperation).

Individual behaviour and the rules that govern interaction between stakeholders are important variables for the outcome of any policy intervention and implementation (Waheduzzaman et al., 2018). In the provision of public services, a governance framework is required that defines accountability for the results between policy makers and providers, between providers and beneficiaries and between policy makers and beneficiaries (Waheduzzaman et al., 2018; WB, 2004). The principle of accountability based on partnership is necessary for the proper implementation of UPE policy in Ugandan primary schools. Research evidence suggests that the current top-down approach to UPE implementation in Uganda has negatively impacted its implementation (MoES, 2017).

1.10 RESEARCH METHODOLOGY

The qualitative research methodology was used in understanding how UPE policy implementation in Ugandan primary schools is managed, more so, in providing evidence-based answers to the causes of the management challenges identified and in proposing a framework of reforms that will address these challenges for the efficiency of UPE policy implementation in Ugandan primary schools (Creswell, 2013).

The qualitative research methodology involves the use of literature review/document analysis and semi-structured individual interviews and focus group discussions as data collection methods (Creswell, 2013). Case studies (collective) of different UPE primary schools from different districts within Uganda in relation to UPE policy

implementation were used in this study to better understand the phenomena (Stake, 2000; Creswell, 2013).

The researcher believed that in any research endeavour, methodology and theoretical or philosophical foundations are inextricably related. In this regard, the interpretivist philosophy will guide this research during gathering and evaluating information, assumptions and ideas from multiple perspectives, which will lead to new ideas, applications and questions through a well-reasoned analysis and understanding (Creswell, 2014; Flick, 2018). Interpretivism qualitative method will help me to gather, explore, understand and interpret the data or the reality from the inside within a given context (Creswell, 2014:37).

1.10.1 Research Design

These research aims were fulfilled by employing a qualitative research methods approach and more specifically collective case studies design (Creswell, 2013; Stake, 2000; Yin, 2003). It combines a literature review, qualitative data, interviews and school case studies. The rationale for adopting a qualitative research methods approach is consistent with a long tradition of field research in the social sciences including education and psychology. It provided a pragmatic basis for this research design. The researcher believed its best suited for this research as it enabled him to get insight and communicate what he has learned to relevant audiences (Berg, 2009; Trochim & Donnelly, 2007; Yin, 2003).

School case studies within different regions of Uganda were used for comparing and contrasting the implementation of UPE educational policies in primary schools within different districts in Uganda. School case studies in relation to UPE policy implementation were also used in this study to better understand the phenomenon, with a focus on smaller but focused samples as opposed to large samples (Creswell, 2013; Stake, 2000).

The literature review surveyed books, scholarly articles, government policy papers and other sources relevant to UPE policy design, reform, implementation and management in Uganda. Government, district and school's data about UPE policy was also be analysed.

1.10.2 Instruments of Data Collection

As indicated, in order to address this study's objectives, qualitative research techniques were employed such as semi-structured individual interviews, focus group discussions and document analysis/literature review (Trochim & Donnelly, 2007:142; Creswell, 2014).

1.10.2.1 Individual and focus group Interviews

Interviews involve person-to-person interaction, which involves two or more individuals with a specific purpose in mind (Kumar, 2005). This research was conducted using face-to-face, in-depth, semi-structured individual interviews and focus group discussions between the researcher and the informants and sought to understand the informants' views with high regard for those actively participating in the area of focus (Creswell, 2014; Silverman, 2004; Yin 2003). Therefore, to understand how UPE policy implementation in Ugandan primary schools is managed, and to determine the challenges facing the implementation of UPE policy in Ugandan primary schools by determining the effects of the internal and external environments on UPE policy implementation, the following personnel were consulted. These included MoES officials (UPE policy unit), district education officials, local government representatives and UPE school principals from various UPE primary schools and districts within Uganda.

Individual interviews and focus group discussions were important for this research because they could cover a wider population needed irrespective of location, gender and disability (Creswell, 2014; Silverman, 2004). Questions about the research problem could also be formulated as they come into mind. The researcher used an interview guide to ensure credibility and reliability (Creswell, 2014; Silverman, 2004).

1.10.2.2 Literature review and document analysis

This qualitative research method is an important source of data collection. It involves a critical assessment and summary of a variety of contemporary and past literature in a given area of knowledge (Creswell, 2014; Trochim & Donnelly 2007). Literature review and document analysis surveyed books, scholarly articles, government policy

papers and other publications relevant to UPE educational policies design, management and implementation in Ugandan primary schools (Creswell, 2014).

The document review was used to obtain statistics provided by various institutions relevant to UPE policy such as MoES, schools. This qualitative research data source is important because there are already existing arguments related to this research problem in books, journals and annual reports from MoES, development cooperation institutions and NGOs. These will assist in providing a theoretical overview of the existing research and thus help in attaining the research objectives (Creswell, 2014; Yin, 2014).

1.10.3 Data Analysis

This chapter deals with the findings of the study and their interpretation. Qualitative data collected from different sources is organised and presented in a way that gives answers to the research questions (Creswell, 2014; Gibbs, 2007). Relevant and current literature sources and interview guide questions (transcripts) were used to realise the objectives of the study. Interview guide questions (transcripts) are formulated in a way that helps answering the research questions.

In relation to coding, which is the process of organising and sorting data, the researcher used codes to label, compile and organise the data for a better, collection, interpretation and analysis of data collected (Gibbs, 2007; Rogers, 2018). Data analysis using coding is possible because the researcher already has an understanding of the purpose of his study (Gibbs, 2007). The research data (interviews transcripts, literature, direct notes) were analysed in a systematic way, and idea, concepts and themes coded to fit the categories (Miles & Huberman, 1994). The researcher organised the data manually and with the help of the computer. Interviews are backed up by supporting relevant and current literature to enhance the credibility and validity of this study (Creswell, 2014; Huberman & Miles, 2002). An analysis of responses from all purposively selected stakeholders given during the interviews was based on the sample size such as MoES officials, district education commissioners, and UPE school principals.

1.11 TRUSTWORTHINESS

Qualitative research methods are very reliable if the methodological skills and the integrity of the researcher are sound (Creswell, 2014). To ensure that the researcher's findings were trustworthy and credible, the researcher focused on the following:

- Member checking: to ensure credibility, transferability, dependability and conformability of the responses (Shenton, 2004). The researcher-built rapport with the interviewees both at the beginning and the conclusion of the study (Creswell, 2014; Shenton, 2004). This allowed participants to critically analyse the findings and comment on them and provide the researcher with the ability to correct errors and correct wrong interpretations (Creswell, 2014).
- Reflexivity: the researcher ensured that all participants from the identified population groups were well selected without bias. The researcher ensured that avoided preconceived ideas during interviews for unbiased results. During interviews, unbiased questions were asked for reliable results (Creswell, 2014).
- In relation to triangulation, the researcher ensured that multiple sources were used to enhance the trustworthiness and credibility of this research (Creswell, 2014). While reviewing and analysing literature, the researcher ensured that current literature in the form of periodical journals, books, UPE policy papers, government data on UPE policy, online data and all relevant literature was consulted.

1.12 SELECTION OF PARTICIPANTS/ SAMPLING

The criteria for the selection of the participants was based on the participants' roles and their involvement in the management and implementation of UPE policy in Ugandan primary schools (Shenton, 2004). The researcher used purposive sampling in selecting knowledgeable participants with a full understanding of the research phenomena (Shenton, 2004). Therefore, while conducting research about how the implementation of UPE policy in Ugandan primary schools is managed, the participants included:

- Five UPE school principals from both urban and rural UPE primary schools in two different districts in Uganda. They represented the school level given that they are responsible for the institutions that have to apply UPE policies. As herein noted,

some schools tend to develop institutional policies that are contrary to UPE policy agenda and in some cases, refuse to apply them. They also represent the link between schools and the community. It is therefore imperative that some of them are interviewed in this regard. The sample included school principals in both urban/semi-urban UPE primary schools due to the different operational environments, with specific consideration of high poverty levels in rural areas as opposed to urban/semi urban environments in Uganda (WB, 2018).

- The Ministry of Education and Sports (MoES officials – UPE policy unit); responsible for the formulation, education budget, oversight and macromanagement of UPE policy nationwide. It consists of the departments responsible for UPE policy, primary education planning and primary teacher training. At least three commissioners from these departments with a focus on the UPE policy unit were interviewed because of the central role they play in planning, financing, training, organising and implementation of UPE policy in Ugandan primary schools.

- At the district level, understanding that district officials and local government representatives (LGs) have a role in the formulation of the UPE budget, planning and monitoring and evaluation of UPE schools, two district education officials and three local government representatives in at least two districts from different regions of Uganda were interviewed during this research.

1.13 LIMITATIONS

The researcher recognised that some of the stakeholders' responses may be biased due to political influence and fear of losing their jobs especially at ministerial, district levels and school levels. There could also be limitations in relation to how much current data about UPE policy implementation in Uganda the researcher can access, but the researcher ensured that as much current data and literature were accessed as possible. A substantial number of case studies and participants for focus group discussions were purposively selected and used despite potential unforeseen limitations.

1.14 ETHICAL CONSIDERATIONS

All social scientific researchers are expected to be aware about what is proper and improper in conduct of scientific inquiry (Roulston & Choi, 2018; Shenton, 2004). In this regard, the researcher complied with these requirements. The researcher obtained permission from all participants and institutions concerned using a written consent form.

In case the researcher could not gain access to a potential participant or institution, he identified an alternative based on relevancy. The researcher also respected the right of institutions or individuals to decline to participate in this research. If some research participants preferred to have their identification concealed, the researcher respected their request. Lastly, the researcher developed positive relationships with participants to ensure that he gathered valid, correct and reliable information (Creswell, 2014).

1.15 CHAPTER DIVISION

This section provides the details of the five chapters that constitute this study. In this regard, this research seeks to investigate, understand and assess how UPE policy implementation in Ugandan primary schools is managed. Consequently, it seeks to provide answers to the causes of the planning and organising challenges identified, and based on research evidence, to propose reforms such as a viable planning and organising framework that will address issues impeding the efficient management of UPE policy implementation in Ugandan primary schools.

Chapter 1 introduces and provides the background of the study. It presents and discusses the problem statement; the rationale for the empirical research; the significance of the study; the aims and objectives of the research; the research questions; the conceptual framework; research methodology; and the definitions of the concepts.

In Chapter 2, the theoretical framework is provided. A literature review in relation to how the implementation of UPE policy in Ugandan primary schools is managed is presented and discussed. The chapter focuses on the internal and external environment in which UPE policy in Uganda is managed and implemented, and its

impact on the management and implementation of UPE policy in Ugandan primary schools. Furthermore, the management challenges experienced while implementing UPE policy in Ugandan primary schools, the international best practices, trends and general literature review recommendations are presented and discussed.

Chapter 3 addresses the methodological procedures in relation to the collection of data. This includes the research paradigm and approach; a motivated description for the research design, research methods, selection of participants and sampling procedures, data collection, measures for trustworthiness and credibility and ethical measures.

Chapter 4 presents and discusses the findings that emanate from the semi-structured individual interviews and focus group discussions held with the purposively selected UPE stakeholders at the different levels of the UPE management and implementation process responsible for the management and implementing the UPE programme in Ugandan primary schools.

In Chapter 5, the researcher presents and discusses findings that emanate from the semi-structured interviews and focus group discussions. Conclusions are drawn, and recommendations are made for the stakeholders. The limitations of the study and the suggestions for future studies or research are presented.

1.16 CHAPTER SUMMARY

In Chapter 1, the researcher introduced and provided the background to the research study. He presented and briefly discussed the problem statement; rationale for empirical research; significance of the study; aims and objectives of the research; presented the formulation of the research questions; research methodology; the definitions of the concepts and the conceptual framework. In the next chapter, the researcher explores, presents and discusses the relevant literature of this study.

CHAPTER 2: REVIEW OF RELATED LITERATURE

2.1 UGANDA: COUNTRY BACKGROUND

The Republic of Uganda is a landlocked country in the continent of Africa situated between Kenya to the east, the Democratic Republic of Congo to the west, South Sudan to the North, Rwanda to the south-west, and Tanzania to the south (UBoS, 2017:7). Uganda consists of four regions: Northern, Central, Eastern, and Western, which are further divided into sub-regions that are completely diverse in relation to culture, economic status, and geography (UBoS, 2017). Statistical data indicates that for administrative purposes, public and social services provision, Uganda is divided into 121 districts that emanate from the original 39 colonial districts and are managed under a decentralised system of governance in order to bring services closer to the people (UBoS, 2017).

Due to Uganda formerly being a British protectorate, Uganda inherited its structure of education from the British system of education and follows a (2-7-4-2-3+) system as in Britain (Masuda & Yamauchi, 2018; UBoS, 2017). The education sector management in Uganda is decentralised (MoES, 2017). The UPE policy implementation in Ugandan primary schools like other public and social service programmes is also managed under a decentralised system (Kavuma, Cunnigham, Bogere & Sebagala, 2017; MoES, 2017:5).

Uganda is one of the countries in the world with the fastest population growth rates estimated to be around 3.2% (UNICEF, 2014), with a population of approximately 37.7 million people of which 50% of the population is younger than the age of 18 (UBoS, 2017: III). Based on Ugandan government and NGOs' research reports, the current population growth rate poses a big challenge for development operations, and social and public services initiatives (MoES, 2017; UBoS, 2017). The persistently high growth of rate of the population of children, has put pressure on public and social services provision especially the education subsector (UBoS, 2017). A good example is the current UPE school system in Uganda, characterised by high student enrolments vis-à-vis the available school resources including funding (National Planning Authority [NPA], 2016; MoES, 2017; Sakaue, 2018).

2.2 UNIVERSAL PRIMARY EDUCATION

UPE policy implementation in Ugandan primary schools is a national programme, macromanaged by the MoES in cooperation with other stakeholders at different levels of the implementation process (MoES, 2017; UBoS, 2017). It involves a chain of actions across different levels of government and thus it does not take place in a vacuum (MoES, 2017; UBoS, 2017). During UPE policy implementation, various factors from both the internal and external environment within which government ministries, agencies, schools and bodies operate, determine and influence the practice and outcomes of the UPE policy management and implementation process in Ugandan primary schools (UBoS, 2017).

In this regard, circumstantial factors such as the expectations of citizens, policies of political parties, conflicts, population growth, foreign policy, gender, and the technological developments constitute the UPE policy management and implementation environment in Uganda (UBoS, 2017). The environment consists of a combination of political, social and economic factors that influence policy makers and implementers (MoES, 2017; UBoS, 2017). The nature of both internal and external environment is a source of problems confronting government ministries and institutions during the management and implementation of UPE in Ugandan primary schools (NPA, 2016; Sakaue, 2018; UBoS, 2017).

On the basis of this analysis, it is evident that in order to understand how the UPE policy implementation in Ugandan primary schools is managed; the subsequent management and implementation challenges it is facing; and solutions to the challenges, the environment within which the schools and Ugandan MoES operates needs to be considered and analysed. Based on this understanding, the development of viable solutions to these challenges is possible for UPE policy implementation in Uganda to succeed. In this regard, this chapter analyses and substantiates how the implementation of UPE policy in Ugandan primary schools is generally managed; the impact of the internal and external environment on the management and implementation of UPE policy; and the UPE management and implementation framework under the current planning and organising core management functions.

Furthermore, considering that the management of UPE implementation in Uganda is still inefficient and constrained (UBoS, 2017; Masuda & Yamauchi, 2018; MoES, 2017), It faces several challenges. These challenges include inadequate funding, poor school and teacher management, inadequate community participation, poor communication among stakeholders, issues of motivation and attitude among stakeholders, limited capacity for effective accountability of financial resources spending and stakeholder performance, and inadequate school infrastructure and poor-quality education (UBoS, 2017; MoES, 2017:70; Sakaue, 2018; WB, 2018). Consequently, the above constraints raise questions about their causes.

Therefore, in order to provide relevant answers to these questions, this research aims to understand and assess how the Ugandan MoES, applies the core management functions of planning and organising while implementing UPE policy in Ugandan primary schools under the current UPE management and implementation framework. Hence, this research will engage with planning and organising as core management functions guided by management theory in order to understand how UPE policy implementation in Ugandan primary school is managed.

2.3 EDUCATION REFORM AND THE UPE POLICY PROCESS IN UGANDA

According to the WB (2018:38), "the desire to provide free primary education goes back to 1948". The 1948 UN General assembly adopted the universal Declaration of Human rights which stated that "everyone has a right to education and education should be free for at least elementary and fundamental stage" (UN, 1948: Article 26). During this time, Uganda was in the hands of the colonial masters and its independence and existence as a self-governing nation state was not yet a reality (Byamugisha & Nishimura, 2008). The education system was characterised by favouritism, nepotism and discrimination and only a selected few could participate (Byamugisha & Nishimura, 2008). According to Byamugisha and Nishimura (2008), to overcome this menace, in 1963, the Education Board Castle Commission was requested to comprehensively evaluate the Ugandan education system vis-à-vis its ability to meet the demand for human capital in a newly independent nation state. Despite the recommendations that were made by the Commission such as promoting primary education, expansion of girls and adult education, technical education and

raising the standards of agriculture, very little was achieved from 1971 to 1986. Political instability and turmoil were allegedly responsible for the failure to achieve the objectives based on the recommendations of the Commission (IOB, 2008).

Since independence, the successive Ugandan governments had a desire to change the educational system by making it accessible, fair and productive (Byamugisha & Nishimura, 2008). In 1986, different commissions were formed to investigate the department of education by the NRM. In order to analyse and propose solutions for the Ugandan education system, the EPRC was formed. As a result, the commission proposed recommendations for policy reforms from the primary level up to the tertiary levels of education (Byamugisha & Nishimura, 2008). The commission emphasised primary education reforms, citing the importance of the primary education level as a foundation or steppingstone on which other education levels are founded. It was on this basis that the commission recommended the universalisation of primary education (Byamugisha & Nishimura, 2008).

As a consequence of global declarations on universal primary education, the Ugandan government in 1997 introduced the UPE policy nationwide after President Museveni's political declaration that committed the country to meeting the costs of primary education of four children in each family nationwide (Burlando & Bbaale, 2018; UBoS, 2017). Subsequently, this political commitment was extended to give access to all children who sought to access primary education in Uganda (Kavuma et al., 2017; UBoS, 2017). The worldwide agenda was to ensure that by 2015, all children, both boys and girls, would have equal access to schooling at all levels of education and all children should be able to access and complete primary education schooling (UN, 2015).

UPE, as one of the main objectives of the millennium development goals (MDGs) initiated by the UN, followed the Jomtien declaration on Education for All Conference in 1990, aimed to reduce the number of African youths that were uneducated (Sakaue, 2018; UN, 2000). The 1997 UPE policy political commitment by the GoU coincided with the international education agenda.

2.4 EXTERNAL ENVIRONMENT IN RELATION TO UPE POLICY MANAGEMENT AND IMPLEMENTATION IN UGANDA

The external environment constitutes the forces outside the UPE management and implementation institutions (MoES), institutions (schools) and agencies that play a role in shaping the way they operate and function (International Development Research Centre, 2009:1). In this case, the external environment greatly influences the internal environment of a given institution (Du Toit & Van der Waldt, 1997) and determines how they manage UPE implementation and the outcomes of their respective operations.

Political, social, economic and cultural factors influence and affect UPE policy management and implementation process (UBoS, 2017). This is because the UPE policy management and implementation in Ugandan primary schools involves different stakeholders with different roles and responsibilities at different levels of management and implementation process (MoES, 2017; Kavuma et al., 2017). The external environment during UPE policy management and implementation in Ugandan primary schools can either be an asset or a liability to the institutions it affects, and thus affects the general outcome of the implementation process.

2.4.1 The Political Environment

In Uganda, government regulations and legislation are part of the day-to-day functioning of government ministries, departments and agencies e.g., the Ministry of Education and Sports (MoES, 2017; Kavuma et al., 2017), and cannot be separated from the political environment. The implementation of UPE policy in Uganda is governed by government regulations and legislations that are based on the Constitution of Uganda (1995), Education Act of 2008 and various UPE policy documents (Kavuma et al., 2017). Public or education managers' responsibilities and activities are affected by the political environment through the constitution, government systems, bill of human rights, and other legislation (Du Toit & Van der Waldt, 1997). Therefore, this section analyses how UPE policy in Uganda evolved and is managed and implemented within the political environment. In this chapter, the researcher describes the structures, policies, stakeholders and principles and specific regulations and legislation that either inhibit or support UPE policy development,

management and implementation. The legislation discussed includes the Constitution of the Republic of Uganda Act 21 of 2005; the White Paper concerning EPRC (1992); PEAP (2004, 2005, 2006, 2007-2008); the Education Sector Strategic Plan (2004-2015, 2017/2020); the Gender in Education Policy (2008); the Education Sector Investment Plan (2004-2015); the Early Childhood Development Policy (2007); Preprimary & Primary Education Act (2008) and the Local Government Act (MoES, 2017; UBoS, 2017).

2.4.2 Universal Primary Education Policy in Uganda

As emphasised during the World Conference on Education that was held in Jomtien (Thailand) in 1990, the GoU made a solid commitment to structurally change the education system for the better. In this regard, the government committed itself to the provision of free UPE by the year 2000 (MoES, 2005b:2). In 1992, this commitment was strengthened with the 1992 government White Paper on Education which articulated and provided support for the primary education sector reform. The president of Uganda made a political commitment in 1997 during the presidential campaign, to introduce free primary education (UPE) for at least four children per family nationwide (Burlando & Bbaale, 2018; Sakaue, 2018). Currently, "UPE is a government programme with the mandate of providing compulsory primary education to all school-going age Ugandans" (Kavuma et al., 2017:2). Uganda's elimination of primary school fees was to a large extent prompted by an election campaign that was nationally oriented (Avenstrup et al., 2004). UPE is considered as a government flagship policy (MoES, 2017).

The 2000 White Paper on Education went further and recommended a phased approach, beginning with provision of free primary education under UPE policy for the first two years of primary education including Grades 1 to 5 in all government-aided primary schools by the year 2000, with full free primary education by the year 2003 (MoES, 2005b). The White Paper on Education 2000 followed the president's UPE political commitment in 1997. According to the MoES (2008b), by the year 2003, some of the children still had no access to free primary education due to a conservative implementation period. However, a significant number of children had free access nationally in the following years. Currently school-going children in Uganda have

access to UPE nationally as evidenced in the year-to-year increases in the National Enrolment Rate (NER), GER and the Total Enrolment (MoES, 2017).

The GoU eliminated tuition fees in all government-aided primary schools, and the Parent Teacher Association charges (PTA) to ensure that all primary school-going boys and girls between the ages of 6-13 in Uganda can access and complete primary education for free under the UPE system (MoES, 2008b; MoES, 2017). The UPE system is based on a cost-sharing arrangement in which the government caters for all the tuition fees and parents are expected to provide school utilities such as pens, books, uniforms and lunch (UBoS, 2017; UNICEF, 2014). As a consequence of the introduction of UPE policy in all government-aided primary schools, enrolment more than doubled. Free primary school education enrolments skyrocketed; for example, from 2.3 million in 1997 to 8.5 million in 2014 with a larger proportion of the enrolments of boys exceeding that of girls (UBoS, 2014). The NER increased from 93.7% in 2015/2016 Financial year (FY) to 96% in the FY 2016/2017, and the Total Enrolment increased from 8,3 million pupils in FY 2015/2016 to 8,6 million in FY 2016/2017, an increase of 4.7% (MoES, 2017). Despite the year-on-year increase in the enrolment rate, equal access for all boys and girls has not yet been achieved despite registering some successes (MoES, 2017; UBoS, 2017; UNICEF, 2014).

2.4.2.1 Preprimary education

However, despite the universalization of primary education in Uganda under the UPE policy system, there is still a lack of provision of preprimary education which is not affordable for almost 80% of the population, especially the poor (Budget Monitoring and Accountability Unit, 2016). Uganda is outperformed by countries like Kenya, Tanzania and Rwanda in the provision of free preprimary education (NPA, 2016). Preprimary education is important to ensure that children are well prepared for primary education. If not provided, it can negatively impact children's performance during the primary school level (UNICEF, 2014).

2.4.2.2 Secondary education

The high NER in relation to UPE in Uganda has led to a high demand for secondary education, which is still unfordable for many Ugandans, despite the introduction of Universal Secondary Education (USE) (UNESCO, 2015; Masuda & Yamauchi, 2018).

As a result of the massive enrolment and access shock due to free education for all under the UPE policy, according to various research reports, the UPE system in Uganda has become overwhelmed and unsustainable, consequently leading to high pupil to classroom/teacher/textbook ratios and a decline in the quality of education especially in public primary schools in the rural and poor regions in Uganda (UNDP, 2014; MoES, 2017; UBoS, 2017). The decline in the quality of education has severe consequences nationally on the quality of human capital and the ability of the country to realise the UN MDGs and SDGs (UNDP, 2014; WB, 2018). Research data indicates that the most vulnerable groups, such as orphans and girls, have higher dropout rates than their counterparts within the UPE system (UBoS, 2017). Currently, 12.5% of primary school-going children in Uganda are still unable to attend school, according to GoU statistics (UBoS, 2017). Also, despite primary education being universalised and free in Uganda, it is not completely free since students have to still pay for their school utilities (Koski, Strumpf, Kaufman, Frank, Heymann & Nandi, 2018; Sakaue, 2018; UBoS, 2017). Nevertheless, on a general note, the UPE system has registered several successes in ensuring that all school-going children have access to free basic primary education due to reduced access barriers although challenges remain (Koski et al., 2018; MoES, 2017; Sakaue, 2018).

2.4.3 Aims of Universal Primary Education in Uganda

The main goal of UPE, according the MoES (2008b), is the provision of adequate necessary resources and facilities to ensure that all Ugandan children of school-going age are able to enrol, remain and successfully complete the primary school education cycle (Sakaue, 2018). The aims of UPE educational policy guide the management and implementation strategies of UPE policy implementation in Uganda (MoES, 2014, 2017).

The MoES is responsible for the macro and micromanagement of UPE policy implementation in Ugandan primary schools with the aims of (MoES, 2008b:1):

- Upholding quality education by establishing and preserving it as a basis for ensuring that the required human resource growth is supported and preserved.
- Ensuring that basic education is available, accessible to all learners, and applicable to their needs plus the realisation of national goals.
- Changing society in a constructive and fundamental way.
- Provision of the minimum required essential resources and amenities to enable all children to enrol and remain in school until the completion of the primary school cycle of education.
- To eliminate inequalities and disparities by making education equitable and accessible to all who need it.
- To ensure the affordability of education to the majority of Ugandans.
- The realisation of the eradication of poverty through equipping every person with knowledge and basic skills, which can be used for self and national development.

In light of these core aims and objectives of UPE educational policy vis-à-vis the impediments and challenges highlighted in the problem statement, it is incumbent upon the MoES to manage and implement UPE policy in Ugandan primary schools by developing a viable or appropriate planning and organising management framework to ensure that the objectives are met. Every individual should then be able to attain knowledge and basic skills for a full realisation of UPE policy aims and objectives in Uganda.

2.4.3.1 Structure of the Management of UPE Policy Implementation in Uganda

As already indicated in this chapter, the GoU introduced universal primary education (UPE) in 1997 that involved the elimination of school fees in all government-aided primary schools to ensure equal access for both boys and girls (Burlando & Bbaale, 2018; Sakaue, 2018; UBoS, 2017). However, its management and implementation has faced and is still facing several challenges and constraints at all levels of the implementation process especially at the school level (UBoS, 2017).

In Uganda, UPE policy is a government programme managed and implemented in a decentralised system and is well received among various stakeholders such as aid

agencies, politicians, and the general population, due to its pro-poor education agenda (MoES, 2017; Kavuma et al., 2017). As a result, all stakeholders have committed themselves to ensuring that UPE policy is well managed and implemented at all levels nationwide despite the impediments and challenges it faces (MoES, 2017).

However, despite UPE policy implementation registering some positive outcomes in relation to access, research on UPE policy implementation in Ugandan primary schools indicates that, wherever UPE was and is instituted, problems have arisen (UBoS, 2017; Ward, Penny & Read, 2006). For example, there is a decline in the quality of education (MoES, 2017; WB, 2018); classrooms are overcrowded; there is a general lack of textbooks; and there is a lack of enough trained teachers, in some cases leading to multiple shifts during the day due to high student enrolments (Ward et al. 2006; UBoS, 2017; MoES, 2017). UPE implementation in Ugandan primary schools, still faces non-economic and economic barriers (Sakaue, 2018; WB, 2018). For example, in some primary schools, a large number of new students in level 1 are adults who are much older than the normal school entry age (UBoS, 2017).

Despite UPE policy implementation in Uganda being more of an asset in relation to access (UBoS, 2017), its imperfections cannot be ignored, for example; UPE policy *"… generates different costs of schooling for children who attend the same school, live in the same community, but belong to the households that differ in their composition"* (Burlando & Bbaale, 2018:3). Considering that, although UPE is tuition free, it is not completely free since pupils have to pay for school materials and utilities which is a problem for poor families and orphans (UBoS, 2017; Sakaue, 2018).

Research indicates that, there are still other major management and implementation challenges facing the UPE educational policy system in Uganda as the researcher has already highlighted. These include corruption and lack of accountability among different stakeholders; coordination and communication issues; stakeholders' negative perception of UPE; high dropout rates; continued illiteracy; poor and inadequate school infrastructure; unqualified teachers and inadequate qualified teachers; inadequate funding; a widening gap between educational preparation and actual employment opportunities nationwide and a decline in the quality of education (UBoS, 2017; MoES, 2017; WB, 2018). Hence as stated above, under the current UPE

planning and organising management framework, the UPE system is still considered to be both internally and externally inefficient based on current research and Ugandan government statistical data (MoES, 2017; UBoS, 2017). Therefore, this calls for the MoES to ensure that there is an appropriate and viable improvement in the current UPE planning and organising management framework for the successful implementation of UPE policy in Ugandan primary schools.

2.4.3.1.1 Stakeholders and the framework supporting the management and implementation of UPE policy in Ugandan primary schools

In this section based on literature review findings, the researcher substantiates how UPE policy implementation in Ugandan primary schools is managed at different levels of the implementation process by different stakeholders within a decentralised system of management (Kavuma et al., 2017; MoES, 2017). Therefore, this process involves coordination, communication and cooperation between or among all stakeholders that are involved in the implementation process (MoES, 2017).

The UPE policy management framework was issued on 6 October 2008 (MoES, 2008b). These guidelines replaced the 1998 guidelines that were first compiled and issued but attracted little commitment from the stakeholders (MoES, 2008b). These guidelines were introduced after consultation and engagement with various stakeholders in an attempt to strengthen their commitment; improve the management of UPE policy; and substantiate main policy positions in order to mitigate the possibility of conflict and overlap in roles and the neglect or omission of important aspects of the programme (MoES, 2008b).

The management and implementation of UPE educational policy in Ugandan primary schools follows "a decentralised system, which follows the 1998 civil service decentralisation process in Uganda" (Kavuma et al., 2017:5). The MoES, headed by a cabinet minister and assisted by three state ministers responsible for primary education, physical education sports and higher education, is tasked with the role of policy formulation and the maintenance of educational standards through curriculum development, teacher training, and administering of school examinations (MoES, 2014, 2017). It is expected that this would bring about more accountability, flexibility and transparency (MoES, 2014). The three ministers are generally political heads

mandated to realise government goals and the education agenda (MoES, 2014). The general administration lies in the hands of the permanent secretary who is the overall supervisor of the education sector and chief accounting officer (MoES, 2014). The provision and management of basic education in Uganda is in many aspects in the hands of Uganda's local governments (LGs) which work in cooperation with the national department (MoES, 2014:32; Kavuma et al., 2017:5).

The MoES consists of 13 "technical departments", which are headed by specific commissioners: 1) preprimary and primary education, 2) secondary education, 3) private schools and institutions, 4) technical, business and vocational education and training, 5) higher education, 6) Inclusive and special needs education, 7) guidance and counselling, 8) teacher instructor education and training, 9) educational planning and policy analysis (EPPAD), 10) sports and physical education, 11) administration and finance, 12) HIV/AIDS, and 13) gender units (MoES, 2014:32). Additional support from other sections that work under the secretary of finance and administration who must report to the permanent secretary, these include; procurement, accounts, personnel and administration (MoES, 2014). Semi-autonomous institutions within the MoES include the UNEB; the National Curriculum Development Center; the Directorate of Education Standards; the Uganda Business Technical Examination Board; the National Council of Sports; the National Council for Higher Education; the National Health Services Training and Public Universities; and the Education Service Commission (MoES, 2014, 2017).

As in many other countries, both developed and developing, the GoU recognises the centrality of education for both the national economy and the individual and it is one of the major reasons as to why it is decentralised (Kavuma et al., 2017; Mbelle, 2008; Sifuna, 2007). Due to this perception of education, various governments emphasise alternate forms of education management and governance rooted in responsible participation and accountability among all stakeholders (Naidoo, 2003).

Since independence, as in many other countries in sub-Saharan Africa, a centralised system of education management and governance was adopted at independence (Winkler, 1994). It is argued that, during that time, the Ugandan government wanted to promote national identity and make education rapidly accessible to the masses.

Due also to high illiteracy rates in society, state involvement and central planning were needed in order to overcome unfairness in society and "inherited socioeconomic" limitations (Gaynor, 1998:1) In services provision, development and oversight in society, it has been argued: that a centralised system falls short of being the best method of governance and management in education. A centralised school management system, for example, faces limitations in relation to the day-to-day administrative tasks of general school management (Gaynor, 1998).

As earlier stated in this chapter, UPE policy is a nationwide programme, and various stakeholders, including the ministries, schools, departments plus agencies (MoES, 2017; UBoS, 2017), carry out its management and implementation. The Ugandan Ministry of Education and Sports under a decentralised system of management, macromanages the UPE policy implementation in Ugandan primary schools in cooperation with other stakeholders (MoES, 2017; Kavuma et al., 2017).

In the management of the implementation of UPE educational policy in all government-aided primary schools in Uganda, both the local and central governments, have different mandates when it comes to the delivering of the activities of the UPE programme (UBoS, 2017). During the administration of UPE policy, the key actors responsible for the delivery of the UPE policy programme include the MoES, Members of Parliament (MPs), CAOS, RDCs, District Education Officer (DEOs), the local authorities (including: chiefs of the sub-counties, LC 111, IVs), DISs; CCTs, SMCs, foundation bodies, school principals, teachers, students/pupils, guardians/parents, civil society organisation, community, and the mass media (MoES, 2014; UBoS, 2014).

While conducting this research to supplement the literature findings, it is therefore important to obtain more information directly from the relevant stakeholders, in order to be able to gain a fully meaningful and better understanding of how the implementation of UPE policy in Ugandan primary schools is managed. Interviewing relevant stakeholders in addition to literature findings and specific case studies, will be an asset in this regard. This will also help further in understanding the achievements, successes and challenges in the management of the implementation of UPE policy in Ugandan primary schools.

According to MoES (2017), UPE policy in Uganda follows a top-down approach and is solely macromanaged and implemented by the ministry in cooperation with other stakeholders at both the district and school levels in pursuit of the following objectives (MoES, 2014; 2017; UBoS, 2017): To ensure that resources and facilities are adequately provided to enable all school-going children to access, enter and remain in school until they successfully complete the primary level of education; to provide equitable and equal access to education so that disparities and inequalities are eliminated; to reduce poverty by ensuring that every person is equipped with basic skills and to ensure and guarantee the affordability of education for all Ugandans.

To ensure the attainment of all the above objectives, core related functions such as offering assistance, services and contributions to the construction of the required school facilities and utilities like libraries, classrooms, teacher training, supervising, monitoring, provision of school instructional equipment and materials (e.g. teacher guides and textbooks); providing school curriculum; the evaluation of the UPE programme, assessment standards and monitoring are provided and administered by the ministry (MoES, 2017; UBoS, 2017).

2.4.3.1.2 District level

In Uganda's local government, the district is the highest level of government staffed with elected members of the district local council (administration) and is directly responsible for overseeing the implementation of UPE policy in a given district (Kavuma et al., 2017; MoES, 2017). The LC5 is led by an elected district chairperson and is the highest political office (Bitamazire, 2005). The Public Service Commission of the central government appoints the CAO who is the second most important civil servant at the district level, and they are is tasked with heading the public-sector servants at the district level of local government (Bitamazire, 2005). The CAO is also responsible for the district's financial management and implementation of the decisions and policies of the central government (MoES, 2008b). The structure of local government includes city councils, municipalities, sub-counties and town councils (MoES, 2008b). Currently, Ugandan local government nationwide constitutes of 4 regions, 121 districts councils plus one city council (Kampala), 5 city council divisions, 121 town councils and 167 counties (UBoS, 2017).

According to Bitamazire (2005), a DEO is responsible for dealing with the school principals in terms of organising teachers' appointments, teacher school transfers, and teachers' salary transfers, and for organising and collecting school supplies. They manage communication with the National Ministry, formulate, and receive all related policy implementation reports. Despite the CAO being in charge of supervision and management of the district staff, the DEO is the most important civil servant when it comes to UPE policy management and implementation in primary schools at the district level (Bitamazire, 2005). Affairs of educational institution entities such as schools and colleges are managed by school principals and school management committees (SMCs). In this regard, SMCs are responsible for school management at the primary school level, while school management at secondary level is administered by the Board of Governors with Parent-Teachers Associations (PTAs) The SMCs, Boards and PTAs are also involved in the day-to-day management of the schools (MoES, 2008b).

Although the district council has the executive and legislative authority at the district level (Kavuma et al., 2017; MoES, 2017), the management and implementation of UPE policy in Ugandan primary schools at the district level, is executed jointly between different stakeholders that include the DEOs, town clerk, Resident District Commissioners (RDCs), inspector of schools, CAOs, education officers, senior education officers, assistant inspectors of schools, LC5 chairman, principal inspector of schools, SMC, and the mayor. These stakeholders all cooperate, coordinate and work together to successfully manage and implement UPE educational policy in Ugandan primary schools in their respective districts nationwide (MoES, 2008b).

According to the MoES (2008b), during the management and implementation of UPE policy at the district level, the stakeholders fulfil the following roles and responsibilities: the management and implementation of UPE policy in primary schools; UPE policy budget formulation; monitoring and evaluation of all government programmes; disbursement and accounting of the UPE policy grant; the provision of school utilities and instructional materials to schools; ensuring quality performance by inspecting schools; facilitating teacher transfers; maintenance of staff capacity in schools; stimulation of teacher performance by organising seminars, conferences and briefings for teachers; taking disciplinary action against underperforming teachers and

principals by reporting the identified culprits to the DSC; enforcing and ensuring that schools' performance meets the required minimum standards as stated by the education standards department; formulating the by-laws for the successful management and implementation of UPE in primary schools; managing and facilitating the transfer of principals and teachers within the respective districts; and ensuring the setting up and performance supervision of education departments.

In addition, according to the MoES (2008b:14), the sub-county level follows the district council and is composed of a "local council" plus five chairpersons, sub-county chiefs, the mayor, coordinating centre tutor (CCTs), SMCs and are responsible for: conducting community sensitisation and mobilisation on education matters; The interpretation of UPE plans, initiates, government policies and strategies for teachers and principals; conducting follow-ups and organising continuous professional development courses and identifying areas that need improvement for principals and teachers and SMCs; helping to identify the achievements and challenges that schools in the respective districts face; sustaining model schools and initiating resource centres; aapproving school budgets and ensuring that all funds are used to benefit all pupils; ensuring that the schools receive the funds they need and that the funds are publicly declared, displayed and properly used for the benefit of all pupils; following up on demands made by principals at the district level and ensuring that these demands are met; and working as a linkage between schools and their communities.

2.4.3.1.3 School level

As stipulated by the MoES (2008b), the school level represents the last level in relation to the institutional structure of UPE policy implementation in Ugandan primary schools. According to Kavuma et al. (2017:5), "In the current governance structure, schools are directly responsible for implementing UPE under the oversight of the School Management Committee (SMC) and the District Council". The school level consists of different stakeholders that include principals, schoolteachers, and the learners (MoES, 2008b). Their responsibilities among others include the following (MoES, 2008b): ensuring that their schools start on time; providing professional training for teachers through workshops; overseeing and evaluating teachers' performance; drafting and putting together education plans in schools for the short-term; providing reports to the

DEO in relation to the macro- and micro-performance of their schools; Upholding discipline in schools and conducting planning for their schools; encouraging /persuading guardians/parents to send their children to school and on time; and drafting and putting together lesson plans, teaching guides and work schedules, and ensuring safety and security in their schools.

2.4.3.2 The educational policy framework

Programmes, initiatives and legislation implemented by the GoU, non-governmental organisations (NGOs) and international institutions support UPE management, development and implementation. These initiatives or programmes are intended to support government activities in ensuring sustainable financing for the UPE programme nationwide, infrastructure development, teacher training and motivation, gender equality, universal access, instructional materials, efficiency of the UPE system, and student retention (MoES, 2017; UBoS, 2017). This section explores and examines the above in the context of how UPE policy is managed and implemented in Ugandan primary schools.

2.4.3.2.1 Comprehensive programmes to improve quality in primary education

The GoU takes the quality of primary education seriously as already highlighted in this chapter. The MoES sees quality as a core indicator of good education (MoES, 2017; UBoS, 2017). According to the MoES (2017:39): "quality education is that which makes learners relevant and with useful knowledge, attitudes and skills to enable them to live better lives with competence and confidence in the ever-changing environment. A quality education is therefore, one that satisfies basic learning needs and enriches the lives of learners …".

The GoU has, for a long time, injected enormous sums of money in the primary education subsector so as to provide quality education to all learners (MoES, 2017). However, despite these large budgetary allocations to UPE and the general primary education subsector, the sector still produces very poor student learning outcomes as evidenced in low levels of students' performances in literacy and numeracy levels (WB, 2018).

In order to address and overcome issues relating to quality in the UPE system, the Ugandan government introduced a UPE-oriented comprehensive programme (MoES, 2008b; 2017). The comprehensive programme is guided and based on principles of access, quality, sustainability and efficiency so as to overcome poor learning achievements (MoES, 2008) in underperforming districts such as Oyam, Bukedea, Amaru, Lyantonde, Kyenjojo, Mubende, Kabong, Bulisa, and Nakapirit. The focus of the programme within these respective underperforming districts was on quality of teaching, and the development of numeracy, basic life skills and literacy at the school level (MoES, 2008; 2017).

Despite the relevance of the programme to the many districts in Uganda, the inability of the government to raise the required finances to fund the programmes, led to the division of the implementation into two phases with the focus on the district's general performance and the availability of finances to match the funding need, as the researcher discusses below (MoES, 2008d). This further indicates how the UPE programme continues to face severe funding problems (Sakaue, 2018; UBoS, 2017), with serious implications for the successful implementation of the whole UPE policy programme.

To ensure the successful implementation of UPE policy in Uganda primary schools, the MoES currently continues to use this approach as a guideline and roadmap to ensure quality education, proper financing and the efficiency of the UPE system despite the challenges (MoES, 2017). In this regard, according to the MoES (2008d:5), the "underperforming districts" are represented in the first phase of the comprehensive programme to improve quality in primary education and divided into four individual pillars namely:

a) The teacher: this focuses on the improvement of the living standards of teachers through adequate provision of good accommodation, improving and updating the knowledge of teachers and improving the teacher-pupil ratio in the lower primary so as to obtain higher rates of numeracy and literacy;

b) Pupils: this pillar focuses on ensuring that qualified teachers are provided to schools so that children can obtain, develop and learn the required skills and knowledge in numeracy and literacy, and aims to reduce constraints between

different schools through the supply of adequate school instructional materials, plus monitoring students' performance, attendance and provision of adequate classrooms;

c) The management: focuses on increasing support for supervision and the avoidance of high rates of school absenteeism while simultaneously ensuring the initiation of a non-monetary rewards mechanism. Customised performance targets are enforced and accountability of all stakeholders is demanded;

d) Community: this pillar is to ensure the implementation of the maximum age for enroling in school in order to limit over-aged children from enroling in school. In addition, it ensures that information is disseminated to the community so as to create awareness and encourage the "participation of parents in the evaluation and assessment of the school performance" (MoES, 2008d:5).

Despite this phase being based on the availability of finances, it was implemented nationwide based on a matrix of teachers, pupils, management and community. It focused, instead, on the budget and on ensuring that books were placed into the hands of children, ensuring that principals attended schools, SMCs were strengthened and teachers' attitudes were improved (MoES, 2008d).

Based on the above details, the programme pillars encourage and promote the provision of instructional materials, training, performance monitoring; emphasise the role of community in ensuring accountability; and promote and ensure school level supervision and motivation. The programme also ensures that all stakeholders are accountable and fulfil their respective responsibilities and roles. It can therefore be argued that the comprehensive programme to improve quality in primary education is, in many respects, compliant with the GoU's UPE policy agenda. In this regard therefore, for the UPE implementation in Ugandan primary schools to be successful in an appropriate management framework that focuses on sound planning and organising, it is important for the MoES to properly and fully implement this approach. This is important because it provides viable solutions to problems related to communication, coordination and stakeholder motivation that continue to impede and challenge the effective management and implementation of UPE policy in Ugandan primary schools.

2.4.3.2.2 Teacher Development Management System (TDMS)

Based on the intention to improve equity and quality in education dissemination, amidst a massive increase in UPE primary school enrolments, the TDMS was introduced by USAID in 1994 (Ward et al., 2006). It was designed to ensure that teaching remained a respected profession, to establish a support system and a delivery report by rationalising and restructuring the training services for teachers, to promote community participation and to create a sustainable mechanism of resource allocation (Nansamba & Nakayenga, 2003; Ward et al., 2006;). The TDMS was introduced as a Primary Education Teacher Development subcomponent to achieve the above. Nansamba and Nakayenga (2003:6) assert that the TDMS was introduced as a "national support system" and designed to enable a robust and effective introduction of new curriculum assessment methods and techniques; new materials of instruction; enhance access to quality learning opportunities; and the improvement of instructional quality and school management by: the revision and improvement of teacher qualifications or teacher education diplomas, primary school teachers' training curriculum and the creation of relevant instructional modules to enhance the quality of teachers; provision of management training for education managers to enhance the management capacity of all institutions of education; providing refresher courses and in-service training for under-trained and untrained teachers; mobilisation of the community in order to create awareness of the significance of primary education (UPE); and equipping coordinating centres and primary school teacher training colleges and primary schools to enable them to enhance and strengthen the pedagogical/educational aspects of primary school education.

Since its inception, the TDMS, has been launched in more than 23 major primary teachers' colleges linked to more than 539 coordinating centres that represent more than 95 000 Ugandan government-aided primary schools offering management training and skills at certificate level for principals in primary schools (UBoS, 2017; Ward et al., 2006). Despite the related UPE challenges, the TDMS has established itself as a crucial programme in the management of the UPE system at school level and as a driver for a successful and appropriate UPE implementation framework in Uganda (MoES, 2017; UBoS, 2017). This is, in part, based on the fact that the training is important for stakeholders because it helps them to grasp and understand their

respective roles and responsibilities in relation to UPE management and implementation in Ugandan primary schools.

2.4.3.2.3 Primary School Curriculum

In 2007, the MoES introduced a new thematic curriculum that is divided into three cycles within which each has an independent structure of skills, knowledge and learning outcomes that are based on levels expected from pupils of different grades at the end of each school day. This initiative was a consequence of a June 2004 review of performance, which concluded that pupils' poor performance in all curriculum disciplines or subjects was a result of failure to develop "early literacy" (Ward et al., 2006:42). According to the IOB (2008), the content and skills are arranged and taught based on a number of different themes as opposed to subjects in lower primary school.

For Grades 1–3, Cycle 1 consists of a basic arithmetic approach and skills designed to appeal to them. This reflects everyday activities and interests in line with the educational objectives of the ministry. In this cycle, "local mother tongues" are used to conduct and assess the pupils in different subjects apart from English (Ward et al., 2006). The main aim is to stimulate child growth, maturity and preparation for upper primary level education and the same time develop the required skills for the English language (Ward et al. 2006).

Cycle 2, which is referred to as the transition year, was developed for pupils in Grade 4. In this cycle, pupils from lower primary education transit to upper primary education. The medium of instruction and assessment in this cycle was proposed to be changed to English language by the MoES. This was done in order to enable the pupils to obtain oral and written English language skills while simultaneously enabling them to transfer the acquired knowledge and skills in a theme-based school curriculum to a framework based on subjects (Ward et al., 2006).

The third cycle is a subject-based framework and the last part of the curriculum was introduced for pupils in Grades 5, 6 and 7 with the knowledge, concepts and skills organised into subjects such as Science, Mathematics, Social Studies and English in order to benefit all students moving from primary to the secondary education level (Ward et al., 2006).

The government's strategic changes to the school curriculum have major implications for the quality of education; assessment and examinations; requirements for teacher training; monitoring and evaluation; financial requirements and school budgets; and the profiles of learning materials. In this regard, serious curriculum implementation challenges would risk negatively impacting the entire UPE system if there is a lack of a detailed planning and organising roadmap within the MoES. Research indicates that UPE policy in relation to school curriculum is moving in the right direction. However, curriculum and the quality of education issues still remain (UBoS, 2017; WB, 2018).

Based on this analysis, therefore, despite the government providing a curriculum guideline for conducting classes, in the absence of sound stakeholder consultation, coordination, planning, monitoring and evaluation, these curriculum changes may not achieve their aims.

2.4.3.2.4 Initiative for instructional materials

As universally known and accepted in the education sector, instructional materials are an important and essential aspect of teaching and learning as they enhance the morale of teachers while also sustaining pupils' interests (MoES, 2017). According to Nishimura and Ogawa (2009:120), the Ugandan government created an independent body known as the "Instructional Material Unit" (IMU) as a way of ensuring that feasible instruction equipment and material are available to schools. The IMU is responsible for the management, processing and coordination of instructional material, distribution and storage of instructional materials from the national level to districts and schools, planning and consolidation of instructional materials, conducting monitoring and evaluation in relation to the use of instructional material in schools, districts and nationwide, and finally inform and engage schools on how instructional materials are used and handled (MoES, 2017). However, despite the government's efforts to ensure that schools have sufficient instructional materials, there is still a general lack of instructional materials in UPE primary schools in Uganda, which has negatively impacted the quality of education especially in the science subjects where most of UPE primary schools have no laboratories or proper equipment (UBoS, 2017; WB, 2018).

In the FY 2016/2017, in order to enhance and ensure the supply and efficient use of instructional materials, the GoU set up the monitoring and supervision task forces; to ensure that primary schools in the selected districts acquire and efficiently use the supplied instructional materials in order to deliver quality education (MoES, 2017).

Despite the government initiatives including other unmentioned school improvement and effectiveness programmes that monitor and supervise primary school instructional materials usage and effectiveness (MoES, 2017), the implementation of the intended curriculum in schools can only succeed if "instructional materials" are adequately available (Lockheed & Verspoor, 1991:47). It is obvious that to ensure an effective and efficient distribution mechanism for instructional materials in Ugandan primary schools nationwide, the government needs to ensure that instructional materials get to schools that need them first. This will also free up finances that would have been spent on procurement of the required instructional materials and reduce the financial strain on schools (MoES, 2017). It is thus imperative that a viable and appropriate management framework that focuses on planning and organising is necessary for the IMU to achieve these objectives.

2.4.3.2.5 Initiatives to improve education in outlying areas

Despite the high enrolment numbers since the inception of UPE, not all children have access to UPE (UBoS, 2017). Most of the children that lack access to education are those in non-formal settings which contradicts the main objective of UPE policy in Uganda (Sakaue, 2018; WB, 2018). According to Byamugisha and Nishimura (2009:143) as a result, the MoES has created alternative means in order to meet its objectives of ensuring access for all Ugandan children of school-going age. These initiatives include:

a)   Creation of the "Alternative Basic Education for Karamoja" (ABEK) which focuses on semi-nomadic pastoral communities in Karamoja, located in northeastern Uganda and consists of Moroto, Kotido and Nakapiripit districts. This programme targets children ranging from 6–18 years of age in these districts. Chemilo (2009) asserts that the MoES created the ABEK programme in 1997 as part of national education policy with complementary basic education as a component. The ABEK programme was planned as a way of

ending barriers to basic education in pastoral and semi-nomadic Ugandan communities (Chemilo, 2009). It focuses on provision of capacity building, mobilisation and giving beneficial knowledge within these communities, and supporting UPE policy in the region (Chemilo, 2009).

b) The "Complementary Opportunities to Primary Education" (COPE) focuses on pupils who have never attended school and school dropouts. It is parallel to other initiatives. COPE is a three-year programme that comprises of four primary school subjects, and pupils study only for three hours per day. COPE targets the most disadvantaged pupils with the aim of providing education to districts such as Kamuli, Arua, Kisoro, Mbarara, Masaka, Bushenyi, Kalangala Nebbi, Sembabule and Mubende (IOB, 2008).

c) The Ugandan MoES also initiated the "Basic Education for Urban Poverty Area" (BEUPA). This initiative targets poor children of school-going age who have no access to primary education, and primary school dropouts with a focus on urban areas (Byamugisha & Nishimura, 2009). BEUPA offers "a three-year basic education and vocational skills programme to poor and disadvantaged children"; it requires high participation levels and has benefited more than 5 000 pupils (Byamugisha & Nishimura, 2009:123). More programmes are currently being introduced by the MoES and development partners, in order to ensure that all children, especially the poor, orphans and those in isolated areas, have access to UPE (MoES, 2017).

As a consequence, these programmes have significantly helped the GoU in realising and fulfilling its UPE objectives such as making education accessible and equitable plus eliminating inequalities and disparities despite the persistent challenges (MoES, 2017; UBoS, 2017). The GoU has realised positive changes within the UPE system due to these programmes and needs to continue with other initiatives (MoES, 2017). This is evidenced by an increase in the number of UPE enrolments based on the NER statistics that have created a need for more qualified teachers, a need for more instructional materials, classroom space, school supplies and utilities (UBoS, 2017). These developments further indicate why there is a greater need for the government to have a viable and appropriate management, planning and organising framework that can enable it to successfully meet its UPE policy implementation objectives.

2.4.3.2.6 Financial initiatives for universal primary education in Uganda

Since UPE policy inception in Uganda, UPE policy implementation has always been hampered by inadequate funds to meet the required implementation needs (Sakaue, 2018; UBoS, 2017). Due to the access shock created by UPE, problems such as inadequate classrooms, lack of qualified teachers, inadequate latrines and desks, and inadequate running water arose (Budget Monitoring and Accountability Unit, 2016; UNDP, 2014; WB, 2018). These problems are a result of a massive increase in the number of pupils enroled under the UPE system vis-à-vis the available school infrastructure and primary school resources in Uganda. The Ugandan government currently spends 53% of the education budget for UPE programme financing which means that more funds are allocated to the UPE programme than any other programme within the education sector (MoES, 2017). The education sector remains one of the most heavily funded sectors in Uganda according to the previous and current budgets (MoES, 2017). However, the general expenditure on education to Gross Domestic Product (GDP) declined to 2.2% in 2014 from 3.7% in 2010 according to government statistics (UBoS, 2014). This trend has also been noticed in the current and previous FY (MoES, 2017). Although Uganda spends more on education versus other sectors, its education spending is lower than that of its neighbours, but it performs better in the enrolment rates. Table 2.1 below shows how Uganda measures up to its neighbours in relation to education financing and other important UPE education indicators:

Table 2.1: Uganda's expenditure on education and key education indicators compared to neighbouring countries and SSA

Indicator	Uganda	Kenya	Rwanda	Tanzania	Burundi	SSA
Government Expenditure on Education(% GDP)	2.2	N/A	5.0	3.5	5.4	4.0
Government Expenditure on Education (% total expenditure)	11.8	N/A	16.6	17.3	17.2	16.6
Adjusted net enrolment, primary, male (%)	92	84	95	81	95	81
Adjusted net enrolment, primary female (%)	95	88	97	82	97	76
Primary completion rate, male (%)	56	103	61	70	63	72

Indicator	Uganda	Kenya	Rwanda	Tanzania	Burundi	SSA
Primary completion rate, female (%)	55	104	72	77	70	66

Source: WB (2014).

In order to boost efficient funding for the UPE programme in Uganda, in addition to direct government financing and donor funding, the GoU introduced the School Facilities Grant (SFG) for helping needy schools to meet the extra requirements such as construction of more classrooms, recruitment of more teachers and building latrines. The government, with the support of the WB and other international donors (Ward et al., 2006:115; MoES, 2017), undertakes this project.

Under the SFG funding mechanism, the local government informs the chosen schools to apply for the grant after district officials who visit these schools, do a needs assessment and approve the application (UBoS, 2017; Ward et al. 2006). Then schools are ranked based on funding needs. Qualifying schools then open an SFG bank account and sign funding contracts with the district officials. The community and the schools receiving the funding (Ward et al., 2006:119) and supervise construction of the school facilities.

The SFG has been recognised for its role in assisting many needy schools in Uganda to build school facilities (Ward et al., 2006). The SFG budgeting and planning phase runs from November to June every year and almost all parishes in Uganda have received an allocation for the building of two classrooms under SFG (UBoS, 2017). During this period, activities such as the approval of the SFG yearly budget plan, field preparation and appraisal review, and communications about resource ceilings are carried out by the Ugandan government (UBoS, 2017). In relation to the problem statement of this research and considering how funding continues to impede UPE policy implementation in Ugandan primary schools, the SFG funding mechanism brings in much-needed help although funding problems remain according to government and NGOs UPE financing data (UBoS, 2017; Sakaue, 2018).

In this regard, therefore, to ensure the successful implementation of UPE policy in Ugandan primary schools through a viable SFG financing mechanism and other UPE funding initiatives, the MoES needs to adopt a planning and organising UPE management and implementation framework that ensures an efficient and effective

distribution of funds to schools in need; a correct and fair needs assessment for schools; and accountability and openness by all stakeholders so as to ensure that SFG funds are allocated fairly and effectively and are disbursed on time to schools that need them. Despite the high budget allocated by the GoU to the education sector as evidenced in the 2017-2018 budgets, the current level of spending does not meet the funding needs of the education sector including UPE (NPA, 2016; MoES, 2017; Sakaue, 2018). It is also important to note that although a significant percentage of education sector funds go to UPE financing, Uganda still spends less on education in comparison with its neighbours as indicated and illustrated in Table 2.1 above.

In addition to SFG and other government UPE financing mechanisms and initiatives, the GoU through the MoES also administers and applies the UPE capitation grants supported by parental contributions as a UPE financing mechanism (MoES, 2017). Under this financing model, the primary school education budget includes non-wage recurrent expenditure, wages and development expenditure (MoES, 2017). The UPE capitation grant forms the main part of non-wage expenditure, where spending is based on guidelines; for example, management (15%), instructional materials (35%), contingencies (20%), administration (10%), and co-curricular activities (20%) (Office of the Prime Minister [OPM], 2016). For example; Ugandan Shillings (UGX) 68.5 billion was paid out as capitation grant to Ugandan UPE primary schools for a total of 7 million pupils in the FY 2016/2017, while UGX 63.3 billion was paid out as UPE capitation grant for FY 2015/2016 covering 6.9 million pupils (MoES, 2017). Despite the UPE funding initiatives, most of the research data indicates that there is a discrepancy between the actual funds received and what is planned (OPM, 2016). This has become a problem for many primary schools in Uganda in relation to school financing (MoES, 2017). UPE and PTA funds are reportedly managed and administered by different committees that use different accounts and guidelines (MoES, 2017).

Furthermore, under the current UPE financing mechanism, schools have to depend on different funding models in order to meet their financing requirements though most do not succeed in obtaining all the funds they require (UBoS, 2017). This lack of adequate funding forces UPE primary schools in Uganda to charge students school fees (Sakaue, 2018), which goes against the UPE objectives and further illustrates

why the macropolitics of UPE policy implementation in Ugandan primary schools ends up being caught in the micropolitics of UPE school systems (OPM, 2016).

Table 2.2 below indicates the discrepancy between PTA and UPE funds and how neither of them fully mobilises the funds as planned. This imperfect funding practice coupled with inflationary pressures continues to distort school planning activities and school development and has consequently influenced learning outcomes. This calls for the MoES to ensure that schools get all the funds they need under a viable UPE planning and organising management framework.

Table 2.2: Capitation grants and parents' contributions

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

Source: OPM (2016)

2.4.3.2.7 Universal primary education and early child development (ECD)

It has been argued that learning begins at birth and that whatever a child experiences at an early stage of his/her life will have implications for the child's learning abilities and outcomes in later years (MoES, 2007d). In this regard, the MoES (2007d:2) asserts that, "early child development is a process through which young children grow and thrive physically, mentally, socially, emotionally and morally". In order to support this cause, the MoES introduced a multi-sectoral ECD policy that ensures and advocates an expansion framework and that early child development programmes are harmonised and communicated nationwide (MoES, 2017).

According to the MoES (2007d), the objective of ECD is to decrease repetition rates in schools especially at primary school level and provide children with a solid foundation which can act as a basis for later life experiences. In addition, it recognises all children's rights nationwide irrespective of gender or disability and promotes participatory and active learning while simultaneously enhancing natural development in children (MoES, 2007d; 2017). However, issues of physical violence (bullying) in Ugandan primary schools especially against the disabled and marginalised children, are partly hindering the proper mental and physical development of the children

affected (Devries, Kuper, Knight, Allen, Kyegombe, Banks, Kelly & Naker, 2018). Physical violence in Ugandan primary school environments has been found to have a negative impact on the pupil's performance at school (Devries et al., 2018), and undermines the ECD initiative in many ways.

Therefore, despite the challenges, the ECD creates a basis for the reduction and elimination of repetition, dropout of children at primary school level (UPE system), enrolment problems, bullying and physical violence issues, and provides a platform for pupils to move to primary level successfully. If ECD is successfully implemented, it might help in avoiding wastage of UPE funding and eliminating issues of physical violence among students and teachers. It is important, therefore, that the MoES adopts a planning and organising framework that sufficiently includes and enforces ECD in combination with other initiatives for the successful implementation of UPE policy nationwide.

2.4.3.2.8 Initiative in support of the girl child

One of the major issues that have been hindering the successful implementation of UPE in Uganda is the fact that girls have not still been able to access and remain in school compared to boys, and this has created an equity problem in relation to UPE policy implementation nationwide (MoES, 2017; UBoS, 2017). In order to bridge this gap in relation to access between males and females and to move towards realising gender equity in education, prevention of early marriages and the empowerment of women, the MoES has introduced numerous initiatives to realise these objectives (MoES, 2017). These initiatives include:

a)   The creation of the "Girls Education Movement" in 2001 in order to promote quality education for girls by focusing on: promoting enrolment of girls in school, helping girls with special needs, promoting community support for girl child education (Nishimura & Ogawa, 2009:124).

b)   According to the MoES (2008c:12), in addition to the above, in 2008, the Ugandan MoES introduced the "Gender in Education Policy" in order to: ensure equal provision of knowledge and skills evenly to both males and girls; ensure equal access for all and a profitable education system for all; and promote an

education system that provides an environment that is protective for all persons without discrimination and an education system that is gender-responsive.

Based on the policy in order to eliminate gender problems in terms of access and the provision of education for all, the above initiatives meet this UPE objective. The equal and open enrolment of girls in primary school under the UPE policy has been found to have a positive effect on preventing early child marriages which are prevalent in many Ugandan rural communities, especially pastoral and nomadic communities (Koski et al., 2018). It is thus important that girls have the same access to free education (UPE) as boys because this would provide a platform for gender equality in education, prevent early marriages especially for girls and help in achieving SDG5 in Uganda (Koski et al., 2018). Since it is the role of the MoES to provide an education system that gives access for all and promotes gender equality in education, it is thus crucial for the MoES to adopt a UPE implementation management, planning and organising framework that emphasises gender equality in education.

2.4.3.3 Education sector strategic plans 2004/2015, 2017/2020

- The Education Sector Strategic Plan (ESSP) was initiated in 2003 and adopted in 2004 to provide a viable framework to facilitate policy analysis and budgeting (Bitamazire, 2005). This plan replaced the Education Sector Investment Plan (1999-2003). The GoU has recently updated the ESSP 2004/2015 and replaced it with ESSP 2017-2020 (MoES, 2017). Despite the ESSP 2004/2014 update, core aims almost remain the same as in other ESSPs (Bitamazire, 2005:2). Therefore, the focus here is on the general ESSP aims and objectives. According to Byamugisha and Senabulya (2005), the ESSP objectives include: enhancing education service delivery and management at all levels; improvement of the quality of education at all levels with special emphasis on primary education and enhancing and developing the MoES capacity to successfully plan, manage and programme an "investment portfolio" that will successfully and effectively develop the education subsector. On the other hand, the main aim of the ESSP is to address the three critical concerns (Byamugisha & Senabulya, 2005; MoES, 2017): Ugandan primary schools' failure to provide the majority of Ugandan children with the required numeracy, literacy and basic life skills; failure of the secondary schools

to produce graduates with the required knowledge and skills to enter the labour market or pursue higher/tertiary education; and the inability of universities and technical institutions to make education available to students from disadvantaged backgrounds plus the failure to respond as required in meeting the aspirations of the majority of secondary school graduates that qualified for university/tertiary education.

In this regard, according to the MoES (2005a), the objectives of the ESSP include: Building an education system that is relevant and significant to Uganda's national development; maintaining and enhancing an efficient and effective education sector; ensuring that all children without discrimination realise education goals at primary school level.

Bitamazire (2005:2) asserts that, despite the replacement of the Education Sector Investment Plan with the ESSP, the focus is the implementation of UPE and the assistance of the MoES to fulfil its mission of supporting, guiding, regulating, coordinating and promotiing quality education to all people in Uganda without discrimination for individual and national development. These objectives also apply to the current ESSP 2017/2020 despite the update (MoES, 2017) That is why it is important to focus on the general ESSP programme objectives, while simultaneously not negating the minor changes.

2.4.3.4 Poverty Eradication Action Plan (PEAP), the National Development Plan 11 and Vision 2040

In order to create a framework for economic growth, free education provision (UPE and USE), ensuring security and good governance, enhancing the quality of life for the disadvantaged and poor, and directly enhancing the poor people's ability to raise their income, the GoU designed the PEAP as a guiding tool for development planning and prioritisation (MoES, 2017). The fifth pillar of the PEAP emphasises the government's priority in raising the incomes and the enhancement of the quality of life for the disadvantaged and poor as areas of priority (UBoS, 2017).

The PEAP specifically focuses on aspects of the UPE policy and the education sector that can directly address poverty issues (UBoS, 2017). Addressing the problems related to the UPE policy problems such as high dropouts especially for girls and low

completion rates is recognised and given priority in the National Development Plan 2015/2016-2019/2020 (GoU, 2015). The 2040 vision for Uganda which is; the transformation of the Ugandan society into a prosperous middle-income country from a peasant country, is clearly stipulated in the National Development Plan 11 (2015/2016-2019-2020) (GoU, 2015; MoES, 2017). In 2017, it was envisaged that Uganda would become a middle-income country with basic education supported by UPE policy as a key driver for Uganda's economy (MoES, 2017).

2.4.3.5 Education Strategic Investment Plan (ESIP)

The 1998-2003 Education Strategic Investment Plan established a framework for the implementation of UPE in primary schools nationwide. It provided a foundation on which the GoU committed itself in the medium term and confirmed its resolve to make UPE the government's major education priority with the aim of achieving free primary education (UPE) for all school-going children in Uganda (Bitamazire, 2005). This education plan was phased out and replaced by the ESSP in 2004, but the focus and emphasis remained almost the same (Bitamazire, 2005).

2.4.3.6 The provision of school infrastructure

The GoU has committed to building more UPE primary schools especially in rural and poor areas of the country, and the building of extra classrooms, latrines and other important infrastructure for schools in order to meet the high enrolment demands (MoES, 2017:112-113). Because of high UPE school enrolments, schools are unable to accommodate large number of students due to limited school infrastructure especially for the case of classroom rooms, teacher housing and latrines. Under the SFG programme and other related programmes, funds are disbursed directly to local governments and schools that need them. The Ugandan government earmarked 32.5 billion (Ugandan shillings) for a huge number of 2 365 Ventilated Improved Pit (V.I.P.) latrines; 272 houses for teachers and 585 new classrooms (MoES, 2017). Table 2.3 below indicates the UPE school infrastructure projects the GoU has been able to construct under the SFG with the funds it has consolidated.

Table 2.3: Status of construction of facilities under SFG Funds FY 2016/2017

s/n	Facilities	Annual Targets	Ongoing Finished	% Performance
1.	New Construction	585	377	64%
2.	V.I.P. Latrines	2 365	1 431	61%
3.	Teachers Houses	272	191	70%

Source: MoES (2017:112).

Considering the high student enrolment figures under UPE policy, for the successful implementation of UPE policy in Ugandan primary schools, more needs to be done by the MoES under a viable UPE planning and organising management framework that continues to emphasise school infrastructure spending. This recommendation is supported by the OPM (2016).

2.4.3.7 Sector wide approach (SWAp):

The Ugandan government investments in the education sector, are facilitated by the Sector Wide Approach (SWAp) and the General Budget Support, introduced by the Ugandan government (OPM, 2016). These approaches make the financing, coordination and feasibility of UPE educational policy possible (GoU, 2015; MoES, 2017). This approach further facilitates the use of government structures to facilitate the establishment of mainstream education financing and education sector working groups. Despite registering some achievements and given that Uganda's expenditure (investment) in education is lower than its neighbours (OPM, 2016), more needs to be done by the MoES in relation to the financing of UPE policy implementation in Uganda (UBoS, 2017; WB; 2018).

2.4.3.7.1 Development goals (SDGs/MDGs)

In relation to UPE policy implementation in Ugandan primary schools, the GoU made a commitment, and still remains highly committed to the realisation of the MDGs or SDGs), such as: MDG 2 (achieving UPE for all school age-going children without discrimination) (MoES, 2014; UBoS, 2017). In this regard, the government also remains committed to achieve SDG 5, which is to promote gender equality, empower women and eliminate gender disparity in education.

UN SDG 5 stresses the realisation of gender equality and empowerment of women and girls especially through education (Koski et al., 2018). In order to promote gender equality, prevent early marriages and empower women, the MoES is trying to ensure equal access to UPE for both boys and girls which is central to the realisation of SDG 5 (Koski et al., 2018; UBoS, 2017). In 2015, the MDGS were replaced by the SDGs, but despite the change in name, the objectives and aims remain the same. The SDGs provide a new focus on universal quality primary education, which is also central to the Ugandan government agenda as indicated in various initiatives adopted by the GoU (Bundy, De Silva, Horton, Jamison & Patton, 2018; MoES, 2017). The MoES is also committed to meet SDG 4, namely, to "ensure inclusive and equitable quality education and promote lifelong learning", by ensuring the provision of quality education for all (MoES, 2017). The pursuit of realising the SDGs still drives the government's commitment to successfully implement UPE policy nationwide (UBoS, 2017).

Therefore, for the GoU to successfully realise SDGs 2, 3, 4, 5, the successful implementation of UPE policy is crucial to this agenda (MoES, 2017). To realise this agenda, the MoES needs to adopt a UPE management framework based on planning and organising as core management functions with the resolve to achieve the SDGs as central to its agenda. This is also supported by the fact that quality education accessible to all, can lead to the achievement of wider SDG goals (Bundy et al., 2018).

2.4.4 Macroeconomic Context: Previous and Current Challenges

Under the macroeconomic context or environment, the researcher analyses and discusses issues such as poverty, conflict, HIV/AIDS and population changes and how they affect the education subsector and UPE policy management and implementation in Ugandan primary schools. These issues largely determine the general UPE implementation outcomes as most of the research data indicates (UBoS, 2017; MoES, 2017).

Historically, according to the WB, issues to do with poverty and HIV/AIDS have negatively shaped and determined the performance of the education subsector including UPE policy management and implementation in Uganda as substantiated below:

2.4.4.1 Poverty

According to various reports, despite the current levels of poverty in Uganda, there has been a general improvement in the quality of life and income for the majority of Ugandans since the NRM came into power in 1986 (UBoS, 2017). According to the WB (2000), poverty is a general lack of basic needs, lack of access to basic services, lack of voice and power to influence society due of lack of assets and income. It makes people vulnerable to adverse shocks because they cannot cope with them (WB, 2017a). Education can be used as a tool to eliminate poverty (WB, 2018).

The current government in Uganda has always put a fight against poverty at the centre of its government agenda (UBoS, 2017). The introduction of UPE policy is in part linked to this anti-poverty agenda (UBoS, 2017; WB, 2018). However, the existence and fight against poverty has diverted many resources from the UPE policy management and implementation fund. This has, therefore, created many financing shortages and problems for the UPE policy programme (UBoS, 2017).

According to the WB (2017a), before the NRM government came into power, Uganda was characterised as a failed state, prone to civil strife, high unemployment, human rights abuses, excessive poverty, national economic imbalances and gender inequality. Currently, according to statistical data, Uganda is a country characterised by lower poverty rates and high economic growth vis-à-vis the rest of SSA due to solid macroeconomic management and relatively high savings though still classified as a poor country (WB, 2017a). Before 1986, 56% of the Ugandan population was living in poverty, the country's infrastructure was decimated and there was a general lack of public services (WB, 2016a). Since then, different governments of Uganda, have introduced policies and strategies to enhance the private sector and exports, enhanced economic liberalisation and consequently this led to sustainable economic growth and development (WB, 2016a). Since the introduction of UPE policy, Uganda's socio- and macroeconomic environment as indicated by the MoES, has continued to shape UPE policy management and implementation in Ugandan primary schools (UBoS, 2017).

As earlier stated in this chapter, UPE policy was introduced, managed and enforced as a poverty eradication instrument or tool in supplement to other initiatives. In an

attempt to eradicate poverty, the government introduced the following policies, initiatives or strategies (WB, 2005:2): the universalisation of primary education by introducing the UPE programme nationwide with the aim and objective of promoting and providing free primary education to all children of school-going age in Uganda; decentralisation and liberalisation of the education sector as of 1992, via the decentralisation policy as a means and way of transferring authority to free local managers and districts hence improving financial accountability and eliminating technocratic bureaucracy; the initiation of the "Poverty Reduction Plan (2001)" to eliminate and reduce the number of people living below the poverty line. This initiative has been very successful according to statistical data; the introduction of the "privatisation policy" in order to promote private ownership, create employment and increase government finance by privatising government-owned enterprises.

There is empirical evidence that poverty has in many ways negatively affected the education subsector and UPE educational policy management and implementation in Ugandan primary schools (Datzberger, 2018; UBoS, 2017). The successful implementation of educational programmes such as UPE depends to a great extent on the general economic and political environment of the country as observed in Uganda and elsewhere (Datzberger, 2018). This is further emphasised by Datzberger (2018:133), who asserts that "Uganda is a low-income country with GDP per capita equivalent to 3 per cent of the world's average. Although Uganda's GNI … increased significantly, by about 125%, between 1985 and 2012, it continues to suffer from a discriminatory global trading system".

Despite Uganda's economic and political improvements (WB, 2017a), there is a need for the GoU to continue to ensure political stability and to build a stronger economy so as to sustainably increase the country's GDP and the purchasing power of Ugandans. This will ensure that the government can sustainably increase funding for the education sector due to high tax revenues coupled with a lower poverty burden among Ugandans (UBoS, 2017). In addition, the MoES needs to adopt a sound UPE management and implementation framework that focuses on eradicating poverty.

The above anti-poverty policies are helping the GoU to reduce poverty among the poor by enhancing public-sector spending and investment, improving public services,

investing more in human development and maintaining microeconomic strength (UBoS, 2017; WB, 2018). These policies have led the government to be able to maintain low inflation rates in the past, increase exports and increase gross domestic savings (WB, 2015). Currently the Ugandan economy continues to improve and strengthen, despite the negative GDP growth in early FY 2016/2017 (WB, 2017a).

In addition, Uganda's foreign direct investment is also growing year after year due to somehow sound macroeconomic and microeconomic fundamentals (WB, 2017a). This has enabled the government to increase its spending on the education subsector especially into UPE policy implementation with tangible results though not sufficient in relation to its education and anti-poverty agenda through UPE policy (UBoS, 2017; WB, 2017).

However, despite the past and current government initiatives, Uganda is still ranked among poor countries in the world (Ministry of Finance, Planning and Economic Development, 2014; WB, 2017a). This has a negative impact on UPE policy management and implementation in Ugandan primary schools (UBoS, 2017; Datzberger, 2018), as already stated elsewhere in this chapter. Currently Uganda ranks 154 out of 177 countries worldwide in relation to poverty. Uganda's gini-coefficient, which measures income inequality, is 0.43%, 37.7% and 41.1% (WB, 2017a). The number of people living below the poverty line nationally including both urban and rural communities is currently around 12.2%, taking into account that there have been improvements in eradicating poverty nationally through the UPE policy (UBoS, 2017). However, some areas of Uganda have significantly higher poverty rates than others despite UPE policy being implemented in these regions for a significant period of time (UNDP, 2014; UBoS, 2017). This also raises questions about the effectiveness of UPE policy in poverty alleviation.

The correlation between UPE policy and poverty in Uganda can be assessed using the sustainable livelihood framework (Yan et al., 2007:2). The sustainable live-hood framework affirms that the acquisition and exposure to education can directly enhance human development because of acquisition of skills, knowledge and labour market skills (Burlando & Bbaale, 2018; UNESCO, 2016; WB, 2018). This also additionally helps the poor to properly use and manage their possessions and to fight poverty (WB,

2018; Yan et al., 2007). According to the WB (2018:38), "education is powerful tool for raising incomes". To further substantiate this phenomenon, the table below shows the correlation between education acquisition and poverty alleviation (monetary and non-monetary).

Table 2.4: Examples of education's benefits

	Individual/family	Community/society
Monetary	Higher probability of employment Greater productivity Higher earnings Reduced poverty	Higher productivity More rapid economic growth Poverty reduction Long-run development
Non-monetary	Better health Improved education and health of children/family Greater resilience and adaptability More engaged citizenship Better choices Greater life satisfaction	Increased social mobility Better-functioning institutions/service delivery Higher levels of civic engagement Greater social cohesion Reduced negative externalities

Source: WB (2018:39)

Because UPE is not 100% financed by the government – for example, parents have to pay for school utilities and utensils (UBoS, 2017; Sakaue, 2018) – poverty-stricken parents and families can be impeded from attaining education due to lack of funds to finance school requirements such as school uniforms, books and other requirements, thus contributing to dropouts (UNICEF, 2014; Sakaue, 2018). Due to extensive poverty country wide, it can increase the dropout rate nationwide (UNICEF, 2014). The role of education has played in poverty reduction in Uganda is not yet clear, albeit most research points in a positive direction (Datzberger, 2018:125). It is thus important that poverty be robustly eliminated by the GoU through sound economic and social policies that can reduce it significantly since it has a direct negative effect on education acquisition by its victims. Therefore, a framework that focuses on poverty and takes into account the negative impact of poverty on education acquisition during its planning and organising, is essential for the successful and proper implementation of UPE policy in Ugandan primary schools nationwide.

2.4.4.2 Conflict

Uganda has historically grappled with internal conflicts since its inception, both pre- and post-independence. This has significantly affected its development and progress as a prosperous nation state by decimating the education subsector (UNDP, 2014).

According to Heywood (2007:447), conflict by definition refers to the antagonisms that exist between two different opposing forces due to differences in opinions, interests, needs and preferences. One of the major devastating wars is the ongoing conflict between the Lord's Resistance Army and Uganda's governing party, the NRM, including the districts in the eastern part of Uganda and Karamojong pastoralists (Nanyonjo, 2005). Because of the conflict, economic development in the region has been paralysed, and schools are destroyed, human rights and violated and there is a general breakdown in society and culture (UNDP, 2014). This has negatively affected the management and implementation of UPE programmes in the region according to data from NGOs and the GoU (UBoS, 2017). Conflicts in Uganda have always negatively affected the implementation of education programmes like the UPE policy for several reasons as the researcher has stated elsewhere in this research (Higgins, 2009; UBoS, 2017).

Although the northern Uganda conflict has currently scaled down, this conflict has massively affected women and children and displaced millions of people (Advisory Consortium on Conflict Sensitivity, 2013). This means fewer children are able to go to school, which impedes the proper implementation of UPE policy in primary schools in the regions affected. Research data indicates that, due to the chaos this conflict has caused, the region remains the poorest in Uganda (UBoS, 2017). Most of the schools in the region have been forced to close down though some of them are currently reopening as the region stabilises. In Ugandan regions affected by this conflict, teachers have reduced teaching hours and are only able to teach in relatively safer environments with some teachers refusing to teach at all (UNICEF, 2014). In Arua and Kitgum districts for example, most schools were closed, and students had to move to schools in safer areas (UNICEF, 2014). This situation caused overcrowded classrooms, poor performance of students and insufficient infrastructure thus

impeding the proper implementation of UPE policy in the region (Kitgum District Education Office, 2005; UBoS, 2017).

Furthermore, the destruction of schools and displacement of people especially school-going children is very problematic for the proper UPE policy implementation in primary schools in the region (UNDP, 2014). These problems coupled with other issues such as small classrooms, an inadequate supply of teachers, lack of school facilities and reduced teaching hours due to conflict, have continued to lead to poor education results or performance, hence undermining the UPE system in the region (Yinusa & Basil, 2008:320; MoES, 2017).

According to the Ugandan government statistics and research, pupils in the northern region of Uganda are performing poorly compared to their counterparts in other areas of the country partly due to conflicts, especially in Karamoja region (UBoS, 2017). Many children are repeating grades and the region has poor teacher-student ratios standing at 152:1 and a 41% rate of failure in the National PLE (Nanyonjo, 2005; UBoS, 2017). These conflict situations pose a challenge for the MoES which is responsible for the successful management of the implementation of UPE policy in Ugandan primary schools (UBoS, 2017). In this regard, a sound framework characterised by sound planning and organising that considers the conflict situation in Ugandan regions affected, is required for the successful implementation of UPE policy in the regions affected by conflict.

2.4.4.3 Population changes

Population and education are concepts that co-exist and cannot be separated from each other (UNESCO, 2000b; 2014b). For education policies to be well implemented, population trends and changes need to be carefully considered and not ignored. Population is defined as a given number of people in a given geographical area determined by birth or fertility rates, life expectancy and mortality rates (UBoS, 2017). Uganda currently is one of the African countries experiencing a population boom and has been ranked as third in terms of population growth per year, growing at a rate of 2.69% per annum (Index Mundi 2009; UBoS, 2017). According to (UNESCO, 2000b:1), the impact of population growth on education include levels of enrolment (relative to the population), financial requirements, budgeting and infrastructure

development relative to the number of people. High population growth negatively impacts the implementation of UPE in Uganda, due to limited government resources and funding to match the population pressure (MoES, 2017:113).

According to various OECD reports, socioeconomic problems and barriers within a country can be eliminated through provision of quality education as evidenced in developed countries characterised by high-quality education that has led to high and sustainable economic growth with lower fertility rates, lower maternal and mortality rates and high life expectancy (Burlando & Bbaale, 2018). This can affect the population dynamics in a given country and render the successful implementation of public policies such as UPE policy possible (UNESCO, 2000b). It is thus important that the Ugandan government successfully implements UPE policy by taking population changes into account during the planning and organising of UPE policy implementation in Ugandan primary schools nationwide.

To substantiate, there is a two-way relationship between population and education. Population has an impact on education and similarly education has an impact on population. In this case, population can positively or negatively affect education. In cases of resource constraints like those experienced in Uganda, it is more likely to negatively impact education with special reference to UPE policy. It is difficult to negate the fact that education has a direct impact on human behaviour such as good family planning, lower fertility rates, lower mortality and migration rates and a concomitant impact on wider demographic outcomes which tends to be positive (UN, 2003:1; Burlando & Bbaale, 2018:2). It is argued that education exposure increases the age at which people get married and how they value their partners and marriage (WB, 2005). According to Bella and Belkachla (2009), educated individuals are more determined to take good care of their siblings and find jobs that can help them to fulfil their family responsibilities.

Based on the above analysis, population increase will automatically require more instructional materials, classrooms, textbooks, trained teachers, and funds due to high student enrolments for example with the current UPE system NER in Uganda (UBoS, 2017; MoES, 2017). In case of the inability to meet the required funding for these requirements as evidenced currently with the UPE programme in Uganda, this has

severe negative consequences for the education sector at large and it becomes almost impossible to implement educational policy prescriptions such as UPE policy in Ugandan primary schools (MoES, 2017). Therefore, for UPE policy implementation to succeed, the population changes or fluctuations need to be seriously considered during the planning and organising of UPE policy implementation in Ugandan primary schools for better outcomes.

2.4.4.4 Universal primary education policy and HIV/AIDS

For many years, the existence of HIV (Human Immune-Deficiency Virus) in Uganda has had major implications for the management of UPE policy implementation in Uganda and the Ugandan education subsector at large (Ssewamala, Bermudez, Neilands, Mellins, Mckay, Garfinkel, Bahar, Nakigozi, Mukasa, Stark, Damulira, Nattabi & Kivumbi, 2018; UBoS, 2017). According to the statistics, 71% of the people infected with the virus are located on the African continent with Uganda having its share of this scourge (Ssewamala et al., 2018; UBoS, 2017). Although there is significant progress in the fight against HIV, currently SSA still has the highest number of HIV victims and new infections according to the World Health Organisation and other research reports (Ssewamala et al., 2018:2). Unfortunately, in Uganda, like in other SSA countries, the majority of those affected are within the most productive population age segment e.g., within the range of 15-50 ages with girls accounting for most of the new infections (Ssewamala et al., 2018). As in many other African nations in SSA, Uganda is still experiencing and battling the HIV scourge despite good results but the HIV problem still remains and it is taking a toll on the young who are supposed to be in school hence negatively affecting the UPE system (Ssewamala et al., 2018; UBoS, 2017).

According to Kelly (2000), the HIV virus is a slow virus that can be transmitted and progresses slowly and subsequently weakens and breaks down the human body. The highest transmission cases are within the gay and homosexual community at a rate of around 84% of all cases (Kakuru, 2008). Kakuru (2008) asserts that other major forms of HIV transmission in Uganda are the sharing of needles or unsterilised sharp

instruments, mother-to-child transmission, and inheritance and widow cleansing[1] which is a direct outcome of ignorance due to lack of basic education. High-risk exposure to HIV among young people, especially girls, is partly blamed on being out of school (Ssewamala et al., 2018).

The HIV phenomenon has and is continuing to challenge the entire education system at all levels because it affects individuals involved in sustaining the educational system (USAID, 2000; Ssewamala et al., 2018). According to Strickland (2000), the HIV virus kills educational planners, teachers and students. It threatens the existence of the entire education system by eliminating and eroding gains achieved by education due to the death of the parents, students, teachers, information specialists, curriculum designers and technical managers, and increases the rate of absenteeism of teachers and students (UBoS, 2017). In addition, it increases the infant mortality rate and creates orphans without any support (UNICEF, 2014). This has negatively affected UPE policy implementation in Uganda (UBoS, 2017). The WB lists Uganda among countries that have experienced high levels of conflict and HIV/AIDS.

Kelly (2000) further argues that, in order to understand the impact of the HIV virus on the education system, it is better to look at it from a demand, supply and quality perspective in the following ways: demand for education; the expected or potential clients for education; education supply; education content; schools; the availability of funds to finance education; and the participation of agents in education including the planning and management the education systems e.g. (external funding from donors).

Based on the above analysis, and the impact of HIV/AIDS on UPE policy implementation in Uganda, given the fact that it constrains education financing and demand and supply for education, it is important that the current UPE management and implementation framework based on sound planning and organising should

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[1] This is a practice where a man from the widow's village or her husband's family, usually a brother or close male relative of her late husband, can force her to have sex with him – ostensibly to allow her husband's spirit to roam free in afterlife. It is also rooted in the belief that a woman is haunted by spirits after her husband dies or that she is thought to be unholy and "disturbed" if she now is unmarried and abstains from sex. Another traditional belief holds that a widow who has not been cleansed can cause the whole community to be haunted. In many instances a widow must undergo the ritual before she can receive her inheritance (Prevent Gender-Based Violence, 2009: n.p.)

include and take into account HIV/AIDS-related issues for the successful implementation of the UPE policy in Uganda.

Research indicates that HIV/AIDS has orphaned more than two million children and continues to create orphans in Uganda (UNICEF, 2014; UBoS, 2017). However, according to the MoES (2006), 85% of these orphans were able to attend primary education because of free access. Although the UPE policy is improving educational access for orphans, many challenges still remain because HIV is still creating more orphans, in addition to other related problems (Ssewamala et al., 2018; UBoS, 2017). The National Academy of Public Administration (2006) indicates that the HIV/AIDS scourge has continued to affect the education sector globally due to schoolteacher death, absenteeism and the increase in the number of orphans (Kelly, 2000; UBoS, 2017; UNICEF, 2014). HIV/AIDS also negatively impacts the quality of education in various ways; e.g., by creating orphaned children with no support or school utilities, lack of parental care and illness. This affects school attendance and performance (UBoS, 2017; UNICEF, 2014).

Given the centrality of the teacher in any education system, the illness and deaths of teachers lead to shortages of skills transfer from teachers to students and creates a gap between education demand and supply (Kelly, 2000). According to the UNAIDS Inter-Agency task team (2000), without teachers, there would be no education at all. In other words, they are central to the education system especially in relation to knowledge and skills transfer. HIV/AIDS causes causing self-stigmatisation, discrimination and death of teachers. The existence of HIV/AIDS and its related effects on individuals makes the implementation of UPE difficult for the Ugandan Ministry of Education and Sports (MoES, 2006; UBoS, 2017).

In many situations, the temporary or permanent absence of one teacher has serious consequences for about 100 pupils (Carr-Hill & Peart, 2009). Because of limited information, it is difficult to estimate and assess the impact of the HIV/AIDS virus on teachers and whether they are paid or how much they get in cases where they are absent or no longer active (Carr-Hill & Peart, 2009). Such situations continue to make the management and implementation of UPE in Uganda difficult. In this regard, a UPE management and implementation framework that puts the HIV/AIDS problem at the

centre of its planning and organising strategy is necessary for the successful implementation of UPE in Ugandan primary schools.

UPE policy implementation in Uganda is being hindered by the socioeconomic environment and needs to be assessed, understood and considered carefully. Factors ranging from conflict, population changes and HIV/AIDS are undermining the UPE system (UNDP, 2014; UBoS, 2017). This is because they create financing problems, orphans, high rates of poverty; constrain education demand and supply in cases of HIV/AIDS; and, in some cases, lead to complete closure of schools especially in conflict environments within the country (Ssewamala et al., 2018; UBoS, 2017; UNDP, 2014).

The GoU can reduce the spread of HIV through provision of high-quality UPE education given its impact on " … students' sexual and reproductive health, and physical health in terms of lower risks of noncommunicable diseases in later life and fewer incidences of violence … " (Bundy et al., 2018:x). This would ensure that HIV does not continue to affect the delivery of UPE and other public services in the long run. The reason is that schools " ... are an effective platform for addressing health needs of children and adolescents … " (Bundy et al., 2018:xi). It is thus imperative for the MoES to include the above issues within the socioeconomic environment and put them at the centre of the UPE planning and organising framework to ensure the successful implementation of UPE policy in Ugandan primary schools.

2.4.5 Technological Environment

When it comes to the functionality of the education system, and how the government ministries operate and manage educational programmes such as UPE policy implementation in Ugandan primary schools, the technological environment is an important variable (MoES, 2017; Republic of Uganda, 2003:10-18). By definition, the technological environment constitutes the general state of science and technology within a given environment (MoES, 2009b). Any changes within the technological environment can positively or negatively affect the ability of the government or the education system to function; for example, the UPE system in Uganda (MoES, 2009b). The technological environment comprises of information and communication technology as an "electronic method of manufacturing, capturing, storing, assembling

and communicating information" to the learners, which motivates them and helps them in the acquisition of skills needed within the digital environment and the conduction of research (Republic of Uganda, 2003:18). ICT is considered to be an important element of quality education in the development of cognitive skills among learners (Bundy et al., 2018).

The GoU has prioritised the introduction and improvement of ICT within the education environment in Uganda although more has to be done in this regard given that most of the UPE primary schools, especially in the rural areas, have no computers or internet connection which are important aids to learning (MoES, 2017, UBoS, 2017). The Ugandan government has tried to ensure that more computers are available in schools and that technology is used as part of educational training at all levels (MoES, 2017). Gates and Hemingway (1999) argue that, for digital technology to work in government ministries, governments need to eliminate paper filling by providing access to electronic mail; deregulate telecommunications infrastructure; encourage electronic commerce; and ensure that technology is part of education and training".

In an attempt to enhance and improve literacy, create and sensitise the use of ICT, and human resources capacity building, in 2003, the Ugandan government introduced the national ICT policy (Republic of Uganda, 2003:10). According to the MoES (2005c), in order for the MoES to provide timely accurate information, support ICT in education and equitable access to quality education nationwide using information technology, the GoU in 2005 drafted the ICT policy in education.

The investment in ICT at all levels of education from primary to tertiary level in Uganda by the GoU, is backed up by the government agenda to transform Uganda from an information society to a knowledge-based society (MoES, 2005c:10). According to the MoES (2005c), the main goal of investing in ICT and the use of ICT in schools, is to enhance human resource development and good governance through efficient access to information. As confirmed by the MoES (2009b), the Ugandan government developed and still uses a number of initiatives (MoES, 2017), in relation to the enhancement of the use of ICT within the education sector and school environments especially with regard to UPE schools, These initiatives include the following:

a) SchoolNet Uganda: this is a network of professional educators who aim at transforming the educational system from an industrial to a knowledge-based model. This would enable pupils to use information, knowledge and technology to enter into a global economy.

b) Education Management Information Systems: this is used for searching, collecting and compiling data, providing scholars' details and providing statistics nationwide.

c) Institute for Information and Communication Development (IICD): this works together with the MoES to ensure that ICT is amalgamated into the mainstream education curriculum so that all students are provided with impartial access irrespective of educational level. In order to achieve this, the IICD currently runs four projects: ICT training, ICT based educational content, ICT Maintenance Capacity, and ICT Workflow Management and Financial Information.

d) Connectivity for Educator Development (Connect-Ed) developed by the MoES supported by USAID. This initiative was established in 2000 to address the needs of provision of quality primary education and the support of primary school teachers in Uganda. Connect-Ed creates multifaceted methods or approaches in order to integrate media and computer into the Primary Teachers Colleges (PTC) classrooms by using technology to enhance learning and teaching for primary school educators. This programme currently exists in Uganda's core PTCs include: Gulu PTC, Soroti PTC, Mikuju PTC, Ndegeya PTC, Bushenyi PTC and Kibuli PTC.

e) U-Connect: this project was created for ensuring that there is widespread use of ICTs in Ugandan primary and secondary schools with a focus on rural and disadvantaged areas through enhancing and raising the awareness of the benefits of ICT in primary and secondary schools. It has the advantage of being able to improve limited educational resources in rural towns and provides school computer labs and affordable access to the internet.

f) Global Teenager Programme: this initiative focuses on helping scholars in primary and secondary schools to learn how to use ICT.

g) Curriculum Net: this was established with the purpose of testing the operational and technical feasibility of ICTs in education delivery in the education process. The main objective of the project is to enhance the use of ICT by learners, teachers and schools during the educational and learning process. This project supports all

teachers and scholars who use ICT in the learning and teaching process. This project has been very useful to the primary education sector in Uganda.

Despite all the above initiatives, there is empirical evidence that there is still a general lack of computers in many primary schools nationwide with almost complete lack in rural areas and poor regions in the country according to GoU research data and statistics (UBoS, 2017; MoES, 2017). There is also a general lack of electricity and the internet in many rural primary schools and trained teachers to guide the students in available computer labs (Farrell, 2007; UBoS, 2017). ICT is claimed to be important for students to fully participate in society, improve the quality of instruction in areas with limited trained teachers and support teachers (WB, 2018).

Unfortunately, many ICT interventions fail due to implementation obstacles such as "inadequate capacity to maintain them" (WB, 2018:146). Despite the Ugandan government initiative to ensure that majority of UPE primary schools have computers and internet connection (MoES, 2017), there is no connectivity to the internet in most UPE primary schools and other institutions especially in rural areas (Farrell, 2007; MoES, 2017; UBoS, 2017).

The technological environment has negatively affected UPE policy management and implementation in Ugandan primary schools despite the initiatives adopted by the government, but there is some progress that needs to be highlighted as already stated (MoES, 2017; UBoS, 2017).

Based on this analysis, therefore, for UPE policy implementation in Ugandan primary schools to be successful in a global environment, the influence of the technological environment on UPE needs to be effectively taken into account during the planning and organising of UPE policy implementation in Ugandan primary schools. One way of achieving this would be to comprehensively ensure that technology (ICT) is central during the provision of education and training at all levels of education and departments of education in Uganda. This is currently being implemented in Uganda (MoES, 2017), but given the implementation obstacles, e.g., the infrastructure to support these ICT interventions, it may not be achieved (WB, 2018).

2.5 THE INTERNAL ENVIRONMENT OF THE MANAGEMENT AND IMPLEMENTATION OF UPE POLICY IN UGANDA

The internal environment constitutes factors within the institution that by definition are measurable properties of the work environment that range from workers or employees' attitudes to motivation which have a direct or indirect impact on the general performance of the institution. For example, in relation to the UPE primary school internal environment, a skilled or professional teacher with a negative attitude towards UPE and with no motivation after "sensemaking", may lead to absenteeism, attrition, and poor performance, thus negatively impacting UPE policy implementation in that specific institution (primary school). The same can be applied to the MoES internal environment and the environments of other stakeholders. Depending on the scale of this problem, there might be a general negative impact on UPE implementation nationwide. The high rate of teacher and pupil absenteeism within the UPE primary school system (MoES, 2017: WB, 2018), can be related to issues within the internal environment. So, why are many teachers and students absent from school? This warrants further investigation.

In this regard, it is therefore imperative to understand and address all the factors and issues relating to the internal environment for the successful implementation of UPE policy in Uganda. if not well managed by stakeholders during the process of UPE policy implementation in Ugandan primary schools, issues of the internal environment can have severe consequences for the general outcome of the entire UPE policy programme as currently evidenced under the current UPE management and implementation framework (MoES, 2017; UBoS, 2017).

2.5.1 Stakeholder Attitudes

Conceptually, attitude refers to a tendency to positively or negatively assess an object (William, 1982). Many scholars have defined attitude differently such as Reitz (1977) who defined attitude as a tendency that is persistent that makes an individual feel and behave in a given way towards something or an object. Others such as Robbins (2005) describe attitude as a statement that is evaluative in a favourable or unfavourable way in relation to an object and is summed up as a reflection of one's feelings. Attitudes comprise three different components: "opinions and information" that an individual has

about something or an object; cognition which is associated with "beliefs of individuals" towards an object; and affection which reflects an emotional component of a given attitude plus behaviour which is an intention to act in a specific manner or way (Robbins, 2005:78).

So as to substantiate attitude in relation to stakeholder motivation, performance and general institutional performance, for example, the MoES and UPE policy management and implementation in Uganda, it is important to understand that attitude within the internal environment of UPE policy implementation has to do with job satisfaction, especially with regard to frontline UPE policy implementation officials, job involvement, willingness and commitment to the institutions (Ward et al., 2006). Attitude is an important factor when it comes to the willingness of stakeholders to collaborate with each other (Waheduzzaman et al., 2018). A bad attitude is a liability to stakeholder performance when implementing public policies, due to lack of willingness and skills to engage with other stakeholders (Burnet & Kanakuze, 2018; Waheduzzaman et al., 2018). These issues lead to less commitment, cooperation and dislike for the institution and what it stands for, with inefficiency of the entire system as a consequence (Waheduzzaman et al., 2018).

There is a correlation between what is described above and what is currently happening with the UPE system in Uganda (MoES, 2017). This is true according to different research reports in relation to stakeholder performance and general UPE implementation outcomes in Uganda (MoES, 2017; UBoS, 2017; WB, 2018). It is important to note that, the components of attitude entail "job satisfaction"; meaning all the feelings a person has about their job; "job involvement"; meaning the rate at which an individual psychologically identifies him/herself with the job they do and consider their performance to be indicative of their self-worth; and "commitment to the institution" meaning royalty to what they do (Robbins, Odendaal & Roodt, 2001:73).

The professionalism and willingness of the elites and powerbrokers within the MoES and the district level to engage inclusively with frontline stakeholders is vital for successful UPE policy implementation in Uganda as evidenced elsewhere (Burnet & Kanakuze, 2018; Waheduzzaman et al., 2018). This kind of inclusive attitude and political commitment by stakeholders, especially those at the managerial level, offers

opportunities for success in relation to successful public services delivery and policy implementation, as evidenced in other developing countries like Rwanda (Burnet & Kanakuze, 2018).

Different researchers have highlighted the importance of the willingness of public bureaucrats in developing countries in terms of their motivation, technical knowhow, attitudes, conceptual abilities to positively engage with other stakeholders during public services delivery (Waheduzzaman et al., 2018:310; Burnet & Kanakuze, 2018). They argue that participatory governance (inter-governance approach) needs to be adopted to increase efficiency while delivering public services, including the implementation of public policies in developing countries (Waheduzzaman et al., 2018).

In order for participatory governance to be successful, for example within the UPE system in Uganda, reforms are needed in order to transform the top-down hierarchical state-dominated governance structures that exist in many developing countries such as Uganda into networked collaborative structures among stakeholders. Waheduzzaman et al. (2018) maintain that this approach would deliver change and usher in more collaborative and networked structures that increase efficiency due to enhanced collaboration among stakeholders.

The above analysis clearly manifests the importance of stakeholders' attitudes especially at the management level (MoES and the district level), in determining the management performance and outcomes of the UPE system in Uganda. As supported by Waheduzzaman et al. (2018), in order to enhance collaboration and networking, the MoES and district officials have to be willing to positively engage and collaborate with other UPE stakeholders especially at the "frontline" in order to boost efficiency, transparency and accountability while managing the implementation of UPE in Uganda. This analysis raises questions about the willingness of the MoES and district officials to collaborate with other stakeholders and thus warrants further investigation.

It is important to note that attitudes are acquired and not inherited (Robbins, 2005). This is claimed to be caused by "direct experience" with something or an object; communication and association from others, consequently playing a very important

role in the performance of the employees like teachers and educational managers, and the success of the institution (Robbins, Odendaal & Roodt, 2001:73).

Many stakeholders of the UPE programme in Uganda especially "frontline" stakeholders, and to some extent district officials, have been accused of looking down on the UPE school system (Ward et al., 2006). Because of the top-down UPE management system, they are excluded in the general planning and organising of UPE policy programmes by the MoES and district officials and only receive instructions to act as instructed (Ward et al. 2006; MoES, 2017). This is an example of how UPE stakeholders' attitudes, can lead to UPE macropolitics being caught up in the micropolitics of UPE school systems in Uganda. For example, UPE primary schools charging fees from students due to lack of funds despite a no-fees-policy being in place (Sakaue, 2018).

Given the importance of stakeholders to the UPE policy implementation general performance nationally especially at the frontline level, the consequences of their actions have contributed to the inefficiency of UPE policy implementation in Uganda although other factors are partly to blame (MoES, 2017). For example, due to poor management and mishandling of funds by the MoES and some district officials or personnel, schoolteachers face late salary payments and low salaries coupled with high student numbers and overcrowded classrooms (UBoS, 2017; Ward et al., 2006). Consequently, UPE primary school teachers and other frontline stakeholders intentionally absent themselves from school and, in some cases, teachers refuse to teach (MoES, 2017; UBoS, 2017; WB, 2018).

Furthermore, this leads to a large number of UPE school dropouts, poor-quality education, and lower school outcomes, making UPE educational policy implementation both internally and externally inefficient (UBoS, 2017; MoES, 2017; WB, 2018).

Therefore, the attitudes of public officials especially at the MoES, principals, teachers, district officials, national representatives, parents and the community, have to be seriously taken into consideration when planning and organising UPE policy implementation in Ugandan primary schools for better outcomes. This is because of

their crucial roles as stakeholders during the management and implementation of UPE policy in Uganda.

2.5.2 Motivation and Institutional Performance

Motivation is claimed to be an important variable in successful policy management and implementation in all departments of society including the education sector (Waheduzzaman et al., 2018). Stakeholders need to be motivated in order to function effectively and resourcefully on a daily basis when managing and implementing educational policies (Harvey, 1998). So, is the MoES doing enough to motivate stakeholders during the UPE educational policy implementation given the impact of motivation on performance outcomes? Furthermore, are MoES and district officials willing and motivated to collaborate effectively with other UPE stakeholders while managing the implementation of UPE policy in Uganda?

Research findings point to the uncontested significance of motivation and willingness of public bureaucrats to be engaged in participatory governance in order to boost efficiency while implementing public policies as follows: "… bureaucrats engaged in participatory governance need to understand the value of participation and the tools to engage; that they should set aside their traditional attitudes of top-down governance; and that they should be motivated to engage local stakeholders … the importance of bureaucratic readiness as a success factor and prerequisite for participatory governance …" (Waheduzzaman et al., 2018:310-311).

Most of the current problems facing UPE policy management and implementation in Uganda, according to various research findings, have been partly blamed on the lack of motivation by UPE stakeholders to effectively collaborate with each other although other factors are also to blame (MoES, 2017; UBoS, 2017). As Waheduzzaman et al. (2018) argue, motivational readiness by public officials is important because it creates the ability to act and engage with different stakeholders which creates an environment that stimulates collaboration.

Based on this logic, with sound stakeholder collaboration within an effective UPE planning and organising framework, for example, from the MoES district level to the school level, most of the UPE implementation problems would have been alleviated.

This is true because, "bureaucratic readiness" is a prerequisite for successful participatory governance in policy implementation because it boosts stakeholder efficiency (Waheduzzaman et al., 2018:311). UPE stakeholders in Uganda have been unable to function resourcefully and effectively due to lack of motivation, willingness and attitude to effectively collaborate with other UPE stakeholders, which has led to internal and external inefficiency of the management of the UPE policy implementation in Ugandan primary schools (MoES, 2017).

In trying to understand how UPE policy implementation in Ugandan primary schools is managed, this research will find out more why UPE stakeholders especially principals, teachers and some district officials at the "frontline" implementation level are not motivated and negatively perceive UPE as it is claimed. This will further help in understanding the general performance of the UPE system in Uganda in relation to efficiency and inefficiency.

To further substantiate the motivation phenomena, motivation has the "power to bind people together" and causes dissatisfaction when absent (Whitley, 2002:6). It is argued that motivation is what helps people to focus their energies and minds on doing their work efficiently and effectively to the best of their ability (Gellermann, 1992; Waheduzzaman et al., 2018). Motivation enables individuals to willingly do something towards satisfying a want (Robbins, 2003). Based on this argument, one can deduce that the lack of motivation by the UPE stakeholders especially at the school level in Uganda (WB, 2018), has negative consequences for the general performance and outcome of the UPE policy implementation programme.

This is further supported by the assertion that motivation is like "fuel to performance" and its absence consequently leads to evidently negative returns on performance (Green, 2000:4). Motivation helps individuals to persist and intensify their effort towards attaining a desired goal or objective (Robbins, 2003). Teachers' continued "classroom and school absenteeism" in mostly UPE primary schools (WB, 2018:11), has been linked to lack of motivation with very evident negative consequences on the quality of education and student outcomes within the UPE system in Uganda (WB, 2018).

Based on the above analysis of motivation and the decentralised nature of UPE policy management and implementation in Uganda, the MoES needs to put stakeholder motivation at the centre of its current planning and organising (management and implementation) framework. This is because motivation is a significant contributing variable to the internal environment within the MoES and the UPE school system. Motivation is essential for stakeholder collaboration and efficiency (Waheduzzaman et al., 2018).

The above analysis and interpretation indicate the fact that, the MoES is unable and somehow is completely failing to motivate the stakeholders involved in the UPE policy management and implementation in Ugandan primary schools. This is observed especially in UPE primary schools where some of the teachers continue to be absent from school and refuse to teach in some cases (Ward et al. 2006; WB, 2018). This, in many ways, indicates the absence or lack of a viable UPE management and implementation framework that puts stakeholder's motivation at the centre of the UPE planning and organising strategy. Hence, the MoES needs a viable, comprehensive motivation strategy in relation to stakeholders' motivation for the successful UPE policy implementation in Ugandan primary schools. Without a mechanism to measure performance and how it is related to motivation, UPE policy implementation in Ugandan primary schools will most likely still be inefficient. Some theories, such as sensemaking, can help us to understand the importance of motivation in the general performance of an organisation.

2.5.3 Sensemaking

As in many other countries in SSA, Uganda follows a decentralised system of education (management, governance and implementation) (NPA, 2016). This is argued to be favourable due to the centrality of education to human development and the national economy (Mbelle, 2008; UNESCO, 2016). The UPE policy management and implementation in Uganda is based on the responsible participatory and accountability mechanism of governance and management despite its top-down approach (Kavuma et al., 2017; MoES, 2017). The decentralised system of education governance, which was transferred to UPE policy management, was initiated after the independence of Uganda from Britain. A decentralised education system, under which

UPE policy is managed (MoES, 2017), was introduced to make education more accessible to the masses and to create more opportunities and fairness within the country (Winkler, 1994). The inability of the decentralised UPE system to yield the expected results/outcomes has been partly blamed on the top-down approach of UPE policy management and implementation in Ugandan primary schools because of the limitations it creates in day-to-day macro- and micro-school management (Gaynor, 1998; MoES, 2017).

Sensemaking in policy implementation within a decentralised system of education management such as the UPE system in Uganda, can be used to understand how UPE policy in Ugandan primary schools is managed and how to improve the UPE systems management, performance and outcomes in relation to motivation, attitude and perception. Sensemaking is defined as a cognitive process that enables people to comprehend unexpected events, to interpret their importance and adjust their thinking accordingly to cope with changes in the environment (Eddy, 2003). Research on sensemaking contends that how people come to comprehend or understand initiatives or policy affects enactment and outcomes of the specific policy (Spillane, 2004).

In the context of sensemaking, it is important to understand the patterns of sensemaking which include sense-giving and sense breaking. Both are important aspects of the sensemaking process (Foldy et al., 2008). While sense-giving involves the dissemination of new understandings to audiences to influence their sensemaking, sense-breaking involves the disruption of the person's process of sensemaking due to contradictory evidence (Foldy et al., 2008). It concerns breaks in the interpretation and learning dynamics of the process of sensemaking. The desired outcome of the sense-giving process is a cognitive shift (Foldy et al., 2008). In this regard, leaders can drive sensemaking by acting as sense-givers (Foldy et al., 2008; Coburn, 2005).

In the management of the implementation of UPE policy in Uganda, policy is formulated at the upper level within the MoES in Kampala and then handed down to policy actors who are on the "frontline" for enactment or at the "street level" (implementation level where UPE policies are absorbed) (MoES, 2017). Because policy can be vague, send conflicting messages or ambiguous, it can consequently

lead to uncertainty about its meaning as evidenced in many UPE primary schools in Uganda (Ward et al., 2006).

The evidence of change within the UPE system can be witnessed during the implementation and adoption of new processes and policies (Ward et al., 2006). When officials in the MoES formulate new policies to enable change, stakeholders at the lower level of the UPE policy implementation process or institutions are tasked with the implementation of the policies (MoES, 2017). As a consequence, during the policy implementation process, because they are not fully involved (limited participatory governance structures) in the UPE policy planning and formulation process due to a top-down approach (Ward et al. 2006), in most cases, there is resistance, misunderstanding, policy alteration and underperformance after sensemaking (Waheduzzaman et al., 2018). This indicates a need for the immediate engagement of all stakeholders in the UPE management and implementation process through participatory governance which is a subset of integrated governance for better UPE management and implementation outcomes in Uganda as evidenced elsewhere (Waheduzzaman et al., 2018).

The frontline stakeholders in the UPE policy implementation process in Uganda such as UPE district officials and school heads and teachers often operate in the midst of constraints of limited resources including funding, confusion due to ambiguous policies, and the high pressure of increased student enrolment (MoES, 2017; UBoS, 2017; Ward et al., 2006). These individuals, therefore, engage in sensemaking due to uncertainty, resistance to change and to overcome ambiguity by finding the best way of how they can implement the new policies (Hong & Hatch, 2003).

In this case, there is a need for practitioners and researchers to uncover more than the overarching causes of organisational change, but also to determine the role of agents of change at the lower level of the implementation process such as the frontline stakeholders (March, 1981). Weick (1993) also supports this, with a call to act on identifying policy actors' discretionary functions at all levels of the organisation or institution, especially those actors implementing policy on the frontline. This highlights the need for the MoES to adopt a participatory governance mechanism characterised

by stakeholder collaboration in its current UPE planning and organising framework for the successful implementation of UPE policy in Ugandan primary schools.

Furthermore, according to studies in contemporary policy research, there is a call for practitioners and researchers to consider the interplay between macro- and micro-perspectives in order to come up with a complete or comprehensive picture of the implementation process (Waheduzzaman et al., 2018). Therefore, sensemaking is more than a conduit to implementation; it is a real determining force in the policy implementation process or the organisational change process. Sensemaking is a determinant of how stakeholders at different levels of management and implementation of UPE policy in Uganda perceive and perform their respective roles or responsibilities. These perceptions can be influenced by participatory governance through robust stakeholder collaboration and networking (Waheduzzaman et al., 2018). Research findings contend that issues with sensemaking can be addressed if the MoES adopts an integrative or participatory governance mechanism while managing and implementing UPE in Uganda in order to boost efficiency and consequently lead to positive UPE implementation results (Waheduzzaman et al. 2018).

It is also important to note that the policy process occurs in stages that begin with identification of the issue or problem, policy formulation, policy implementation and evaluation (Sabatier, 1999). As an important factor in this study, it is necessary to define the stage where policy implementation takes place. Based on the findings of this study, policy implementation occurs at the point at which policy is enacted.

As research indicates, explicit instruction for implementation rarely accompanies policy (Wieck, 1995). Therefore, the stakeholders at the "street level" start to engage in sensemaking of the meaning of the policies in realistic terms (Wieck, 1995). This is observed in many UPE primary schools in Uganda, where principals and teachers refuse to implement some of the UPE policies by categorising them as unworkable or unrealistic because, in most cases, they are not consulted (Ward et al., 2006). During times of change or uncertainty, policy implementers or stakeholders enter into the cognitive process of sensemaking. As evidenced in many institutions, such as the MoES in Uganda during the management of the implementation of UPE, if

collaboration, communication and cooperation between stakeholders is not sound, it may lead to misunderstandings about the policies to be implemented (Waheduzzaman et al., 2018; Ward et al. 2006). This can cause motivation and attitude issues for the policy implementers especially at the lower level, with severe consequences for the general outcome of the policy or policies to be implemented (Waheduzzaman et al., 2018).

Based on research findings, during the UPE policy management and implementation in Ugandan primary schools like elsewhere, teachers, principals, district officials and other stakeholders, engage in sensemaking by relating and drawing cues with their environment, professional identity, social interactions and their prior experience to digest, understand and interpret the policies they are required to implement (Kelchtermans, 2007). As Kelchtermans (2007) observed, given this cognitive process, they use their understanding to exercise their professional discretion as they incorporate the policies they are supposed to implement into their daily work and this has proved to be more of a liability than asset in relation to the policies to be implemented as evidenced elsewhere and within the UPE system in Uganda. It is in most cases their use of discretion that creates variations in policy implementation and the results or outcomes (Kelchtermans, 2007).

In relation to sensemaking, this section has explored how sensemaking is linked to stakeholder motivation and attitude and how stakeholders especially at the lower level ("street level"), e.g. within the UPE primary schools in Uganda and other UPE frontline stakeholders, engage in sensemaking during UPE policy implementation in Ugandan primary schools. This study will later present findings in relation to sensemaking in the management and the implementation of UPE policy in Ugandan primary schools. This analysis of sensemaking in relation to UPE policy management and implementation in Uganda, will lead to further investigations and recommendations on how to close the gap that exists between policy and practice.

Concerning UPE policy implementation in Uganda, implications for practice ought to include the creation or development of a strategic approach where the upper level administrators or planners and policy makers guide the change by acting as sense-givers through a participatory or integrative governance approach as opposed to a

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top-down approach (Waheduzzaman et al., 2018). In this case, upper-level officials or policy makers and managers would serve as filters for the information received by stakeholders at the lower level or frontline level where UPE policy is absorbed (Foldy et al., 2008). Given the consequences of sensemaking in environments where communication and stakeholder cooperation are limited, inclusion of frontline stakeholders or workers under a participatory governance mechanism in the policy planning, decision-making, and the provision of opportunities for planned learning would help in delivering collective sensemaking and boost efficiency during the policy implementation process (Waheduzzaman et al., 2018).

Based on the above analysis of sensemaking, officials involved in policy change within the Ministry of Education and Sports (MoES) in Uganda, need to understand the important role of sensemaking in relation to initiating, guiding and sustaining organisational change, and policy implementation at all levels of the UPE implementation process (Foldy et al., 2008). It is therefore important that during the planning and organising of UPE policy implementation in Ugandan primary schools, cooperation, collaboration, coordination, partnership and sound communication between stakeholders (participatory governance) is put at the centre of the UPE policy implementation process. This will help in boosting stakeholder motivation, attitudes, efficiency and building collective sensemaking during the UPE implementation process leading for better outcomes.

2.5.4 Stakeholders Skills and Knowledge

Current studies indicate the high significance of skills and knowledge of stakeholders during the management and implementation of public policies (Davenport & Prusak, 1998; Waheduzzaman et al., 2018). The same logic applies to UPE policy management and implementation in Ugandan primary schools.

As Morey et al. (2000:62) assert, on the balance sheet in annual reports, knowledge does not appear although it underpins future earnings and "value creation" potential within the employees of the institution. Knowledge is defined as a fluid mix of values, framed experiences, expert insight, and contextual information in the brains/minds of the individuals in an institution through practices and norms, processes, documents, and institutional routines (Davenport & Prusak, 1998).

Research indicates that for any policy to be successfully managed and implemented, stakeholders or the individuals involved in the management and implementation process have to be skillful and knowledgeable in order to be effective and lead to good results of the general outcome in relation to the policies to be implemented (Sifuna et al., 2008; Burnet & Kanakuze, 2018). "In a participatory governance system, public bureaucrats have the responsibility to be resourceful and well equipped with adequate knowledge and skills required for the roles they need to play ... While knowledge and technical skills can be provided in training programmes, this alone may not guarantee success in the absence of other readiness factors …" (Waheduzzaman et al., 2018:316).

Current research continues to indicate the existence of deficiencies in relation to the required skills and knowledge of stakeholders within the UPE policy management and implementation process in Uganda (MoES, 2017). The incompetence of some stakeholders or bureaucrats on different levels of the UPE implementation process in Uganda is very concerning and impeding the implementation of UPE especially at the district and school levels (Sakaue, 2018; Ward, Penny & Read, 2006; UBoS, 2017). The poor management and implementation outcomes of the UPE system corroborate this since stakeholder's skills and knowledge are important variables in managing and implementing public policies (Burnet & Kanakuze, 2018; Waheduzzaman et al., 2018).

This research in part seeks to further investigate if the UPE stakeholders that are involved in the management and implementation process of UPE think that skills and their knowledge and that of their fellow stakeholders are important variables during the management and implementation process of UPE policy in Ugandan primary schools. Furthermore, the research seeks to determine whether they are willing to acquire the required knowledge and skills in order to perform effectively in their respective roles.

It has been argued that some of the stakeholders at the district and school levels have insufficient management and implementation skills within their respective roles (Ward et al., 2006; UBoS, 2017). Most of them are said to be have been just promoted and accessed their positions without meeting the required criteria or qualifications. Very concerning is the fact that UPE teachers are promoted to principals and then to

commissioners and district officials without going through the required training. In many cases, it has to do with corruption, tribalism and lack of accountability (Ward et al., 2006). This has proven to be fatal for the proper and successful management and implementation of UPE policy in Ugandan primary schools according to various government and NGOs research findings (MoES, 2017; Ward et al., 2006).

On the other hand, research indicates that stakeholders at the district and school levels believe that stakeholders at the national level do not have sufficient knowledge and skills for the successful implementation of UPE (MoES, 2017). Their claims are based on the allegations that, at the national level, stakeholders' knowledge and skills about the evolution of UPE and what UPE essentially constitutes differs from what takes place in reality. In this regard, there is a general belief among stakeholders especially at the school level (frontline level) and district level that stakeholders at the national level lack sufficient knowledge and skills of UPE policy implementation, which corroborates the deficiencies between policy and practice supported by government statistics (UBoS, 2017).

The above UPE management and implementation challenges as highlighted in the problem statement undoubtedly impede the successful implementation of UPE policy nationwide and calls for a proper management and implementation framework (planning and organising) that strictly requires all stakeholders to be trained for their respective roles and simultaneously meet the criteria or the required qualifications for their potential or respective roles. This is because they play a very important role in the management and implementation of UPE policy and it is thus imperative that their knowledge and skills are sufficient.

As clearly evidenced from the above analysis of the internal and external environment during UPE policy implementation, factors from within both environments can differently affect the environment and how UPE policy implementation is managed in Uganda. Despite the internal environment being complex, it highlights the internal factors that would, in one way or another, influence perception, motivation, attitudes and knowledge of stakeholders during the UPE management and implementation process. The internal environment shows the correlation between perception, motivation, attitude, knowledge in relation to stakeholder performance. In this regard,

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both the internal and external environments are very important variables that have to be considered when planning and organising UPE policy implementation in Ugandan primary schools.

The external environment, comprising of the social, technological, political and legal environments, is undoubtedly crucial to the MoES due to the fact that it highlights the institutional structure, demands and needs of the population at large and the legislation that the MoES uses for the planning and organising functions in trying to achieve its goals to implement UPE policy in Ugandan primary schools successfully (MoES, 2008b; 2017)

2.5.5 Policy Concerns

In this section, the researcher identifies and analyses the UPE policy management and implementation challenges faced by the MoES within the core functions of planning and organising as management functions. Educational policy management and implementation ought to take into account the core planning and organising functions in policy formulation, management and implementation.

Efficient and effective management is important for the successful implementation of UPE policy in Ugandan primary schools (MoES, 2017). Before moving forward, it is important to understand the concept of management. Management is considered to be the art of guiding situations and controlling actions in a way that yields results that enable the institution or organisation to realise its objectives (Panda, 2006). This involves planning and organising as core "management functions" (Blandford, 1997:1). The major components of management encompass planning, organising, controlling, evaluating, leading and resourcing (Blandford, 1997). Wango (2009) looks at management as a science and art that involves planning, organising and mobilising human, material and financial resources in order to realise organisational objectives and goals in terms of goods and services. The leadership, the skills and knowledge of the leaders, and the willingness of leaders to engage with other stakeholders, are crucial factors in management especially in relation to public policy interventions (Burnet & Kanakuze, 2018; Waheduzzaman et al., 2018). This is why it is important for the MoES to ensure that all stakeholders managing and guiding the implementation of UPE policy in Uganda are well skilled, are willing to cooperate with other

stakeholders and have the required knowledge in relation to their respective roles, while managing and implementing UPE policy. These variables are important in boosting stakeholder efficiency during the policy implementation process as observed in other developing countries (Waheduzzaman et al., 2018).

This section substantiates the core management functions of planning and organising, the principles, processes, general challenges, policy concerns and the benefits of the management functions vis-à-vis the management of the implementation of UPE policy in Ugandan primary schools. How does the MoES apply the core management functions of planning and organising while implementing UPE policy? Management theory that focuses on the application of the core management functions by the MoES guides this research and provides answers to understanding the above questions.

The current planning and organising challenges that impede the proper implementation of UPE policy will be highlighted in this regard and help the researcher to understand how UPE policy in Uganda is managed. Solutions or recommendations to the UPE policy management and implementation challenges, will be deduced accordingly based on evidence.

2.5.5.1 Planning in relation to UPE policy management and implementation in Uganda.

Planning has been defined as the fundamental element of management that predetermines what a given institution wants or proposes to accomplish or achieve and how it will be achieved (Cronje et al., 1994). For example, the UPE policy implementation in Uganda needs to ensure that all school-going children in Uganda can access free primary school education, and therefore the MoES develops plans on how to achieve this objective (MoES, 2017). In this case, we consider the three main components of planning which include the actions required to achieve the goals; the motivation and determination of what the institution wants to achieve within a given period of time; and what is required to be done to achieve certain situations in the future. This will be the basis for elaborating the planning challenges during the UPE implementation process.

Planning involves the selection of particular sets of "feasible decisions" a given number of "alternative sets" (Starr, 1971:301). In this case, planning is therefore a process of making decisions that focus on the future of a given institution and how it wants to or will achieve its objectives and goals (Hitt, Black & Porter, 2009:146). Given the fact that UPE policy implementation in Uganda is decentralised and macromanaged by the MoES, sound planning by the MoES is an important factor for the successful implementation of UPE in Ugandan primary schools.

In the management ladder, planning is the first step and a basis of all other management functions (Evern, 2008). Even in other management scenarios, a manager can organise and recruit staff only after the goals and plans of an institution are agreed and in place (Evern, 2008). Other research supports this idea; for example, Cronje et al. (1994) argue that in absence of planning, organising would be disorganised, and in fact, it would be difficult to explain and to lead subordinates in relation to the future of the institution. Hence, given the decentralised nature of UPE, planning is undoubtedly of relevance for the successful management and implementation of UPE within an appropriate management framework as already described in Chapter 1.

2.5.5.2 Types of planning

Most of the research indicates that planning can be divided into three different types, namely, strategic planning, operational planning and tactical planning. These types of planning are discussed below in relation to how UPE policy in Uganda is managed using the planning and organising functions of management (Evern, 2008):

2.5.5.2.1 Strategic planning

Bryson, Edwards and Van Slyke (2018:320-321) are of the view that in strategic planning, close attention is given to the particulars of context, including the "decision-making context". Careful thinking about purposes, goals, and situational requirements (e.g., political, legal, administrative, social and environmental requirements) are considered. The initial focus is on a broad agenda, later moving to a more selective action orientation. Systems thinking is emphasised; that is, working to understand the dynamics of the overall system being planned for as it functions – or ideally should

function – across space and time, including the interrelationships among constituent subsystems. Careful attention is given to stakeholders, including elected, appointed and career officials – in effect, making strategic planning an approach to the practical politics of gaining legitimacy, buy-in, and credible commitments; typically, multiple levels of government and multiple sectors are explicitly or implicitly involved in the process of strategy formulation and implementation. In addition, a focus on strengths, weaknesses, opportunities and threats, as well as competitive and collaborative capabilities and advantages need to be considered. A focus on the future and how different strategies might be used to influence it is important. Strategies should be formulated with careful attention of implementation challenges as strategy that cannot be operationalised effectively is hardly strategic. There ought to be a clear realisation that strategies are both deliberately set in advance and emergent in practice.

For organisations or institutions operating in an ever-changing environment e.g. the MoES in Uganda, strategic planning is essential. This is because organisations or institutions "need to adapt to the demands of their environment" in order to be relevant and successful (Ginter, Duncan & Swayne, 2018). On the other hand, institutions or organisations that do not adapt to their environment, become less relevant and less successful (Ginter et al., 2018). This is also because the institution or organisation's ability to adapt and stay relevant in the face of continuous change in technological, economic, social and political environments is key to success (Ginter et al., 2018).

Evern (2008) asserts that strategic planning entails the process whereby the institution's strategies are determined by answering the three questions of "where they are now, where they want to be and lastly how to get there". Strategic planning includes general planning which outlines decisions that pertain to resource distribution, action and priorities that are crucial to achieving a strategic goal (Griffin, 2000). Slightly differently, Stoner (1982) defines strategic planning as a process of selecting the goals of an institution, determining the strategies and policies required to attain these goals, and adopting the methods that are necessary to ensure that the strategies and policies are implemented. This must form part of the management framework in which UPE policy implementation in Uganda can be well managed.

Strategic planning plays a crucial role in institutional success by enabling organisations to structure their thinking and abilities to develop effective strategies and plans that lead the institution or organisation towards realising its goals or aspirations (Ginter et al., 2018). This is because it addresses fundamental questions by providing a sense of coherence and momentum to an institution's decisions and actions over time, providing a detailed framework for sufficient planning and for day-to-day managerial decisions; and it is an activity for the top level which ensures that the top management is fully and actively involved (Ginter et al., 2018).

Therefore, for a successful management of UPE policy implementation in Ugandan primary schools in this regard, the Ugandan MoES has to fully take into account the high importance of strategic planning in the management and implementation of UPE policy. This is based on its clear role for making it possible to formulate and develop the necessary plans and activities that ensure that the MoES realises its intended goals or aspirations and to develop the capacity to be able to adjust, adapt to the changing environment within which the MoES operates and execute its activities.

2.5.5.2.2 Operational Planning

Operational planning steps are the following: "establishing work orders" (description of work that needs to be done); "establishing a work order plan" (piecing together a plan for all activities that will be performed); and "approving the plan" (Sarshar & Haugen, 2018:145).

Institutions and organisations use operational planning to focus on the present operations of an institution with a focus on achieving efficiency as opposed to effectiveness (Stoner, 1982). It entails the carrying out of tactical plans in order to realise operational goals, lessening the scope and executed by middle and lower managers of the organisation (Griffin, 2000). Furthermore, operational planning entails drafting operational plans, which "provide a roadmap for accomplishing strategic plans" and ensure that the strategic momentum of the organisation is maintained (Ginter et al., 2018: xiv). A roadmap for accomplishing strategic plans involves a plan of action that will lead the organisation towards achieving its aspirations (Ginter et al., 2018). According to Stoner (1982:131), these plans are divided into the following two categories: "Single use plans that are created in order to attain a specific purpose and

stopped or terminated when a mission has been achieved or accomplished. These include; projects, budgets and programmes; Standardised approaches which are referred to as standing plans for managing and handling predictable and current situations and they comply with rules, standard procedures and policies".

In order to provide the means for realising the objectives, as set in the plans that belong to the higher level and the objectives to be realised at the lower level, plans are arranged hierarchically and parallel to the structure of the institution. Therefore, taking into consideration the structure and organisation of UPE and the involvement of various stakeholders in the UPE implementation process, for the successful implementation of UPE in an appropriate management framework, emphasis should be put on sound operational planning as a management function. Also, institutional plans within the MoES need to be clarified while planning the implementation of UPE policy in Uganda.

2.5.5.3 The planning process

The formal planning process is associated with greater organisational capabilities. Traditionally, decision-making style is classified into two main styles: technocratic versus intuitive-based style. Managers using the "technocratic style" rely extensively on quantitative tools, rational analyses and the systematic and "analytical assessment of decision alternatives" when making decisions. Managers who use an intuitive (experience-based) style are affected by their "gut feelings" about the decisions and are less likely to use objective data and an "explicit logic" as the basis for their decisions (Elbanna & Elsharnouby, 2018:1020-1021). The formal planning process is used to formulate long-term objectives and develop the necessary plans to implement these objectives as intended; hence, a carefully devised plan is expected to "produce superior organisational outcomes" only if this plan is successfully implemented (Elbanna & Elsharnouby, 2018:1020-1021).

Planning as a process involves the identification of the aims or objectives and the allocation of resources and takes the operational environment of the institution into consideration. Planning has been defined differently by different scholars. Hitt et al. (2009) divided it into six levels: the analysis of the external environment; resource analysis; setting of the objectives; plan development; the implementation of the plans;

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and monitoring of the outcomes; while Stoner (1982) defined planning as a process involving four steps: establishing of the goals; definition of the current situation; determination of aids and barriers; and the development of actions that lead to institutional goals. The planning process is also looked at as goal setting; identification and formulation of objectives; plan development; and implementation (Cronje et al., 1994).

Based on the above analysis, there is clear evidence that the current planning of UPE policy implementation in Uganda is not efficient. This is because there many problems accruing from poor planning at the national/ministerial and district levels that are hindering the successful implementation of UPE policy in Ugandan primary schools (UBoS, 2017). Due to poor planning and organising, there is insufficient school infrastructure and a lack of qualified teachers, school materials and adequate funds to cater for the mass school enrolments within the UPE system in Uganda (MoES, 2017; UBoS, 2017).

Research findings indicate that not all UPE stakeholders are involved in the planning process in Uganda. This has caused policy communication problems and the development of unacceptable policies for the other stakeholders involved (MoES, 2017). As a consequence, this creates misunderstandings, noncompliance and rejection of these policies at the lower implementation level ("frontline level"), eventually leading to the macropolitics of UPE policy in Uganda to be caught up in the micropolitics of the UPE policy implementation process (NPA, 2016; MoES, 2017). There is evidence that stakeholders at the school level and, to some extent, the district level, are often sidelined by the MoES officials and not fully involved in the UPE policy planning process despite the claims at the national level that all stakeholders are involved (UBoS, 2017).

As already indicated in this chapter, policies emanate directly from the central government/MoES in form of instructions (directives) to the district commissioners and officials, for them to implement and communicate to local councils and schools (Kavuma et al., 2017; MoES, 2017). It is claimed that most of the UPE programme policies are politically influenced, leading to hesitation and rejection by some frontline implementers (Ward et al., 2006). In this situation, officials entrusted with the

implementation start to engage in sensemaking and as a result develop policies and action plans that contradict the government agenda. For example, due to lack of funding, some schools charge school fees from students despite the free tuition policy (Sakaue, 2018; UNICEF, 2014). Also due to lack of funding, some schools refuse to provide lunch to school children and teachers leading to student and teacher school absenteeism (MoES, 2017; WB, 2018). Issues of "teachers refusing to teach" and intentional absence from schools due to low and late salaries have been reported by the MoES (2017:98).

As Kelchtermans (2007) asserts, there is no straightforward execution of policy prescriptions at the school level and other levels of the implementation process, because those at the frontline of the implementation process start to engage in sensemaking depending on the nature of the environment in which they find themselves. Consequently, in many cases, these stakeholders perform in a contradictory manner to the government agenda because of limited stakeholder collaboration and participatory governance (Burnet & Kanakuze, 2018; Waheduzzaman et al., 2018).

It is thus evident, according to most of the reports, that during the management of the implementation of UPE policy in Ugandan primary schools, plans, policies, programmes and strategic initiatives are planned at the national level and then sent by instruction to the district and school levels for implementation (Kavuma et al., 2017; MoES, 2017; Ward et al., 2006). This contradicts the democratic aspect of the education system and causes hesitation and underperformance of stakeholders that are sidelined especially at the frontline level which leads to inefficiency of the UPE system in this regard (Ward et al., 2006). The same results are observed in other developing countries where public bureaucrats are unwilling to engage with other stakeholders during policy implementation (Waheduzzaman et al., 2018).

In order for UPE policy implementation to be efficient; the planning and management needs to be inclusive. It requires policy dialogue, the participation of all stakeholders, policy communication and partnership as argued by Waheduzzaman et al. (2018). The participation of all stakeholders and communities assists in the supervision, monitoring

and ownership of the educational policies or programmes that are being implemented (Burnet & Kanakuze, 2018; Waheduzzaman et al., 2018).

The Ugandan government has tried to address these concerns by implementing the Annual Education Sector Review Dialogue that highlights the sector policy framework which outlines policies, programmes and activities that need reform within the primary education sector (MoES, 2017). However, this has proved to be insufficient and does not solve the real problem of the general lack of robust stakeholder consultation, partnership and communication during the UPE implementation process in Ugandan primary schools (MoES, 2007a; 2017; UBoS, 2017). The general lack of stakeholder consultation, inclusion and partnership during the planning process has caused several UPE implementation problems including the lack of accountability at the school and district levels (MoES, 2017; UBoS, 2017).

In this regard, for better UPE policy implementation outcomes in Uganda, it is therefore necessary for the MoES to emphasise sound planning (a core management function) that includes and involves all stakeholders during the planning and organising of UPE policy implementation. This argument is supported by the following advantages of proper planning that can lead to the successful UPE policy implementation as put forward by Cronje et al. (1994) and thus proper planning involves the following among others: directing the institution towards attaining its intended aims and objectives and evaluating if the institution will be able to achieve them; emphasis on coordination among stakeholders with the aim of eliminating conflicts while simultaneously promoting togetherness; overcoming future environmental threats towards management by promoting future management; the encouragement of "hands-on management" that involves innovation and creative thinking; ensuring that the senior management looks at the institution as one entity with the aim of achieving the same goals; emphasis on change management within an institution; establishing employees' responsibilities and roles as expected by the organisation; provision of answers to day-to-day management questions of the institution such as what should be done; how it should be done; when it should be done and by whom it should be done; creating high certainty levels; provision of opportunities for inclusive and increased participation in daily institutions operations.

Taking into account the advantages of proper or sound planning, it is thus important for the MoES in Uganda, to involve all stakeholders in the planning of UPE policies, initiatives and programmes as opposed to sidelining them and instructing them. As a consequence, this will lead to the improvement in the planning process and simultaneously facilitate an appropriate UPE management framework that will lead to better UPE policy implementation outcomes in Uganda.

2.5.6 Organising in relation to UPE Policy Management and Implementation in Uganda

As an important management function, organising is used by the MoES when macromanaging UPE policy implementation in Ugandan primary schools (MoES, 2017). If properly used together with planning, it can ensure that UPE policies are successfully implemented. According to Cronje et al. (1994:100), "strategy is followed by structure" whereby development of the structure comprises of the organising function. Coupled with planning, proper organising can ensure institutional success. Organising has been defined as the "classification and grouping of functions and the allocation of groups of functions to institutions and workers" in an orderly pattern with the aim of accomplishing goals (Cloete, 1991:112). Part of the organising function is to develop one purpose to accomplish goals by appointing individuals who work together on assignments (Bateman & Snell, 2007). Furthermore, the deployment of institutional resources is reflected in the "division of labour within the institution", and the mechanisms that involve coordinating diverse institutional tasks in order to achieve strategic goals (Daft, 2000:306).

In this case in relation to UPE policy management and implementation, organising as a management function involves roles and responsibilities that are assigned to respective individuals and the allocation of the required resources in order to achieve the institution's goals (Cronje et al., 1994; MoES, 2017). This is done simultaneously by ensuring that, within this process, there is robust coordination, communication and sufficient funds (Cronje et al., 1994). In other words, organising entails the allocation of tasks among employees, allocating resources to both the departments and employees and authorising some individuals to ensure that the tasks are accomplished (Cronje et al., 1994). Furthermore, Cronje et al. (1994:101) stipulates

that organising consists of six basic principles: delegation of authority, specialisation, robust communication, coordination, centralisation and decentralisation, division of labour and span of control. Such an organising roadmap with proper planning is required for the successful management and implementation of UPE policy in Ugandan primary schools.

The six basic principles of organising as mentioned above are very important variables during the UPE policy management and implementation process in Ugandan primary schools. Below the researcher discusses them briefly and explains how they relate to the management and implementation of UPE policy:

2.5.6.1 Delegation of authority

Delegation originates from the Latin word 'delegare', meaning 'to hand down'; it consists of an institutionalised activity whereby given or "specific activities are delegated" or passed down from one hierarchical level to the lower levels of the institution (Bottes, 1977, cited in Brynard, Botes & Fourie, 1996:95); for example, UPE policies from the MoES to the district and school levels. Delegation can be distinguished into three categories, namely, delegation that is based on the principle of devolving the mandate, and delegation that is based on the decentralisation of activities (Cloete, 1994). Delegation is important for any institution to succeed and creates accountability for those to whom tasks are delegated (Cloete, 1994; Waheduzzaman et al., 2018). It can also turn managers into tyrants if they exceed their mandate and responsibilities (Cloete, 1994). During the management of the implementation of UPE in Ugandan primary schools, tasks are delegated to individuals, and mandates are handed down through the chain of command to different implementation levels (Kavuma et al., 2017; MoES, 2017). It is thus important that since delegation is an important part of the organising management function, and vital for enforcing stakeholder accountability through division of labour, delegation of authority, and departmentalisation, that it is emphasised during the management and implementation of UPE policy for successful results.

2.5.6.2 Specialisation

Sometimes referred to as the division of labour, it is generally referred to as the division of institutional tasks into separate jobs whereby individuals or employees perform the tasks that are relevant only to their specialised functions (Daft, 2000). It occurs in a way that "tasks are divided into smaller tasks" or units so as to take advantage of specialised knowledge while promoting the abilities of the individual, enhancing productivity, reducing transfer time and bringing down on training costs (Cronje et al., 1994:102).

Division of labour into smaller units and simple operated operations between workers enhances productivity (Cronje et al., 1994). UPE policy management and implementation in Uganda is currently divided into different operations by stakeholders at various levels of the implementation process; for example, from the MoES where UPE policy is formulated to school level where UPE policy is absorbed or implemented (UBoS, 2017; Kavuma et al., 2017). It is therefore important that specialisation as an element of organising is emphasised and included during the management and implementation of UPE so as to reduce the workload of all stakeholders at the national level, enhance productivity and promote all stakeholders' participation at both the school and district levels. It is also important to note that deployment of resources is reflected in the division of labour and, by implication this means that without the appropriate deployment of resources, division of labour is doomed (Marcic, 2001).

Division of labour in the organising of UPE policy implementation in Uganda is reflected in the responsibilities and roles of various stakeholders at different levels of the implementation process. This is explained at the beginning of this chapter.

2.5.6.3 Coordination (partnership and stakeholder cooperation)

Coordination is an important management function during the management of the implementation of UPE policy in Ugandan primary schools. The MoES coordinates with the district and school levels officials to ensure that UPE is well implemented (Kavuma et al., 2017; MoES, 2017; UBoS, 2017). It entails the combination of separate units so as to form a unity and binding factor in the process of management and enables the institution to operate as a whole (Cronje et al., 1994). The management

uses coordination in order to enable operational efficiency by enhancing cooperation and collaboration among stakeholders, unifying, and working as a whole (Waheduzzaman et al., 2018). Coordination from the above analysis is thus a very important variable in the process of organising. In part it is because it supports collaboration among stakeholders (Waheduzzaman et al., 2018). If absent, departments and individuals/employees may become distracted from the primary objective and lose motivation to perform which can lead to inefficiency and poor performance (Cronje et al., 1994; Waheduzzaman et al., 2018). This has been observed within the implementation process of UPE policy in Uganda (MoES, 2017). Research indicates that coordination is currently one of the major problems impeding the successful implementation of UPE policy in Uganda. It is therefore vital that coordination is made a prerequisite for organising during UPE implementation to ensure that all stakeholders work towards the attainment of the UPE policy objectives and aims in Uganda.

2.5.6.4 Robust and effective communication

There is no doubt that communication among stakeholders is a prerequisite for any successful policy implementation intervention or initiative such as UPE policy implementation in Uganda. Most research indicates that communication among UPE policy stakeholders is insufficient and thus contributes to UPE policy implementation inefficiency in Ugandan primary schools (UBoS, 2017; MoES, 2017). In order to cooperate effectively with their subordinates, stakeholders undoubtedly need to communicate effectively. This makes communication one of the most important variables in management and the implementation process because it supports networking and collaboration among stakeholders (Waheduzzaman et al., 2018). It involves the transfer of information, such as decisions made for the implementation of the respective functions. It can also just mean receiving information (Brynard et al., 1997).

The communication process consists of the communicator, message, the medium and the receiver; it can be disrupted depending on the concentration level among the four components, the nature of the environment and the channels used (Brynard et al., 1997). Therefore, to be effective, communication needs to consider or include the

differences in the communication environment and use the right channels for getting the message to the intended audience (Brynard et al., 1997). As evidenced during the management and implementation of UPE policy in Uganda, robust and effective communication among UPE stakeholders is vital for better UPE policy implementation, given the UPE implementation challenges that include language differences, negative perceptions and cultural differences. Effective communication during UPE implementation in Uganda, is vital in supporting stakeholder networking, cooperation and collaboration which boosts efficiency during policy implementation (Waheduzzaman et al., 2018).

2.5.6.5 Decentralisation and centralisation

As already explained elsewhere in this chapter, given the extensive nature of activities of the MoES and the vital importance of education as an important element of the Ugandan economy and human development, the GoU decided to decentralise the education system as clearly indicated by the Constitution of Uganda Act 13 of 1995. The government wanted to ensure that all people can have access to education and create opportunities for all not for a few by making it free (Kavuma et al., 2017; MoES, 2017).

Under decentralisation in Uganda, local government councils are handed autonomy in the planning, management and financing of services and as of 1998, they received the mandate to manage UPE under the Education Strategic Investment Plan 1998-2003. This mandate allows the local government councils to distribute UPE funds among eligible schools and distribute instructional materials (Kavuma et al., 2017; UBoS, 2017).

In relation to organising, the MoES is the main actor and determinant of national policy and works in cooperation with the local councils and district officers. This includes other stakeholders, namely, members of parliament, DEOs, principals, founding bodies, NGOs and SMCs, as the researcher has already mentioned elsewhere in this chapter (Bitamazire, 2005; Yan et al., 2007).

Despite the downside of decentralisation in education management and governance (Waheduzzaman et al., 2018), the centralisation alternative lacks the democratic

aspect in relation to power distribution. This is because decision-making and authority are vested in one individual or "public bureaucrats" (Waheduzzaman et al. 2018). Therefore, the decentralisation model of education management and governance which entails power and authority being delegated to the lower levels, seems to be preferable in this regard (Brynard et al., 1997). However, the decentralised system of UPE policy management and implementation in Uganda seems to be weak and fragile and thus impedes the proper implementation of UPE policies in Uganda primary schools due to a top-down approach (Waheduzzaman et al., 2018).

Given decentralisation, it is important that stakeholders at different UPE policy management and implementation levels in Uganda e.g. from the MoES to the school level, to strongly cooperate, communicate, and coordinate with each other given the benefits of stakeholder collaboration in boosting policy implementation efficiency (Waheduzzaman et al., 2018). This will help in avoiding the macropolitics of UPE policy in Uganda, from being caught up in the micropolitics of UPE primary schools under the (top-down) decentralised system of education management (UBoS, 2017).

2.5.6.6 Unity of command (organising UPE)

This is regarded as a cornerstone of organising because it identifies how authority and power relations flow, for example from the MoES to the officials at the district and school levels. For any institution or policy implementation process such as UPE to succeed, it is vital that the unity of command is sustained during the organising to avoid conflict among stakeholders or subordinates (Brynard et al., 1997).

In relation to UPE policy management and governance during the implementation process in Uganda, given that stakeholders at the district and school levels have to follow the instructions from the officials from the head offices, it is arguable that UPE policy in Uganda is a decentralised educational policy that is implemented in a centralised system (MoES, 2017). This is supported by the fact that districts receive funds and spending plans from the central government (MoES) to implement UPE, despite the Constitution of Uganda 2005 and the 1997 Local Government Act giving local councils the mandate to formulate, budget, approve and execute their own UPE spending plans (Kavuma et al., 2017). The MoES, under a centralised system, dictates all the financial spending plans (Kavuma et al., 2017; MoES, 2017), which in return

creates conflict and misunderstandings among stakeholders tasked with the implementation of UPE especially at the frontline implementation level. This can lead to rejection, negative attitudes and demotivation towards UPE policies by frontline bureaucrats at the district and school levels, after sensemaking, thus enabling the macropolitics of UPE policy implementation in Ugandan to be caught up in the micropolitics of school systems (Ward et al., 2006).

Therefore, for successful UPE policy implementation in Uganda, the MoES needs to maintain the unity of command at all times when planning and organising UPE implementation to avoid unnecessary contradictory and conflicting commands among stakeholders.

2.5.6.7 Span of control

This management variable entails the ability of the individuals or officials to manage and supervise a specific number of subordinates in a given environment within an organisation or institution (Brynard et al., 1997); for example, the activities that need to be performed, the complexity of the workload, place in which subordinates are located, skills level and training of subordinates, and the ability of those tasked with supervision.

Brynard et al. (1997) categorises span of control into two different structures: the sharp or high pyramidal structure that allocates a limited number of subordinates to a supervisor, and the low pyramidal structure where by the supervisor has direct supervision and control of many subordinates, which is characterised by enhanced team spirit, flexibility in performance and short lines of communication.

Based on the above analysis therefore, the ability of the managers or stakeholders in managerial positions to direct and the capability of the subordinates to execute their responsibilities and roles largely determine the span of control. In this case, if the managers are efficient, with subordinates being given the required training, this would lead to the possibility of using a wide span of control and vice versa (Brynard et al., 1997).

There is an indication that currently some UPE stakeholders in Uganda e.g. at the lower levels of UPE implementation are inefficient due to lack of training (MoES, 2017).

This situation would require more control leading to a narrower span of control. This situation indicates that the span of control within the UPE implementation structures is still challenging and worrying (MoES, 2017). Hence for the UPE policy management framework that focuses on planning and organising as management function to succeed, it is required that the Ugandan MoES focuses robustly on the span of control as an organising element so as ensure that all stakeholders receive the required training and are able to execute their duties, responsibilities and roles fully, for the successful implementation of UPE policy in Ugandan primary schools (Waheduzzaman et al., 2018).

The management functions of planning and organising with all their sub-elements as analysed above, are important determinants of the outcome of UPE policy management and implementation in Ugandan primary schools depending on how they are administered or used. Based on current research data, there is empirical evidence that the current planning and organising of UPE policy implementation within a decentralised education system in Uganda is not efficient (MoES, 2017; UBoS, 2017). Planning and organising as core UPE management functions and other factors have been blamed for UPE policy implementation inefficiency as evidenced by the persistent problems still facing the UPE system in Uganda (MoES, 2017; UBoS, 2017; WB, 2018). The failure of the Ugandan MoES to implement a viable, relevant and appropriate UPE planning and organising management framework has led to UPE policy management and implementation challenges despite registering some positive outcomes.

2.5.7 School/Frontline Level Challenges

Despite the initiatives and programmes initiated by the Ugandan government to improve the management of UPE policy implementation, the UPE programme implementation process is still facing several management and implementation constraints (MoES, 2017). UPE management challenges under the current planning and organising framework include coordination issues, stakeholder cooperation issues, lack of motivation, corruption and lack of accountability (MoES, 2017; UBoS, 2017). The following implementation challenges at the school or frontline level, are still impeding the proper implementation of UPE and have thus led to the internal and

external inefficiency of the UPE system. These UPE implementation challenges include:

2.5.7.1 Primary school enrolment, school dropout and school completion or retention problems

Although the current planning and organising management functions of UPE policy implementation in Ugandan primary schools have registered some positive results, such as increased UPE primary school enrolments (MoES, 2017; UBoS, 2017), it is reported that 7% of the children between the ages of 6–12 have never enroled in school although children between the ages of 5–6 are legally supposed to be enroled in Grade 1 (MoES, 2014; UBoS, 2017; UNDP, 2007). Due to fewer economic resources, poor children and children from rural areas, enrol in most cases at age 8 and older despite the UPE having an explicit goal of ensuring that all school age children can enrol immediately (UNICEF, 2014). This has been partly blamed on the fact that schools in the rural areas tend to have inadequate, poor, underdeveloped and underserviced infrastructure (UBoS, 2017). Some children have to stay at home in order to work and earn money for their families (Sakaue, 2018). Such issues make it unviable for these children to go to school (Sakaue, 2018; UNICEF, 2014; WB, 2018).

Furthermore, UPE schooling still incurs some costs for pupils such as purchase of books, school uniforms, pens and lunch. Many poor families are unable to meet these expenses and pupils do not participate or drop out (Sakaue 2018; UBoS, 2017). Therefore, the current UPE planning and organising management framework is not working for these families which calls for programmes that address issues of poverty and regional imbalances for the successful implementation of UPE in Ugandan primary schools. This is also a lesson for other African governments in relation to understanding how family issues and regional imbalances can affect school enrolments and retention in a national programme like the UPE school system.

The current rate of school dropouts within the UPE system in Uganda is worrying in terms of UPE effectiveness and sustainability (MoES, 2017; UBoS, 2017). For example, the dropout rate increased from 4.6% to an unacceptable figure of 9.7% in 2005; this is in proportion to the total school enrolments countrywide (UNDP, 2007). The completion rate for Grade 7 also declined in FY 2016/2017 by 0.1% from 61.6%

in FY 2015/2016 to 61.5%, with the completion rate declining for boys as opposed to girls (MoES, 2017). Table 2.5 below illustrates this phenomenon:

Table 2.5: Primary school completion rates FY 2015/16-2016/2017.

Completion rates	2015/2016	2016/2017
Total	61.6%	61.5%
Male	59.8%	59.7%
Female	63.3%	63.4%

Source: MoES (2017:113).

The continued and increased school dropout rate within the UPE school system in Uganda is claimed to be caused by unaffordable school costs for the very poor, early marriages, pregnancy, lack of interest due to negative perceptions of UPE among some students, and other factors, all accounting for the increase in the UPE system school dropout rate (UBoS, 2017; MoES, 2017).

2.5.7.2 Insufficient school resources (limited funding, poor-quality education, school materials and lack of trained teachers).

Despite the MoES increasing spending on UPE education as evidenced in the 2017-2018 budget, there is still a general lack of school instructional materials, textbooks, and classroom infrastructure such as blackboards, due to limited funding (MoES, 2017; UBoS, 2017). This is evidenced by student to textbook ratio of around three students to one textbook (UBoS, 2017). There is also a general lack of trained teachers, low pay for teachers that has led to teacher classroom absenteeism and refusal to teach (Grogan, 2006; MoES, 2017; WB, 2018). Such challenges have a direct impact on the quality of education and the student performance and learning (Grogan, 2006; MoES, 2017; WB, 2018). In addition, there is also a general lack of sufficient classroom space to accommodate the large student population due to mass enrolment especially in rural areas where the school infrastructure is underdeveloped, crumbling and poor (Grogan, 2006; MoES, 2017; UBoS, 2017).

Low efficiency, low quality, high population growth rates and inadequate community participation are some of the main challenges highlighted by the MoES, the majority of government institutions and NGOs (UBoS, 2017; MoES, 2017). These impediments are attributed to high student dropout and repetition rates, continued teacher and head

teacher absenteeism from school, high rate of student absenteeism, over-aged students, insufficient school supervision, and underutilisation of teachers (MoES, 2017). Issues of bullying and physical violence among pupils and teachers within primary schools in Uganda are concerning and need to be addressed (Devries et al., 2018).

In addition, the inability of the communities to fully participate in UPE primary school activities especially in poor and rural environments is impeding the proper implementation of UPE policy in Uganda (Datzberger, 2018; MoES, 2017; UBoS, 2017). The high population growth, as mentioned earlier in this chapter, is putting pressure on social and public services provision including UPE vis-à-vis the available facilities and resources. Hence, these challenges among others call for a viable planning and organising management framework that emphasises full community UPE participation, teacher and student motivation and the provision of quality education while implementing UPE in Ugandan primary schools.

2.5.7.3 HIV/AIDS issues: impact on school enrolment and attendance

Despite a general improvement in the fight against HIV in Uganda as already discussed in this chapter, HIV/AIDs still threatens the UPE policy management and implementation in Ugandan primary schools (Ssewamala et al., 2018; UBoS, 2017; MoES, 2017). It affects schoolteachers' performance, reduces school enrolments, increases school dropouts and creates orphans (Ssewamala et al., 2018). These orphaned children generally live with poverty, lack support and therefore do not enrol in school or drop out (Deininger et al. 2003; UBoS, 2017). When parents die of the disease, the family burden shifts to the children together with the responsibilities of meeting the financial requirements of the family. Despite government interventions and programmes with donor support, these issues still exist and have made the implementation of UPE difficult (Ssewamala et al., 2018; UBoS, 2017; UNICEF, 2014).

2.6 INTERNAL AND EXTERNAL EFFICIENCY

2.6.1 Efficiency

Economists and education managers have defined efficiency as the relationship between the outputs and inputs of the system, e.g. the education system. In education

investment terms, it has been said to be a difficult task to measure educational systems efficiency because of difficulties in measuring and determining educational outcomes and outputs including the quantification of the relationship that exists between inputs and outcomes or outputs (UNESCO, 1998). Education systems or programmes are categorised as efficient when the expected/desired outcomes are produced at a minimum cost (UNESCO, 1998). In this case, educational systems can, for example, measure the quality of desired output, by using the maximum number of students that have completed a specific level of education and have acquired the required skills and knowledge as expected by their respective communities. Hence, the quantity and quality of the desired output in relation to a given input or investment can determine educational system efficiency. It is considered efficient if a desired outcome is realised at a minimum level of input (UNESCO, 2015).

In the context of educational systems performance, output and outcome can be distinguished by looking at output in relation to pupils' achievements of knowledge, attitudes, skills and behaviour, which can be determined or measured by tests or examination grades (WB, 2018). On the other hand, outcomes are related more to educational externalities or effects of output such as the ability of students after completing a given level of educational training to become economically productive, socially productive and successful (WB, 1980; 2017b). Schools are seen as sources of human capital and have to be efficient in order to produce the desired human capital. This is the difference between schooling and learning (WB, 2018).

Given the challenges and constraints facing UPE management and implementation in Uganda (UBoS, 2017; MoES, 2017), it is logical to assert that the current planning and organising as core management functions of the implementation of UPE policy in Ugandan primary schools, is not efficient as different research reports indicate. The current UPE implementation planning and organising management framework, despite registering some positive outcomes, for example, increased enrolment, is facing several management and implementation challenges that have rendered it internally and externally inefficient. These challenges, as the researcher has already mentioned in this chapter, include lack of adequate school infrastructure to meet enrolment demands, lack of accountability and UPE monitoring and evaluation mechanisms, negative perceptions of UPE, repetition, school retention issues, poor-

quality education, over-aged students, lack of adequately trained teachers, inadequate funding and access issues (MoES, 2017; UBoS, 2017).

2.6.2 Internal Efficiency

Literature review findings indicate that internal efficiency has been used to answer questions relating to how best funds and resources should be invested or allocated, in this case within the education sector. It emphasises obtaining a high degree of educational outputs for a given level of spending (Abagi & Odipo, 1997). Price efficiency or allocative efficiency can also be referred to as internal efficiency (Lockheed & Hanushek, 1987). Internal efficiency is looked at as the ability of pupils to complete a given level of education e.g. primary school education, or the completion of a given course (UNESCO, 2015). Schools or educational systems are internally efficient when a given level of learning is achieved by pupils of a given school age vis-à-vis the amount of resources provided (Abagi & Odipo, 1997; UNESCO, 2015).

In determining the best levels of allocation of educational resources or spending for improvements in educational performance in a given education activity, economists argue that educational managers need to look at the rate of improvement in educational performance (Lockheed & Hanushek, 1987). This needs to be based on the last amount of funding spent on a particular educational activity and needs to be equitable across given possible activities (Lockheed & Hanushek, 1987). Educational quality is related to the internal efficiency of a given educational system and repetition, school dropout rates and promotions at given levels of schooling can determine the internal efficiency of a particular educational system (Sanothimi & Bhaktapur, 2001).

Under the current framework of planning and organising as management functions of UPE policy implementation in Ugandan primary schools, the researcher can argue that the UPE system in Uganda is somehow not internally efficient (MoES, 2017; UBoS, 2017). This is due to the fact that, although there are improvements, the system is still characterised by a high rate of school dropouts, repetition, access and enrolment issues, poor school infrastructure, inadequate trained teachers, teacher absenteeism, poor-quality education etc. (MoES, 2017; UBoS, 2017; WB, 2018). Therefore, for the successful implementation of UPE in Uganda, the MoES needs to focus on internal efficiency during the planning and organising of UPE programmes

for implementation in Ugandan primary schools within an appropriate and viable UPE management and implementation framework.

2.6.3 External Efficiency

This performance concept is always used in relation to cost benefit analysis. External efficiency entails the ratio of monetary outcomes in relation to monetary inputs, and as the value of the school system financing in relation to potential private and public use or benefits (Lockheed & Hanushek, 1987). In relation to education, external efficiency has much to do with educational externalities, which involve the ability of the educational system to produce graduates who are economically and socially productive. In other words, it relates to the ultimate benefits of the education system and its relevancy to the social and economic requirements of a given country (Lockheed & Hanushek, 1987). It deviates from the immediate output.

In relation to the objectives of UPE implementation in Uganda, such as the realisation of SDGs, gender equality, economic and human development, through UPE policy, one can assert that the UPE system through its current planning and organising management framework, is not externally efficient because of its failure to fully realise UPE objectives (MoES, 2017; UBoS, 2017; WB, 2018). The external efficiency concept is beneficial to the MoES in Uganda, when determining the appropriate level of spending on UPE educational policy and the other components of the education subsector (MoES, 2017).

Therefore, for the successful implementation of UPE policy in Ugandan primary schools, within an appropriate framework of planning and organising as management functions, the MoES needs to emphasise and focus on the external efficiency and internal efficiency of the UPE programme implementation in Ugandan primary schools for better outcomes.

2.7 MACROPOLITICS CAUGHT UP IN MICROPOLITICS: THE CASE OF UPE POLICY IMPLEMENTATION IN UGANDAN PRIMARY SCHOOLS

The MoES in cooperation with other stakeholders, macromanages the UPE policy implementation process in Ugandan primary schools within a decentralised system. In this case, UPE policies are formulated at the top of the MoES (Kampala) and then

handed down in form of instructions to the stakeholders at the lower level of the implementation process such as the district and school levels (frontline levels of implementation). In other words, it is a top-down approach where those at the lower level receive instructions from those at the top level to operate as instructed (MoES, 2017).

Macropolitical actors, as the researcher has already explained in the definitions in Chapter 1, are those with the power to authorise, plan and guide policy in a country e.g. UPE policy implementation in Uganda. In this case, the MoES in cooperation with the district commissioners are responsible for the formulation, design, planning and organising of UPE policy nationwide in a decentralised manner (UBoS, 2017). They macromanage UPE policy by legislating, planning, managing, administering, and governing at the national and local levels (MoES, 2017).

On the other hand, micropolitical actors are the followers and micropolitical power is embedded in social relations as opposed to authority (Uhl-Bein, 2006). Macro and micropolitical actors (leaders and followers), usually engage in social construction and, from this, meanings and practices emerge, for example, in schools (Kelchtermans, 2007). In the UPE policy implementation process in Uganda, followers (school leaders and teachers) engage in sensemaking and practices emerge after sensemaking which in many cases are contrary to UPE policy or the government agenda; for example, school leaders in UPE primary schools in Uganda charging extra fees from students (Sakaue, 2018).

In most cases, this is due to the complex and contradictory structure of power relationships that exist between stakeholders such as the MoES, the district and school levels. These stakeholders have different interests, goals and challenges (Blasé, 1991). The macropolitics of UPE policy implementation in Ugandan primary schools ends up being caught up in the micropolitics of the UPE school systems in Uganda due to the complex relationships, interests, goals and attitudes among the macropolitical actors (MoES) and micropolitical actors (district officials, school leaders and teachers) that operate within a limited participatory governance mechanism with little collaboration (Waheduzzaman et al., 2018). These issues highlight the need for strong stakeholder cooperation, collaboration and the involvement of all stakeholders

in the UPE planning and organising process as observed in other developing countries such as Rwanda (Burnet & Kanakuze, 2018).

While managing and implementing UPE policy in Ugandan primary schools, many stakeholders, especially those at the lower level or frontline level of the implementation process, are not fully involved in the UPE policy planning and organising (MoES, 2017). Despite not being fully included in the planning process, they are required to implement UPE policy prescriptions as requested (MoES, 2017). This supports Kelchtermans (2007) assertion that there is not always a straightforward execution of policy prescriptions during policy implementation by micropolitical actors especially at the school level due to different challenges.

Frontline stakeholders (school level), who are tasked with the implementation of UPE policies find that most of these policies are out of touch with reality they face on the ground (Ward et al., 2006). This can be largely attributed to the use of limited stakeholder collaboration (limited integrative governance) (Waheduzzaman et al., 2018), that renders sensemaking possible and leads to inefficiency. In addition, because of a mismatch between policy and practice, schools are requested to implement UPE policies despite having inadequate funds and inadequate school infrastructure to accommodate high student enrolments (Ward et al. 2006).

Because most of these policies are enacted without taking into consideration the challenges the schools face (Ward et al. 2006), after sensemaking, school level officials reject or apply only those policies they find relevant and workable. This highlights the need for participatory or integrative governance mechanisms by the MoES while managing the implementing UPE in order to boost efficiency through collective problem-solving and collective sensemaking (Waheduzzaman et al., 2018). For example, UPE policies are supposed to be implemented by frontline stakeholders despite the fact that schools have limited or no funding, inadequate trained school teachers, lack infrastructure to cope with the massive enrolments, inadequate school infrastructure to cope with the massive number of students and lack of school materials such textbooks, chalk and blackboards (MoES, 2017; Ward et al., 2006). This is true especially in the rural areas, characterised by high poverty rates, corruption

at the district level, poor communication and coordination and late payments of teachers' wages (Datzberger, 2018; UBoS, 2017;).

Under these circumstances, some schools reject or apply only those polices they find workable (Kelchtermans, 2007). In this case, you find schools still charging students some school tuition fees and other charges despite UPE policy eliminating any form of school fees. In addition, schoolteachers refuse to teach or engage in absenteeism from the schools and classrooms (WB, 2018:11). This is mainly because they find that teaching too many students in overcrowded classrooms or in multiple shifts are very stressful and the conditions are not satisfactory (Ward et al., 2006). It is also reported that in some UPE schools in Uganda, teachers categorically refuse to teach due to late payments and low wages despite teaching too many students (Ward et al. 2006), of which under good UPE management terms would require a higher pay and better teaching conditions (Datzberger, 2018).

According to the WB (2018:11), teachers in Ugandan primary schools are often absent from the classrooms and schools. For example, more than 55% of schoolteachers in Uganda were absent from classrooms, while more than 30% were absent from schools on any one day during 2017 (WB, 2018). This is in comparison to other selected countries in SSA (WB, 2018).

The macropolitics of UPE policy change enacted by the GoU ends up being caught up in the micropolitics of the school systems (Sakaue, 2018; UBoS, 2017; Ward et al., 2006; WB, 2018). As Kelchtermans (2007) argued, straightforward execution on policy prescriptions in schools does not exist because school officials engage in sensemaking based on the circumstances they face, and as a result, they implement policies, which contradict the government agenda.

This situation has lessons for the MoES, such as the inclusion and cooperation with all stakeholders in the formulation, design, planning and organising of UPE policies and the proper financing of UPE in order to avoid UPE policies being rejected or ignored by schools or district level officials. Involving all stakeholders in the planning and organising of UPE policy implementation would help to address implementation issues and enable the MoES to come up with viable solutions for the problems that

some schools face, especially in poor and rural areas, consequently, enabling the successful implementation of UPE policy in these particular schools and others.

To mitigate the risk of UPE policies being caught up in school systems, the Ugandan MoES needs to implement some changes in its current planning and organising UPE management framework. These changes include continuously and sustainably involving all stakeholders in the planning, organising and coordination of UPE policies and programmes nationwide and increasing the level of UPE monitoring and evaluation activities for all UPE schools and their respective classrooms. This will boost UPE policy implementation efficiency due to stakeholder collaboration and accountability (Waheduzzaman et al., 2018). In addition, the government needs to increase funding for UPE schools; pay reasonable wages to teachers and on time; ensure that extra school materials are provided to meet to match the number of enroled students; and build more school infrastructure to meet students' requirements.

In a nutshell, for the successful management and implementation of UPE policy in Ugandan primary schools, the MoES while planning, organising and managing UPE policy implementation in Uganda, needs to focus on ensuring that the macropolitics of UPE policy are not caught up in the micropolitics of the school systems. Achieving this calls for robust stakeholder cooperation, partnership, coordination and the full involvement of all stakeholders in the planning and organising of UPE policy implementation in Ugandan primary schools for its successful implementation.

2.8 PLANNING AND ORGANISING FRAMEWORK FOR THE MANAGEMENT OF UNIVERSAL PRIMARY EDUCATION: INTERNATIONAL TRENDS

Various global actors on education consider education to be a basic human right and ensure that they provide quality and universal access to basic education to all school-going children in this regard (UN, 2015; UNESCO, 2014; WB, 2018). Given the many advantages of education that range from economic development to human development, many governments prioritise that their citizens have access to education and ensure that basic education is free. However, their educational agenda may not be realised if the planning and organising as core management functions of the implementation of basic free primary education (UPE) are not efficient (UNESCO, 2014; WB, 2018). Therefore, in order to determine best practice and find solutions to

the problems facing the management of the implementation of UPE policy in Uganda, it is important to look at how other countries, both developing and developed (for international best practices), manage the implementation of UPE policy in their respective countries, as discussed in the following sections.

2.8.1 Management of UPE Policy Implementation in Kenya

The government of Kenya introduced Free Primary Education (FPE) in 2003 under the leadership of the National Rainbow Coalition Party. Perceived as a human right, according to Nafula (2001:102), primary education in Kenya is based on the aims of conveying literacy, developmental, and numeracy skills; developing the use of the five senses and self-expression; and developing a measure of logic through personal judgement as a foundation for further education. In addition, primary education aims to develop understanding and awareness of the environment; to develop the whole individual including the mental, spiritual, and physical capacities; and develop positive values and attitudes towards society and respect the dignity of labour.

FPE in Kenya is organised and delivered under a decentralised system of government with various stakeholders at different levels of the implementation process such as national, district and school levels. In Kenya, as in Uganda, the Ministry of Education, Science and Technology (MST) is responsible for the macromanagement of the FPE programme including the planning, financing of the FPE programme, recruitment and the payment of teachers. At the district level, officers work to ensure quality education, good use of UPE funds, FPE disbursement, and to provide up-to-date statistics on enrolment (Sifuna, Oanda & Sawamura, 2008).

The FPE programme is financed by the government of Kenya in cooperation with the international donors. The government allocates 36-40% to education and primary education takes almost 51% of the funding annually while the other funding comes from international donors. According to Nafula (2001), in order to ensure that FPE funds get to the schools and are not misused, the MST created a system in which all primary schools' capitation grants for the ministry are paid into two school bank accounts which include the School Instructional Materials Bank Account which directly funds learning and teaching materials, and the General Purpose Account which

directly funds costs of repairs, maintenance, wages for support staff, water and electricity, and quality assurance. The two accounts are managed by the SMCs.

Despite the above FPE implementation mechanisms in Kenya, substantial problems still exist within its UPE system including gender disparities, low enrolment in comparison with the demand for primary education, school retention issues, corruption, and very low enrolment for children with special needs (Sifuna & Sawamura, 2009; Nafula, 2001). Relatively high dropout rates especially in nomadic communities are being blamed on culture, which requires that girls stay at home to look after their parents and boys look after cattle and work in the fields. There is some confusion about FPE implementation among some stakeholders in relation to allocation of responsibilities and what exactly FPE means (Sifuna & Sawamura, 2009). It is important to note that improvements have been registered within the FPE programme in Kenya, but constraints remain.

Kenya's FPE funding is still considered to be inadequate despite a relatively current high spending on FPE than her neighbours as indicated in Table 2.1 in this chapter. The current funds that are allocated to each child for school material, maintenance and related school spending are inadequate relative to the school demands. Schools continue to collect levies from students due to their inability to obtain the required funding due to late releases of funds and corruption (Sifuna & Sawamura, 2009).

According to Sifuna et al. (2008), the government of Kenya has tried to fix these FPE implementation issues by introducing SMCs in order to link principals and the MST with the community. These committees are to assist schools in the management, formulation of spending plans and administration of school funds.

More government action has also been taken since 2005 to promote access to primary education, relevant and quality education with various monitoring units established in the provinces to ensure sound resource mobilisation, and the allocation and proper use of resources for FPE efficiency (Sifuna et al., 2008). In order to improve FPE implementation, in conjunction with the communities, a nutritious food programme has been created and provides porridge for breakfast for all primary school children with the aim of increasing school attendance and nutrition. According to Birdsall, Levine and Ibrahim (2005:143-146), in 1998, the government also "created a deworming

programme to address issues of whipworms, roundworms and hookworms" which are common problems for children in rural and farming communities and hinder their school attendance.

The analysis of FPE implementation in Kenya establishes the importance of robust cooperation and coordination between the central government (MST), district, schools and the community and a relationship between enrolment and feeding for a sustainable and successful implementation of UPE. This is a lesson for the MoES in Uganda, in that, planning and organising of UPE policy implementation needs to include robust cooperation and coordination among stakeholders at all levels of the UPE implementation process and the strengthening of SMCs. In addition to the above, sending money directly to school management bank accounts and school meals provision, for the successful implementation of UPE policy in Ugandan primary schools would help to get the money to where it can be spent more effectively.

2.8.2 Management of UPE Policy Implementation in Mexico

The Roman Catholic Church used to provide education in Mexico as a private initiative before the nineteenth century (Santibanez, Vernez & Razquin, 2005). During the rule of President Porfirio Diaz, the government created a secretariat for public instruction in order to shift and change the way people perceive education (Santibanez et al., 2005). This initiative failed due to high illiteracy levels and was only reintroduced as the MoES "Secretaria de education publica" (SEP). Despite the lack of support for the SEP, it was able to lobby for free education for all Mexicans. As a consequence, according to Santibanez et al. (2005:66-65), "free education was adopted constitutionally in 1997 under article 3 of the 1917 Constitution of Mexico" and this general law still applies today in contemporary Mexico.

Mexico operated a centralised system of educational management and governance until 1992. During this time, most of the political power in relation to educational policy formulation and implementation was in the hands of teachers' unions and the SEP, which had central authority. The SEP was involved in all educational reforms and policy-making initiatives and it determined and set all the guidelines in relation to teachers' responsibilities, salaries, school days and school calendars. On the other hand, the government is now only involved in authorising and administrative duties in

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relation to all major policy and educational reforms before they are implemented (Rangel & Thorpe, 2006; Santibanez et al., 2005).

Education management and governance was decentralised in Mexico in 1992. Since then, education has been under the control and jurisdiction of the federal, municipal and state governments, including institutions accredited by SEP. This is based on the guidelines stipulated in the Constitution of Mexico of 1917 and the universal law of education:, namely, that all individuals have the right to receive education, and the Mexican State has an obligation to provide free and compulsory education services at all levels including the primary school level. In 2002, the General Law of Education (GLE) that was passed in 1993 was amended. This law strengthens and clarifies the rights and obligations of the federal government authorities, with SEP having to ensure the provision of nationwide basic education, high-quality education and universal access for all. Provision of initial and "basic education, special education and teachers' training programmes is the responsibility of the state" according to the GLE (Santibanez et al., 2005:7).

According to Santibanez et al. (2005:7), "primary education" is currently "free and compulsory for all" Mexican nationals and is provided in three modalities: the traditional approach which is also called general; based on an approved national curriculum with text books translated into different languages that apply to different communities in Mexico; and with a bilingual or bicultural modality. In addition to the three modalities, education consists of pre-school (grades 1-9) which is free and compulsory, secondary education (Grades 10-12) and higher education (Santibanez, 2005).

Mexico finances its education with around 5.9% expenditure of GDP and is above the average of the OECD, which is a quarter of the general Mexican budget and one of the highest globally. The distribution of funds is based on supply and financial reform as of 1997, which determines and dictates the number of teachers and schools in each Mexican state with SEP federal support. In real terms, Mexico spends about $1 350 on each student per year, which is quite significant based on the cost of living and purchasing power of Mexicans (Santibanez et al., 2005).

However, despite Mexico's above-average spending on education, according to Santibanez et al. (2005), the UPE programme in Mexico still faces financing issues, which are partly due to the criteria for the distribution of funds that is based on the number of teachers and schools in a given state. This means that smaller states, receive less than larger ones and this affects the management of UPE in Mexico. Other issues apart from financial constraints include the diversity of cultures in Mexico, industrialisation patterns and geographical conditions which make UPE implementation in Mexico inefficient, with fewer than 20% of the students in Grade 6 scoring good results in mathematics. Thus, poor-quality education is still an issue. People with higher costs of schooling have been kept out of the lower secondary level due to demand issues. Poor math results of more than 50% of all students and poor performance in international exams are issues of concern. These problems have been attributed to lack of adequate preparation for teachers, changes in the school curriculum, less time for interaction between students and teachers, and less time for evaluating and preparing lessons for students. After Form 6 (the equivalent of primary 7 in Uganda), children switch from a very broad subject curriculum to a very specific and specialised curriculum (Santibanez et al., 2005).

Consequently, in order to address the issues above, SEP introduced the PROGRESA programme as an integrated approach to alleviate poverty. Combined with the health programme, it focuses on the improvement of school attendance, performance, enrolment through the provision of grants and cash subsidies to poor families that are unable to send their children to school; support monitoring for the acquisition of school materials; and ensuring that parents take care of the children and educate them about the advantages of schooling. In so doing, basic and primary education is promoted while breaking the cycles of poverty.

School grants are used as one way of enticing parents to enrol their children in school and excel in school with extra cash for the top achievers (Gantner, 2007). SEP also initiated the Programa Escuelas de Calda (PEC) to address issues with the quality of education by introducing formative assessments as opposed to only using summative assessments or examinations to assess performance. Through the PEC, funds are also made available for the schools to implement reforms, ensure accountability and increase teachers' performance (Santibanez et al., 2005).

In order to control high enrolment levels, SEP introduced a programme known as double shifting that allows teachers and students to attend classes in the morning, afternoon or evening (shifts). For children in remote areas and those unable to go on campus, "long-distance programmes are available" for all grades with a facilitator available to guide children through schoolwork for each level or grade (Santibanez et al., 2005:16-19).

Issues caused by industrialisation e.g. low attendance by children of migrant workers, are addressed through the Primary School Programme for Migrant Children introduced by SEP. In order to improve knowledge and skills of teachers, the National Programme for continuous Updating of Basic Education Teachers was introduced in 1996. A national programme was also created to improve teachers' salaries through a competitive process that evaluates students and their teachers. SEP initiated Programa Nacional de Lectura (National Program for Reading) to improve literacy levels and ensures that teachers and students are fully involved for better results (Santibanez et al., 2005).

Based on the above analysis of UPE management and implementation in Mexico; e.g., making funds directly available to schools, providing of cash subsidies to poor families, conducting/provision of primary education in shifts, and provision of incentives to teachers to motivate them, are all important contributing factors to the successful management and implementation of UPE. Therefore, the lesson for the Ugandan MoES is that it needs consider the implementation of programmes like those established in Mexico.

With the adoption of programmes like Programme Escuelas de Calda and PROGRESA, the Ugandan MoES would be able to address issues constraining UPE management and implementation in Uganda such as UPE financing, delay of funds getting to schools due to corruption or greed, and poor families' inability to enrol due to absolute poverty, to a greater extent. Issues of motivation as the researcher has already mentioned in this chapter, are very important. The Ugandan MoES could adopt programmes like Carrera Magisteria in order to give credit to hard-working stakeholders through bonuses, results-based merit awards to schools, building of

more free teachers' housing and transport provision to motivate teachers and students.

2.8.3 Management of UPE Policy Implementation in Tanzania

SSA has managed to improve access to UPE for all school-going children though full access has not yet been achieved (WB, 2016b). The Republic of Tanzania, like many other countries in SSA, introduced FPE in 2001 in order to realise the MDGs/SDGs of gender equality, empowerment of women and girls, and economic sustainability (Mbelle, 2008; UN, 2015). UPE in Tanzania is obligatory, free and managed in a decentralised system (Mbelle, 2008). The government operates in partnership with the international development community such as the EU, UN, the UK Department for International Development and the WB in order to meet financial UPE budget shortfalls and address implementation issues for the realisation of UPE policy objectives (UN, 2015). The Tanzanian government under the current management and implementation framework of UPE has managed to increase school enrolments and primary school completion especially for girls. The primary school completion rate stands at around 73.7%, tilting in favour of girls at 77.1% (WB, 2017b).

As in Uganda, under the current Primary Education Development Programme (PEDP) plan in Tanzania, families are still responsible for providing school supplies, school uniforms, lunches and indirect costs related to UPE schooling. Given the fact that many families are still poor, they still cannot afford to attend school (UNICEF, 2014). In this regard, the government has been called upon to provide extra funding for those in difficulty especially orphans to equalise education opportunities (Lindsjö, 2016).

The UPE system in Tanzania faces implementation constraints especially in relation to the quality of education. This is because many UPE children are unable to write and do basic mathematics, and issues of less access to education, health care and water for many children in rural areas is concerning (Lindsjö, 2016; Mosha, s.a.). However, despite these challenges and the deteriorating quality of education in primary schools, communities and parents still value education and continue to invest in education in addition to government initiatives, to ensure a general improvement in education provided under the UPE system (Lindsjö, 2016).

Historically and in recent years, research has pointed to the underperformance or internal and external inefficiency of the primary education school system in Tanzania (Mosha, s.a.; WB, 2016b). Despite the many years of implementing the PEDP, the Tanzanian UPE system is characterised by a decline in the quality of education, the inability of knowledge to be converted into skills, very poor language skills among graduates, a lack of cognitive skills development and poor numerical abilities (Mosha, s.a.).

The yearly implementation of the PEDP programme despite some improvements, seems to be ineffective (Mosha, s.a.; WB, 2016b). This is because many primary school graduates still cannot qualify for secondary education due to failing the primary school leaving examinations (PSLE) (Lindsjö, 2016; Mosha, s.a.). For example; from 2005-2010, the percentage of pupils that passed PSLE was between 49.38%-70.5%, with only 49.38% passing PSLE in the year 2009, and not all those that passed were selected for secondary education (Mosha, s.a.). The introduction of the PEDP programme was intended to alleviate these challenges, but the UPE system in Tanzania remains internally and externally inefficient (UN, 2015; WB, 2017b).

In relation to UPE policy financing, the Tanzanian government sets aside 25% of the annual budget for education of which it allocates 62% for primary education financing (WB, 2016b). Capitation grants were also introduced including development grants, intended to cover some additional schooling costs and are all controlled by school committees (WB, 2016b). Complementary education initiatives were also introduced in order to absorb the out-of-school or over-age children who are unable to be accommodated by the system for different reasons (Lindsjö, 2016). Measures of recruiting more teachers, building more classrooms, improving curriculum and purchasing of more textbooks are in place with involvement of the communities where UPE is implemented (Lindsjö, 2016).

According to Mosha (s.a.), problems facing the Tanzanian primary education sector (UPE) have to do with a complex and complicated policy-making process, political factors, economic conditions, demographic conditions, cultural conditions (taboos and early marriages), staffing issues (personnel), lack of quality teachers, issues with teachers' motivation and accommodation, poor school infrastructure and curriculum

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issues. The government has introduced various initiatives in order to address many UPE implementation challenges, including the launching of PEDP in 2001, which is aimed at expanding enrolment and building of capacity within the public and private education systems and other sectors which have a stake in education provision to support and strengthen institutional planning of educational services nationwide (Lindsjö, 2016; WB, 2016). Since the introduction of UPE in Tanzania and the PEDP programme, the NER has continuously increased, with almost 100% primary enrolment being realised, despite other constraints (WB, 2016b).

More work needs to be done in relation the management of UPE implementation in Tanzania, in order for UPE to realise its macropoverty alleviation purpose in Tanzania and other intended objectives by ensuring that the primary education provided is relevant and includes practical skills (WB, 2016b). Attention needs to be given to improving teachers' knowledge and skills, proper use of capitation grants, empowerment of school committees and monitoring and supervising of teacher development and ensuring not only quantitative but qualitative expansion (Mosha, s.a.; WB, 2016b).

UPE management in Tanzania albeit still constrained (WB, 2017b), highlights the importance of involving the community in the planning and implementation process, and greater cooperation with the international development donor community for helping in covering UPE implementation budget shortfalls. In addition, provision needs to be made for complementary education programmes for children left out of the UPE system, strengthening of the institutions involved in planning and educational services delivery. Hence, for successful UPE policy implementation, the Ugandan MoES also needs to take into account the above measures while planning and organising UPE policy implementation in Ugandan primary schools.

2.8.4 Best Practices Internationally in the Management of UPE Policy Elsewhere: The Case of Sweden

As already indicated elsewhere in this chapter, most of the countries world over, have agreed to the provision of FPE in order to realise the SDGs/MDGs and foster economic growth and development (UNESCO, 2014; UN, 2015, WB, 2018). Countries implement UPE within different planning and organising management frameworks,

and, depending on the effectiveness of a given UPE management and implementation framework, some have managed to achieve the UPE objectives while others have failed, and still others are still working to achieve UPE policy implementation objectives (WB, 2017b). Some of the countries that have better UPE management and implementation frameworks have managed to achieve free education for all (FPE), such as Sweden. A closer look at the Swedish *Grundskola* as a case for international best practices, seems to be an asset in providing lessons for UPE policy implementation in Uganda and other developing countries due to its success (Opara, 2011).

The Swedish "*Grundskola"* system was "initiated in 1998" (Opara, 2011:79). Like other free education for all educational programmes, it is rooted in the global quest for "free education for all" (Opara, 2011:79). In Sweden, compulsory free primary schooling (FPE) is a nine-year free compulsory education system for children aged between 7 and 16 (Opara, 2011). It is an example of a successful 9-year school model, made up of three stages: 1st–3rd year (*lagstadeit*), then 4th–6th year (*mellanstadeit*), and lastly 7th–9th year (*hogstadeit*) (Gustafsson, 2012; Opara, 2011).

Under the Swedish FPE (*Grundskola*) which is co-educational and fulltime, school care outside school hours is provided to children between the ages of 6 and 13 (Opara, 2011). Minority students are offered extra educational services; for example, Sami schools that offer compulsory education for the Sami indigenous people (Opara, 2011). Children aged 1–5 also have access to pre-school provided free of charge by all municipalities, and the child's age and parents income status determines the municipal subsidy each child receives (Gustafsson, 2012). This implies that children from poor or low-income families are able to receive enough financial help in order to meet their preprimary and primary school education needs. Gender awareness and equal opportunity education are also provided and emphasise the role of play during the development of the child (Gustafsson, 2012).

The government of Sweden and parliament set the national education goals and the *Skolverket* (National Agency for Education) ensures through monitoring and evaluation that these goals are achieved (Gustafsson, 2012). Compulsory FPE and voluntary education are managed in a decentralised system by municipalities under

the direction of the central government (Gustafsson, 2012; Opara, 2011). The sole role for the Swedish central government is to set goals, aims and objectives for the education system through the *Skolverket,* and municipalities all over Sweden are responsible for *Grundskola* (FPE) national curriculum implementation (Opara, 2011; Gustafsson, 2012).

The *Skolverket* regulates the education system and ensures that primary schools and other schools comply with the requirements and government legislation (Gustafsson, 2012). Children can choose between private and public schools depending on interest and study in one school in order to allow student follow-up for guidance purposes (Opara, 2011). School admissions both in independent and public schools cannot discriminate against children based on social-economic background or disability and children can enrol in any school they want according to Swedish law (Opara, 2011; Gustafsson, 2012).

During compulsory education, more time has to be spent on subjects that are considered to be very import in life such as mathematics, Swedish, Science, English, arts and crafts, health, religious studies, social studies and physical education (Opara, 2011; Gustafsson, 2012). In addition, The National Agency for Special Needs Education and Schools ensures that children that have any form of disability are given the same educational opportunities as all other children without discrimination (Gustafsson, 2012). The higher education curriculum is designed by a government agency and is based on the criteria and analysis of the demands of the labour market and public funding for education including free basic education is provided accordingly through Swedish municipalities (Gustafsson, 2012; Opara, 2011).

According to Opara (2011:80-81), the main goals of the Swedish *Grundskola* (FPE) include "ensuring that pupils receive knowledge that enables them to be responsible members of the society; passing on of cultural traditions, language and the transfer of knowledge from one generation to the next; preparing pupils for living and working in society; and providing pupils with opportunities for taking initiative and responsibilities plus developing their ability to work independently and solve problems".

Sweden is considered to have fully achieved its FPE (UPE) policy objectives (Opara, 2011). This is partly because it performs highly on the quality of education and

educational outcomes index globally according to the OECD. The free basic primary education NER and school retention and completion rate are among the highest globally according to the OECD. Given its sound macro and microeconomic structures, financing and the general management of the education sector is feasible because Sweden has an advanced economy and is politically stable (WB, 2017a). According to Datzberger (2018:133), "the success of educational programmes also depends on the political and economic environment of the country as a whole". Swedish transformation into one of the most economically developed and most advanced countries is claimed to be partly due to its efficient, relevant and effective education sector that produces high-quality human capital (WB, 2017a).

Therefore, considering the aims and the general management of the Swedish FPE (*Grundskola*), the Swedish free compulsory primary school education (UPE) model offers many lessons to GoU in relation to UPE policy management and implementation. This includes the importance of building a strong economy as a source of sustainable education sector financing due to high government revenues through taxation (Datzberger, 2018); ensuring that children are fully stimulated towards personal growth and self-development; ensuring effective UPE monitoring and evaluation programmes; no corruption; stakeholder accountability; relevant school curriculum, high wages for school teachers; and implementation of best ICT classroom integration practices.

In addition, the Ugandan UPE system needs to focus on student interests and hobbies; free extra training for minority children; more help for needy and special needs children; provision of adequate funding; a longer primary school cycle (up to nine years); provision of free preprimary schooling; funding through municipalities to avoid bureaucracy and wastage; high-quality curriculum; and an innovative education system to meet the country's demands. Therefore, the MoES needs to adopt these practices and integrate them into its current management and implementation UPE framework for the successful implementation on UPE policy in Ugandan primary schools.

2.8.5 Trends (lessons) in the framework of planning, organising and management of UPE in Kenya, Mexico and Tanzania and elsewhere

2.8.5.1 Commitment to UPE education financing nationwide

There is a commitment based on the above analysis, to finance education in Tanzania, Kenya and Mexico despite these countries having constraints in financing other sectors (UN, 2015). This is evidenced by annual budget allocations that consume a significant chunk of their respective GDP (UN, 2015). All these countries have declared education as free and a basic human right that should be guaranteed and provided by the government. Kenya and Tanzania, however, still require students to meet some of their school operational costs but primary education is free (UN, 2015). The Mexican compulsory primary education is considered completely free (Santibanez et al., 2005). According to Sifuna and Sawamura (2009), on top of donor funding, Kenya is able and willing to allocate 51% of the education budget to UPE implementation. These UPE financing figures in Kenya change annually depending on need (Sifuna & Sawamura, 2009).

In this regard, there is evidence of the commitment in the countries above to invest highly in education, especially the UPE subcomponent. As indicated in Table 2.1 in this chapter, Uganda's expenditure on education still lags behind its neighbours despite UPE financing in Uganda consuming the biggest proportion of spending of the education sector financing or budget (MoES, 2017). Therefore, the Ugandan MoES needs to increase monetary investment in UPE policy management and implementation in Ugandan primary schools within an appropriate UPE policy management framework for better UPE implementation outcomes.

2.8.5.2 General public involvement in the planning and implementation of UPE

UPE government initiatives in Mexico, Tanzania, Kenya and elsewhere, portray a sense of community ownership of UPE programmes such as the PROGRESA in Mexico, which works to ensure that those in need in rural areas and poor household get the cash they need. There are the communities' commitments to ensure the success of UPE policy also as observed in Tanzania, despite UPE facing challenges. In all these countries, communities look at education as a key to solving their problems

and thus support government UPE initiatives in this regard as observed in Kenya and Tanzania, where school committees and teacher wellbeing have high parental and community involvement (Sifuna et al., 2008). Thus, " … citizens' participation can be seen as a subset of integrated governance that itself envisages participation of a broad set of actors across government, the private sector, and communities" (Waheduzzaman et al., 2018:311). In relation to local level planning and management that ensures that UPE policy services are efficiently delivered, the support of the local communities is very important for the government (Waheduzzaman et al., 2018). It also ensures that all stakeholders including the local community, are fully involved in the UPE implementation process.

There is also high involvement of civil organisations including NGOs especially in Tanzania and Kenya which help to ensure that the rural people have access to good UPE education (WB, 2017b). These NGOs work with the district and local councils and the central government to provide extra funding for schools in rural areas with infrastructure issues and extra support for orphans and the very poor as already indicated above (WB, 2017b). Hence, for the Ugandan MoES to successfully plan, organise and manage UPE policy implementation in Ugandan primary schools, it needs to involve all stakeholders at all levels of the UPE implementation process. This needs to be implemented within the process of delivering UPE in respective communities. In addition, the MoES should also work robustly with NGOs to help in providing extra funding especially for delivering UPE to rural and disadvantaged areas given the economic and regional imbalances of Uganda (UBoS, 2017).

2.8.5.3 Government and institutions roles

In Tanzania, Mexico and Kenya, education is organised in a decentralised system similar to Uganda. The governments of these respective countries work in cooperation with their respective districts and school levels. They involve all stakeholders to ensure the successful implementation of UPE in respective regions of these countries. This presupposes that the institutions and government structures include adequate or sufficient coordination, communication, control and finance mechanisms which determine the success of UPE policy management and implementation in these countries.

The respective ministries of education of these countries, teacher unions and SMCs cooperate in ensuring that UPE is delivered efficiently. For example, in Kenya, according to Sifuna et al. (2008), the MST, in cooperation with the district officials, SMCs and school principals execute the tasks of planning, provision of finance and organising the nationwide implementation of UPE policy in Kenyan primary schools, whereas in Mexico, the SEP ensures the delivery of free, universal, high-quality and special needs education to all Mexicans. It is also responsible for teacher training and educational reforms as in Tanzania.

As indicated above, the effectiveness of the framework of the management and implementation of UPE depends on the general institutional structures and the management skills and knowledge of stake holders (Burnet & Kanakuze, 2018; Sifuna et al., 2008). Therefore, for the successful planning, organising and management of UPE policy implementation in Ugandan primary schools, the MoES, needs to ensure that those individuals who are in the UPE management and implementation positions, have the required skills, knowledge and competencies; for example, teachers and district level personnel need to be qualified and given additional training and not simply be promoted to positions if they do not have the knowledge to execute the required tasks.

2.8.5.4 High enrolment and sustainable school meals support

In order to increase enrolment and ensure that children are enticed to stay at school, governments provide school meals for the children; for example, the free food initiative in Kenya and PROGRESA in Mexico. As a poverty alleviation strategy in all countries in question, school enrolments need to be sustainable and increased in order to get free education to all children that need it, especially in poor areas and ensuring that children do not stay at school hungry. In this regard, the MoES in Uganda needs to focus on increasing enrolment while providing quality education and free meals for children especially for the poorest, orphans and those in rural poor areas to ensure that children remain at school and do not skip class because they are hungry.

2.10 CHAPTER SUMMARY

Considering the past and current literature review findings, the management (planning and organising) of UPE policy implementation in Ugandan primary schools is managed and implemented in a decentralised system (top-down approach). Although some successes have been registered, it is still considered to be both internally and externally inefficient due to various management and implementation constraints and challenges it is facing.

The Ugandan MoES, in cooperation with other stakeholders at both the district and school levels, is responsible for the macromanagement of UPE policy implementation nationwide under government guidelines and legislation. The management and implementation process of UPE policy in Uganda takes place on three levels of implementation: national, district and school levels, within which different stakeholders cooperate, coordinate, plan, organise and implement UPE policy programmes nationwide.

Despite the current UPE planning and organising management framework registering some positive outcomes in relation to universal access, enrolment, retention, completion and other educational externalities, it is currently considered to be inefficient based on the available research findings and statistics. The macropolitics of UPE policy implementation in Uganda has ended up being caught up in the micropolitics of UPE school systems.

There is evidence based on literature data that after sensemaking, UPE stakeholders at the UPE frontline implementation levels become less motivated and develop a negative attitude towards UPE programmes, which negatively affects UPE policy implementation in Uganda especially at the school level. More problems exist within the current UPE management and implementation framework in addition to management problems such as less stakeholder motivation, negative UPE attitudes, and insufficient cooperation among stakeholders, fewer partnerships, lack of accountability and insufficient stakeholder's skills and knowledge.

Other issues at the implementation level include lack of sufficient funding, corruption, negative perceptions of UPE among frontline stakeholders, high dropout rates, lack of

school instructional materials and limited school infrastructure, poor-quality education, very high rate of teacher and student absenteeism from school, lack of adequate and trained teachers, issues with school curriculum etc., have continued to impede the successful implementation of UPE policy in Ugandan primary schools. These UPE management and implementation challenges continue to exist, despite the initiatives adopted and implemented by the MoES and other stakeholders to alleviate them.

Lessons and solutions to the management (planning and organising) issues facing UPE policy implementation in Uganda have been drawn from international case studies such as Kenya, Tanzania, Mexico and Sweden.

It is therefore logical that the next step, taking into account what has been done before and in the literature review of this research, in relation to the understanding of how UPE policy implementation is managed in Ugandan primary schools, management challenges faced and solutions to the challenges, stakeholder interviews and school case studies will be conducted. These actions will be executed in order to obtain a comprehensive understanding of what is currently happening on the ground in relation to the management of UPE policy implementation in Uganda.

The following chapter illustrates and presents the methodology or methods for exploring and understanding the perspectives of different stakeholders involved in the management of the implementation of UPE policy in Ugandan primary schools. This will provide a comprehensive and coherent understanding of how UPE implementation in Ugandan primary is managed, the impediments faced and the viable solutions or recommendations for the successful management of the implementation of UPE in Ugandan primary schools.

CHAPTER 3: METHODOLOGY AND RESEARCH DESIGN

3.1 INTRODUCTION

In this chapter, the researcher describes and explains the strategies and techniques the researcher used in collecting the data required to understand, explore and assess how the implementation of UPE policy in Ugandan primary schools is managed, the challenges faced and potential solutions in the form of recommendations to the challenges impeding the implementation of UPE policy in Ugandan primary schools. In this regard, in order to understand how the implementation of UPE policy in Ugandan primary schools is managed, purposively selected stakeholders involved in the management and implementation of UPE policy in Ugandan primary schools were interviewed. In this chapter, the research design that was used in this study, data gathering techniques used, the population, sample size, the sampling procedure, data analysis and interpretation and its epistemological underpinning are discussed. This chapter also pays attention to aspects of trustworthiness and ethical measures of the research.

This study will employ the constructivist (interpretive) qualitative research methodology or design since this research design is deemed to be the most appropriate method for investigating the central research question that guides this study: how is the implementation of UPE policy in Ugandan primary schools managed? Through the use of the qualitative research approach, other research questions emanating from the central research question as stated in Chapter 1 will also be answered.

3.2 RATIONALE FOR EMPIRICAL RESEARCH

It is concerning that many Ugandan government aided (UPE) primary schools are overcrowded, lack resources, have unqualified teachers, have high dropout rates, poorly funded, and lack the infrastructure needed for them to operate meaningfully.

The researcher intends to contribute to knowledge, by investigating, understanding and assessing how the implementation of UPE policy in Ugandan primary schools is managed. Based on this intention, this qualitative research or study embedded in a solid triangulation of research data as indicated in this chapter will help in proposing a

framework of reforms that will make UPE policy implementation in Ugandan primary schools both internally and externally efficient and ensure that the macropolitics of UPE policy implementation in Uganda is not caught up in the micropolitics of UPE primary schools in Uganda.

Although research has already been conducted in relation to UPE educational policy management and implementation in Uganda, it is still inadequate and knowledge gaps still exist in understanding the challenges and bottlenecks facing the management and implementation of UPE educational policy prescriptions in Ugandan primary schools. This study also looks at why UPE policy is failing to bring about the expected results and change in Uganda. The researcher strongly believes that further research is warranted in this regard.

3.3 RESEARCH DESIGN

Considering the research approach, strategy and paradigm, the researcher adopted the case study research design. Yin (2003) suggests that in design planning when considering which qualitative strategy to use, the following three conditions need to be reviewed: (1) the degree of control the researcher maintains in relation to the conditions surrounding the event; (2) the research questions being asked; and (3) the rate of emphasis on either contemporary or historical events. In this regard, the case study research design was selected because it appropriately addressed each of the three stated design planning and research strategy conditions. Given that the researcher's central research question is a "how" question (e.g., how is the implementation of UPE policy in Ugandan primary schools managed?), these types of questions tend to be asked when seeking to understand a specific process or situation. Hence, the researcher does not seek to control the event or situation, but rather he intends to experience it through the participation of the purposively selected participant's perspective. Based on Yin (2003), the third condition of choosing the case study design, case studies are appropriate for studying an event, process or situation in the recent past as opposed to some period in past history; and, in so doing, this allowed the researcher to use interviews as a means of data collection (Stake, 2005).

Considering purposive sampling for individual interviews and case studies pertaining to the management of the implementation of UPE policy in Ugandan primary schools,

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this interpretive qualitative study falls into a case study analysis or design (Creswell, 2013). To substantiate, the researcher was concerned with the sample and the individuals that are sampled who must have lived experiences of the given or specific phenomenon being studied (Creswell, 2013; Flick, 2018). In addition, all participants must have experience of a specific phenomenon being studied (Creswell, 2013). In this research, all purposively selected participants (interviewees) were UPE stakeholders involved in the management and implementation of UPE policy in Ugandan primary schools at different levels of the UPE implementation process.

Creswell (2013) describes a case study as trying to maximise the variation of cases, providing a diverse set of data without negating the unusual ones. Purposive sampling will include anyone within the target population. When considering study sites, the researcher aimed for a broad variety in both rural and urban settings if accessible.

Berg (2009) is of the view that the case study design or approach enables the researcher to better understand the local context, how the local community or institution functions, and facilitates the transferability of findings by broadening the findings across social and geographical frameworks. As supported by Berg (2009), the researcher have selected the constructivist (interpretivist) collective case study research design for the previously stated reasons, and also because case studies facilitate and enable the perspectives and outcomes of a small number of participants within a local context to be taken into account or highlighted when thoroughly and critically analysing individual cases during the study.

Considering the different types of case studies, this research will follow the collective case study model since it involves multiple case analyses. As Greene (2000) asserts, case studies play an important role in programme evaluation and can offer insights into best practices. Case studies allow the researcher to draw data from multiple data sources and perspectives regardless of the subject matter and allow the production of contextually meaningful and rich interpretations (Greene, 2000). Case studies in this research was a means to an end as opposed to an end in themselves (Stake, 2005).

Substantiating further, a case study research approach is capable of examining complex and simple phenomena with units of analysis that vary from large to single corporations that can facilitate the use of a variety of different actions during the

gathering of data (Berg, 2009). Therefore, the collective case study analysis or approach can facilitate the inclusion of several units or levels of analysis (Berg, 2009). Case study research design was the most appropriate research design for this study as previously explained because in this study, there is an identifiable case or cases with boundaries that can enable the researcher to understand the phenomena under study or investigation (Berg, 2009; Creswell, 2007; 2014).

Importantly, under the case study research design, "cases may involve an individual, several individuals, a programme, an event, or an activity" (Creswell, 2007:74). Therefore, based on this study, the management of the implementation of UPE policy in Ugandan primary schools is the case and it was investigated or examined in one specific geographical location or country Uganda. Uganda as the country of focus is composed of different regions and districts and the management of the implementation of UPE policy is executed at three different levels of the implementation process with the school level being the UPE implementation level. The levels of UPE management and implementation include the national, district and the school level, with UPE policy as the programme in focus. The MoES officials (UPE policy unit), district officials, local government representatives, principals and teachers are all stakeholders involved in the UPE management and implementation process in Uganda. Students, parents and the communities are also important stakeholders who were classified as beneficiaries during this study. Therefore, because the UPE implementation process is executed at different levels (national/district and school levels), the case study approach allowed analysis at both the overall, institution and individual levels. At school level or implementation level where UPE policies are absorbed, four school case studies (urban and rural) were analysed as explained in this chapter.

Furthermore, the examination of subunits at the local level is possible which an important aspect of this research is. Due to the depth provided by the case study design, a myriad of all relevant experiences and issues can emerge due to the exploratory and investigative nature of this research (Creswell, 2014). This may be impossible if done differently (Berg, 2009). Due to the use of the collective case study design characterised with instrumental cases, the researcher expected to be able to include several units and levels of analysis (Berg, 2009). Five UPE public primary

schools were selected, i.e., two schools and three schools respectively from the two selected districts in Uganda participating in the UPE programme as explained in this chapter. UPE school principals that were interviewed, were selected from these four schools. The researcher believed that the choice of this research design, method or approach, would match the key research questions, address ethical concerns, take into consideration the fieldwork cultural settings, characteristics of participants and respect the limitation of resources and time.

3.3.1 Research Paradigm

The epistemological stance of this research is constructivism (interpretivism). "Constructivism is often combined with interpretivism … seen as an approach to qualitative research" (Creswell, 2014:37). In this regard, "thus constructivist researchers often address the process of interaction among individuals … the specific contexts in which people live and work …" (Creswell, 2014:37). In other words, "knowledge is viewed as socially constructed and may change depending on the circumstances" (Mahlangu, 2018:4).

Constructivism (interpretivism) is also described as acknowledging social realities and actions as meaningful to the actors. The researcher's job is to gain access and be able to grasp people's subjective meanings of their actions, or the subjective experience of the phenomenon, and interpret the understandings and the actions that are "developed and transmitted within a social context" (Mahlangu, 2018:5). By implication this means that "The researcher's intent is to make sense of (interpret) the meaning others have about the world" (Creswell, 2014:37). All qualitative research involves interpretation (Gibbs, 2018). In this regard the researcher acknowledged the importance of keeping the worldviews within the domains of qualitative research design epistemologically, methodically and ontologically. In relation to the researcher's worldview, the research design was prompted by the nature of the study (Creswell, 2013; Flick, 2018). This research sought to understand a process that concerns "how the implementation of UPE policy in Ugandan primary schools is managed". It is argued that, seeking to understand about a specific process is best supported by the constructivist (interpretive) paradigm (Creswell, 1994; 2013; 2014).

Data collection under constructivism (interpretivism) constitutes generating information and understanding how people interpret their respective actions and realities, but the interpretation is not limited to the people's own interpretations (Creswell, 2014; Bryman, 2012; Mahlangu, 2018). Bryman (2012) is of the view that, the researcher interprets the perceptions that are generated from data collection, and frames them through previous theories, concepts and research. In order to understand the meaning of social phenomena, social scientists always include an interpretive element (Gibbs, 2018; Sayer, 2000). By relying on constructivism (interpretivism) and socially constructed truth, the researcher presented the findings that emerged from the interviews, communications and interactions with the purposively selected study participants in the selected institutions (Gibbs, 2018). Briefly, based on the assertions above, the constructivism (interpretivism) research paradigm as a philosophical guiding framework for this research is appropriate for this qualitative design.

More importantly, the researcher sought to understand by listening in order to gain knowledge on how different UPE stakeholders through their respective roles at different levels of the UPE policy implementation process manage and implement UPE policies in Ugandan primary schools. Their experiences, challenges, perceptions and understandings at all levels of the UPE implementation process in Uganda were the focus. How school principals at the school level manage, understand, perceive and implement UPE policy prescriptions and how the key informants interpret UPE policy management and implementation in the case of Ugandan primary schools were key aspects. As explained by Creswell (2013) and Gibbs (2018), therefore, through theories and concepts the participants' interpretations were interpreted and framed by the researcher.

3.3.2 Research Approach

The study used a qualitative study approach. The qualitative research design was deemed to be the most appropriate since it is capable of providing detailed or rich data about real life situations and people's experiences within a given social setting (De Vos, 2001; Mahlangu, 2018). "Qualitative research is an approach for exploring and understanding the meaning individuals or groups ascribe to … a social or human problem" (Creswell, 2014:32). Substantiating further, "qualitative research seeks to

give answers to questions by examining various social settings and people that inhibit these social settings" (Berg, 2001:6). In this regard, qualitative research, involves fieldwork, is descriptive and inductive (Mahlangu, 2018). It basically constitutes the type of any research that primarily relies on qualitative measures of data collection that include interviews, documentary analysis or reviews, observations and focus groups (Creswell, 2014; Flick, 2018; Mahlangu, 2018; Trochim & Donnelly, 2007). In addition, in qualitative research: "The process of research involves emerging questions and procedures, data typically collected from the participants' setting, data analysis inductively building from particulars to general themes, and the researcher making the interpretations of the meaning of the data " (Creswell, 2014:32).

Qualitative research is rather based on attitudes of openness towards what and who is studied, flexibility in approaching and moving in the field, and understanding the field or subject's structure as opposed to the mere description of the phenomenon (Flick, 2018). Furthermore, qualitative research findings were presented using written narratives (Longhofer, Floersch & Hoy, 2013:32), which is an approach that was applicable to this study.

The design of the research methodology of this study is related to the research question and sub-questions (Silverman & Seale, 2005). Research questions of how, what and who were dealt with in this research. Therefore, these research questions warranted a qualitative inquiry research since it aims at describing what is going on. This research differs from quantitative research which deals with research questions that seek to establish causes by asking 'why' questions. In addition, qualitative research seeks out relationships that exist between variables for items being studied or explores a comparison between groups being studied (Creswell, 1998). In qualitative research, exploring a particular phenomenon is strongly emphasised (Gibbs, 2018). The current research basically sought to understand the experiences and understandings of the participants and it is characterised by an open-ended inquiry (semi-structured interviews) as opposed to seeking measurable and observable data in which research questions are narrow and specific (Creswell, 2005). Hence, the nature of this research was a qualitative inquiry.

By qualitative research techniques, researchers are able to explore how people structure and give meanings to their daily lives and also share the perceptions and understandings of other individuals (Berg, 2001). Qualitative research involves research about people's lives, behaviours, their experiences and the functioning of institutions, and thus negates producing findings based on quantification and statistical procedures (Strauss & Corbin, 1998; Creswell, 2014).

The above analysis confirms that the researcher was aware that qualitative research methodology is different from quantitative research methodology and that qualitative research methodology is best situated for this study. "Qualitative research approach facilitates and provides the lens for the exploration of the uniqueness, non-numeric anomalies, and the interpretation or provide meaning of patterns in (large) data analyses" (Markham, 2018:9). It is argued that, while choosing the approach e.g. qualitative vs quantitative research data, researchers "must choose those that give us objective knowledge" (Hammersley, 2005:102). Since the central question of this research was to understand how the implementation of UPE policy in Ugandan primary schools is managed, the qualitative research method provided a detailed and deeper understanding on how the key stakeholders involved in the management of the implementation of UPE policy in Ugandan primary schools understand the management and implementation challenges of UPE policy such as communication, coordination, motivation, attitudes, stakeholder involvement issues and limited financing, while managing the implementation of the policy. Through the use of the qualitative research methodology, detailed data in relation to the research problem was generated through a comprehensive understanding of the phenomenon and lead to the generation of recommendations of the UPE management and implementation challenges in Uganda (Flick, 2018).

The use of the qualitative research methodology was appropriate for this research because this study involved exploring or investigating the experiences, understanding, perception and shared meaning of the MoES, DEOs, local government representatives, principals, teachers and other UPE stakeholders involved in the management and implementation of UPE policy in Uganda and how this is practically expressed in their relationships and operations and the effect this has on the management of the implementation of the UPE policy in Ugandan primary schools; for

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example, by the stakeholders at the national and district level (bureaucracy levels); how this understanding affects strategic decisions and policy at this level (national and district level); and how this understanding affects the implementation of UPE policy at the school level (implementation level) in relation to planning and resource provision.

3.4 RESEARCH METHODS

In order to ensure trustworthiness of this study as explained under triangulation and other sections in this chapter, the researcher used data collection strategies that helped him in answering the research questions. These included one-on-one, semi-structured interviews, focus groups and document analysis as data collection methods taking into account the purposively selected population or participants in order to capture the complexity of the situation and yield extensive in-depth data.

3.4.1 Site Selection

Five UPE public primary schools were selected; three from urban or semi-urban centres and two from rural areas within two different districts in Uganda. Districts were selected based on feasibility, accessibility and degree of population representation. The most important criteria were that the primary schools were public, offered universal primary education services as set out by the GoU current UPE policy legislation and directives, and operated under their respective DEO and LG structures.

In addition, schools were selected based on accessibility to learning materials, enrolment, infrastructure, availability of school principals (principals) and school management documentation. Furthermore, taking into account that they were all beneficiaries of UPE policy, they followed the same UPE GoU legislation and curriculum, and had the same procedures for pupils and teachers' recruitment, but they delivered UPE educational services to their respective students differently.

3.4.2 Sampling Procedures and Selection of Participants

The researcher used the purposive sampling technique which is a "non-probability" sampling method used to select the study participants for data collection purposes. Purposive sampling is a commonly used technique in qualitative research (Shenton, 2004:65). Purposive sampling was adopted by the researcher based on the fact that

the sample needs to be composed of elements that highly demonstrate or show the most characteristics, typical attributes and representation of the population to be studied or in question (De Vos, Strydom, Fouche & Delport, 2005).

In this study, the target population was the MoES officials (UPE policy unit), district and LG representatives (national and district level), and UPE school principals (school level or implementation level), who are mainly responsible for the policy, legislative and strategic decisions which guide influence and affect how the implementation of UPE policy in Ugandan primary schools is managed.

Purposive sampling allowed the researcher to select participants on the basis that they had the characteristics that matched the researcher's objectives. As Silverman (2005) asserts, purposive sampling demands that researchers think critically about the parameters being studied and the sample should be chosen very carefully. Purposive sampling enables a researcher to use their own judgement as a basis to handpick and choose the cases to be included in the sample (Cohen, Manion & Morrison, 2007). Hence, in this study as already stated above, the researcher selected participants based on their positions and roles in relation to the management and implementation of UPE policies in Ugandan primary schools, taking into account the different levels of the UPE policy management and implementation process.

In ensuring the credibility of the above propositions, researchers use purposive sampling so as to gain access to "knowledgeable individuals", e.g. individuals that have in-depth understanding or knowledge about given issues or processes demonstrated by their professional duties, power, roles, experience, expertise and access to networks (Cohen et al., 2007:115).

Therefore, while conducting this study, research on how the implementation of UPE policy in Ugandan primary schools is managed, the management challenges involved in relation to planning and organising while implementing UPE policy in Ugandan primary schools, and possible recommendations to improve UPE implementation efficiency, the population or sample included:

a) The MoES (UPE policy unit) officials responsible for the policy formulation, the education budget, oversight and macromanagement of UPE policy nationwide.

The policy unit consists of the departments responsible for UPE policy, primary education planning and primary teacher training. Three commissioners from these departments with a focus on the UPE policy unit were selected for interviews because of the central role they played in macromanaging the planning, financing, training, organising and implementation of UPE policy in Ugandan primary schools.

b) At the district level, understanding that district officials have a role in the formulation of the UPE budget, planning, monitoring and evaluation of UPE policy implementation in their respective districts, DEOs were selected for interviews. District education commissioners (at least two), and the local government councils (at least three) in at least two districts from different regions of Uganda were selected for interviews during this research.

c) School principals (five) were selected from five purposively selected UPE public primary schools (school or implementation level case studies) within two different districts in both urban and rural settings. School principals represent the school or implementation level that ensures that the macropolitics of UPE policy is not caught up in the micropolitics of their respective schools, given that they are responsible for managing the institutions that have to apply or absorb UPE policies. Their behaviour, experiences, perceptions, motivation and attitudes were crucial in determining the management, impact and effectiveness of UPE policies. The school level case studies also helped the researcher in identifying issues in relation to internal and external efficiency of the UPE programme. The school level also represented the link between schools and the community. It was therefore imperative that the four purposively selected UPE school principals were interviewed in this regard.

All the above UPE stakeholders were involved in the management and implementation of UPE policy in Ugandan primary schools taking into account their roles and responsibilities at the different levels of UPE implementation process; e.g. from the MoES to the school level or implementation level. The portfolios of the above UPE stakeholders or individuals were expected to provide an enabling environment and possibilities for UPE stakeholder collaboration, cooperation, coordination, attitudes, motivation and accountability in their respective roles or activities and were thus deemed to be knowledgeable and in possession of useful information in relation to

how the implementation of UPE policy in Ugandan primary schools is managed. Furthermore, the nature, level or degree of their cooperation, motivation, consultation, collaboration, and interaction was deemed to have a significant impact on their effectiveness and efficiency of the management of UPE policy implementation in Ugandan primary schools.

The above purposive sampling strategy supported the two principles identified by Ritchie and Lewis (2003:79) which are first, to ensure that all the key constituencies which are relevant to the subject matter are covered, and the second is, ensuring that within each key criterion, the impact of the characteristic concerned can be explored by including a "degree of diversity". In this research, the nature of the relationships between different UPE stakeholders in relation to UPE management and implementation governance that existed between the national level (MoES) and the districts and their respective school levels was crucial in answering the key research questions (Creswell, 2013; Flick, 2018). Through the interviewing of the above purposively selected UPE stakeholders, issues of UPE management and implementation stakeholder collaboration, cooperation, coordination, attitudes, motivation and accountability in their respective roles or activities could be mapped out (Creswell, 2014). In doing so, this would facilitate the generation of recommendations in the form of solutions to the challenges found.

3.4.3 Data Collection

During social science research, social scientist researchers have put forward various sources of research evidence that can be used by researchers (Yin, 2014). These include interviews, documentation, participant observation, direct observation, archival records and psychical artefacts (Shenton, 2004; Yin, 2014). There are also other extensive data sources such as photographs, video tapes, street ethnography, proxemics, life stories, projective techniques, psychological tests and films (Longhofer et al. 2013; Marshall & Rossman 2011 cited in Yin, 2014:105). Importantly, qualitative data "refers to data that describes an object's qualities or meaningful properties" (Longhofer et al., 2013:38). Furthermore, in order to collect and analyse qualitative data, "researchers need to make a record of the experience; process recording, audio

recording, or video recording … " (Longhofer et al., 2013:40). So as to fulfil the latter, the researcher intended to audio record all interviews.

In order to answer the research questions, the researcher used the following data collection methods that helped in answering the research questions: one-on-one, semi-structured interviews, focus groups and document analysis. For the semi-structured interviews, a set of predetermined questions was posed to the selected sample e.g.; MoES officials (UPE policy unit), DEOs, LG representatives and UPE primary school principals. Semi-structured focus group interviews were also conducted with some UPE stakeholders at the different levels of UPE policy management and implementation process. These included MoES officials, LG representatives and UPE school principals in order to benefit from the synergistic group effect that is provided by this approach.

Government UPE policy documents and other official documents in relation to the management and implementation of UPE policy available at research sites were selected for analysis; for example, UPE policy-related documents available at the MoES, district and LG offices, and UPE primary schools. These UPE stakeholders and institutions were expected to be in possession of official documents and circulars in relation to how they managed and implemented UPE policy prescriptions at their respective UPE implementation levels. It would be informative to analyse these documents if available and accessible.

3.4.2.1 Interviews

3.4.2.1.1 Semi-structured interviews

As supported by De Vos (2001:229), semi-structured, individual interviews were used by the researcher in order to facilitate addressing the research questions and the acquisition of "in-depth knowledge" of the management and the implementation of UPE policies in Ugandan primary schools.

Due to the fact that some important data cannot be generated from observation, the researcher decided to use the interview method. This is because the interview method is interactive, flexible and can be used as a generative tool to collect descriptive and in-depth data (Ritchie & Lewis, 2003; Silverman, 2004). The researcher believed that

through the interview method, the generation of in-depth data that provides insights into the experiences of the participants or interviewees was possible. Flick (2018) contends that the use of semi-structured interviews enables the free generation of new ideas because of their openness. Participants have an opportunity to give more detailed answers with a possibility of exceeding the parameters of the preset questions posed to them. In addition, the use of semi-structured interviews provides the possibility of the interviewees freely revealing their feelings and thoughts about their respective experiences of the phenomenon being studied. Participants have also the possibility of sharing their concerns with the researcher if they wish (Silverman, 2004). It is argued that a well-structured semi-structured interview has the potential to generate more in-depth data than can be generated from questionnaires in quantitative research (Silverman, 2004).

It is argued that the successful use of semi-structured interviews depends to a large extent on the interpersonal skills of the researcher. This includes the ability of the researcher to establish a good relationship and a rapport between himself and the participants or interviewees (Creswell, 2014).

During the interviews, the purposively selected MoES officials (UPE policy unit), DEOs (UPE), local government representatives, and UPE school principals were asked questions related to the governance and implementation of UPE policies in Ugandan primary schools. The questions that were asked sought to gather data and information on the practices, experiences and perspectives of the officials responsible for managing, implementing and supervising the UPE programme in Uganda.

Ritchie and Lewis (2003) argue that, during interviewing, a researcher should expect some challenges; for example, some interviewees or participants may provide biased and subjective responses due to their eagerness to make the researcher feel happy. Similarly, the researcher or interviewer may ask leading questions that lead to answers that will support their preconceived views (Creswell, 2014; Ritchie & Lewis, 2003). Somekh and Lewin (2005) are of the view that some participants might feel uncomfortable with the interviewer during interviews and be unwilling to provide true information or feelings to the interviewer. On a different note, interviews are labour

intensive, expensive and can be time-consuming. The time factor in conducting interviews determines the number of participants that can be interviewed.

Therefore, in order to mitigate and address the challenges stated above, the researcher conducted a pilot study to ensure that the interview questions for this were clear and unambiguous and to identify any sensitive or potentially threatening questions in this regard. The researcher made appointments for interviews by e-mail or telephone.

In addition, the researcher explained the purpose of the interviews to the selected participants and as the researcher has already stated, asked them for permission to record the interviews. Based on the views of Cohen, Manion and Morrison (2007), the researcher used an iPad voice recorder software to record the interviews in order to reduce the possibility of bias in relation to selecting data and interview content, which also allowed him to play the interviews back and study the recordings thoroughly.

3.4.2.2 Focus group discussions

Krueger and Casey (2009:6) assert that a focus group "entails a planned discussion that is designed to obtain experiences, perceptions and views on a specific area of interest in a permissive, non-threatening, free environment". Focus groups can consist of 7 to 10 people with the interviewer who discuss comfortably with the participants by sharing ideas and perceptions enjoyably (Krueger & Casey, 2009). It is stated that social scientists out of necessity introduced focused interviews in the 1930s as a way of investigating the benefits or advantages of nondirective individual interviews as a better source of data or information, given the doubts about the accuracy and reliability of the traditional methods of information gathering (Krueger & Casey, 2009). As Krueger and Casey (2009:7) argue, concerns were specifically expressed about the exclusive influence the interviewer has and the limitations of "predetermined and closed-ended questions".

Focus group discussions as an important qualitative method of data collection, can generate large amounts of data within short periods of time (Flick, 2018; Yin, 2003), for example, in an hour or less. During a focus group discussion, the researcher acts

as a moderator for the respondents in a non-threatening way. Flick (2018) identified focus groups as one of the most important qualitative methods of data collection.

The researcher used focus groups to obtain important data from purposively selected UPE stakeholders, such as UPE school principals, MOEs officials (UPE policy unit), DEOs and members of the LG in relation to the governance and implementation of the UPE programme in their respective schools and communities, and their perceptions, understanding and views about the UPE programme.

3.4.2.3 Document analysis

Creswell (2014) explained that document analysis entails making meaning of written texts, which are a rich source of data in qualitative research. The researcher analysed selected UPE policy related documents in order to collect and generate data. When conducting research, a researcher can use selected documents to shed more light on a phenomenon being investigated (Maree, 2010). According to Yin (2009), the use of document analysis as a data collection technique or method, provides evidence which differs from subjective data generated from interviews. However, document analysis evidence can be used to effectively corroborate and verify evidence that is generated or collected from interviews and other sources. Yin (2014) was of the view that documentation helps to overcome issues of bias and poor recall by providing relevant information that supports other findings. Document analysis is also important because documents are stable as they can repeatedly be reviewed, and are specific, unobtrusive, detailed and broad (Creswell, 2014; Yin 2014).

Documents that related to the management of the implementation of UPE policy in Ugandan primary schools were analysed and compared with data generated from interviews. This enabled the researcher to verify and corroborate interview-generated data (Yin, 2008). Document analysis coupled with interviews (both individuals and focus groups) enriches the research data as already stated under triangulation.

The researcher analysed official documents and circulars from the MoES, district, local government and in selected UPE public primary schools in order to enrich the data. Documents relating to school finances, general performance, attendance, teacher training, school meetings, and school evaluation reports were analysed. Briefly, the

numerical and non-numerical data or information gathered from document analysis method of data collection helped the researcher to map out a clearer understanding about the management and implementation of UPE policy in the selected areas and Ugandan primary schools in general.

3.4.4 Data Analysis

Marshall and Rossman (2011) asserted that data analysis constitutes the procedures and process used to structure research data to give meaning to it and make sense of it. "Qualitative data analysis is foremost a means of data reduction" (Longhofer et al., 2013:45). In this regard, qualitative data collected or generated, is made more manageable by organising it into categories in search of common patterns in order to establish the significance of the relevant information or data (Longhofer et al., 2013; Marshall & Rossman, 2011).

McMillan and Schumacher (2010) contended that the process of qualitative data analysis requires the researcher to think inductively in order to ensure a continuous and coherent collection and interpretation process of data. McMillan and Schumacher (2010) and Creswell (2013) further argued that the researcher compares, synthesises and interprets the data by way of themes in order to answer the research questions. In this regard, the researcher used inductive thematic analysis as a viable and feasible way of analysing research data in this research. As supported by Guest, MacQueen and Namey (2012), this also takes into account the process of reading through textual data, coding of themes, and organising and structuring of the content of the themes.

Qualitative data that was generated or collected by the researcher from the interviews was transcribed into textual data in order to facilitate or ensure a coherent data analysis process. In qualitative research methods, "the material collected is unwieldly and invariably unstructured and therefore it is the obligation of the qualitative researcher to ensure that the cumbersome data is coherent and well structured" (Huberman & Miles, 2002:309).

In order to efficiently facilitate the data analysis process while conducting qualitative research, Gibbs (2018) highlighted the importance of sound data and document management. These documents among others include interview transcripts, field

notes, focus group transcripts, emails and letters, ethics documents, cover documents for interviews, a research diary, policy documents, government reports, relevant academic literature, memos and the related analytic writing of the researcher (Gibbs, 2018). The researcher ensured that all the research data and documents were well managed and organised by the use of folders on his computer; for example, for each setting visited, activity and interview conducted.

According to Denzin and Lincoln (2011) and Huberman and Miles (2002), during qualitative research, the researcher is required to explore, organise, interpret, categorise, define, explain, theorise, map and integrate the research data in order to provide structure and coherence to the data generated or collected. Miles and Huberman (1994:8) were of the view that thorough "vigilance" and continued "reading of the transcripts" can enable the researcher, vis-à-vis the informants, to capture the essence of an account and consequently help the researcher to arrive to a comprehensive understanding of meanings and actions.

During the data analysis process, there are three concurrent flows of activity, namely, data display, data reduction and the verification or drawing of conclusions. The researcher while conducting data reduction, selects, simplifies, refocuses, abstracts and transforms the generated data in the transcriptions in a way that facilitates the drawing and verification of conclusions. the researcher analysed the collected and accumulated data by reducing it to a manageable size. As explained by Miles and Huberman (1994), the displaying of organised data by the researcher, and the compressed organisation and assembly of generated data or information, enabled the researcher to draw conclusions. While drawing conclusions, the researcher noted regularities, patterns, explanations, causal flows, propositions and possible configurations. The researcher used data analysis software (i.e., ATLAS.ti software) in order to "ensure accuracy, efficiency, correct management, transcription and analysis of the collected qualitive data" (Longhofer et al., 2013:53).

In qualitative data collection and analysis, the role of coding is crucial in connecting "the qualitative data collection phase with the data analysis phase of a study" (Rogers, 2018:889). "Code is a word or short phrase that symbolically assigns a summative, salient, essence-capturing, and/or evocative attribute for a portion of language based

or visual data" (Rogers, 2018:889) In qualitative research, the "researcher is the main instrument" and "coding is primarily an interpretive, heuristic, and exploratory process that requires a problem-solving process and a synthesis of the data" (Rogers, 2018:889).

Therefore, considering the above, the researcher followed the steps as set out by Miles and Huberman (1994:9): affixing codes to a set of field notes drawn from the interview; noting reflections or other remarks in the margins; sorting and sifting through the material to identify similar phrases, relationships between variables, themes, patterns, common sequences and distinct differences between subgroups; and isolating these differences, patterns, commonalities and processes in preparation for the writing-up process.

Taking into account that qualitative data analysis is an iterative and continuous enterprise; the researcher revisited and repeated some of the activities during the data analysis process (Flick, 2018; Miles & Huberman, 1994).

3.4.5 Measures of Trustworthiness and Credibility

"Trustworthiness of the research depends on evidence that the researcher was, in fact, there and did directly participate in the scenes of action" (Xerri, 2018:4). The researcher adopted the necessary measures to ensure trustworthiness, credibility and ethical measures of this research as extensively substantiated in this section. In order to ensure trustworthiness of this research, these measures included credibility, transferability; dependability and conformability (Shenton, 2004).

In qualitative research, it is the responsibility of the researcher to ensure that the study is credible and trustworthy through honesty and the provision of rich and in-depth data (Cohen et al. 2007; Creswell, 2014). In order to ensure effective research, trustworthiness is an important aspect of qualitative research (Cohen et al. 2009; Mahlangu, 2018). Furthermore, to determine the trustworthiness of the research study, aspects of credibility, transferability, confirmability, dependability (consistency) and applicability have to be ensured by the researcher (Cohen et al. 2007; Korstjens & Moser, 2018; Rolfe, 2006; Shenton, 2004). In this regard, transferability entails the degree to which "the findings of one study can be applied to other situations" (Shenton, 2004:69), while conformability (objectivity) entails the concern of the researcher in relation to the objectivity of the study which also includes "the role of triangulation in

promoting … confirmability", and the reduction of "investigator bias" (Korstjens & Moser, 2018:122). On a different note, dependability as a substitute for reliability in quantitative research, entails "the consistency of the study's results" (Xerri, 2018:5). To ensure transferability during this study, the researcher provided "a thick description that would enable the reader to contemplate whether a transfer to another context is possible" (Xerri, 2018:4).

In order to ensure credibility and trustworthiness of this study, the researcher conducted member checking and kept an audit trail of the entire research process including the decisions made at the different stages of the research process (Shenton, 2004; Xerri, 2018). In order to determine the applicability of this research, data collected from case studies was compared and contrasted. In addition, the researcher ensured credibility and trustworthiness of the study through solid triangulation of data.

As highlighted above, as a substitute for validity, credibility-related issues in qualitative research were addressed through; "the depth, richness of data, honesty, the scope of the collected data, the extent of triangulation, reflexivity or objectivity of the researcher and the participants approached" (Korstjens & Moser, 2018:121-123). Hence, the standpoint of the researcher and the participants is important in determining the accuracy of the research findings (Xerri, 2018). In addition, in qualitative research, trustworthiness can only be ensured if the researcher employs certain procedures to check the accuracy of the research findings (Creswell, 2014; Shenton, 2004). So as to enhance credibility of this research and ensure that the researcher accurately recorded "the phenomena under scrutiny" (Shenton, 2004:64), this chapter and Chapter 1, took into account and substantiated the following aspects of credibility in qualitative research: "the adoption of research methods well established in qualitative research; the development of an early familiarity with the culture of participating organisations before the first data collection dialogues take place; sampling of individuals to serve as informants; triangulation; tactics to help ensure honesty in informants when contributing data; iterative questioning; negative case analysis; frequent debriefing sessions between the researcher and his superiors; peer scrutiny of the research project; the researchers reflective commentary; background qualifications and the experience of the investigator … credibility of the researcher; member checks; thick description of the phenomenon under scrutiny; and the

examination of the previous research findings to assess the degree to which the projects results are congruent with those of the past studies" (Shenton: 2004: 64-69).

In this regard, Creswell (2014) recommended that multiple approaches be employed, in order to enhance the ability of the researcher to examine and assess the credibility and accuracy of the findings and convince the readers about the accuracy of the research findings. According to Creswell (2014), in order to achieve these aims, the researcher needs to:

a) Triangulate: this entails the use of various data sources of information and using this to generate evidence and give a coherent justification for the themes or research findings. Therefore, established themes are based on different or various converging perspectives from participants, which can be used to boost the credibility and trustworthiness of the study (Korstjens & Moser, 2018). Triangulation adds rigour, depth, richness, complexity and breadth to the research. In order to demonstrate concurrent trustworthiness, the use of triangulation is necessary (Cohen et al., 2009; Korstjens & Moser, 2018). "The combination of different ways of looking at the situation by either (method triangulation) or (data triangulation) for different findings, triangulation can be a 'true fix' on a situation" (Silverman, 2010:277).

b) Clarification of the researcher's bias during the study: In order to present good qualitative research, the researcher needs to acknowledge how their interpretation of the findings might be shaped by their culture, gender, socioeconomic origin and history (Gibbs, 2018; Xerri, 2018). In this regard, the interpretation of this study was informed by the researcher's knowledge of and insight into the state of the UPE policy programme as a development worker in charge of ensuring that children have access to basic education. Therefore, as supported by Creswell (2014) and Xerri (2018), in order to mitigate researcher bias in the analysis and conclusions during the study, the researcher attempted to remain as objective as possible. This, among other things, addressed issues of reflexivity, which is "a conscious use of reflection to examine one's own personal biases, views and motivations to develop self-awareness in interaction with others" (Xerri, 2018:2-3).

c) Using a rich, thick description to convey the findings by offering multiple perspectives on the themes in order to render results richer and more realistic than

they would have been if done differently or using a different approach (Creswell, 2014; Korstjens & Moser, 2018).

d) Lastly, presenting discrepant or negative information that runs counter to the themes because discussing contrary information, enhances the credibility of an account. The account becomes more realistic and more valid by presenting contradictory evidence. Therefore, in this study the researcher attempted to ensure that all the shared views of the interviewees (participants) were presented and discussed (Creswell, 2014).

Furthermore, to substantiate triangulation and the richness of data as a credible way of guaranteeing credibility and trustworthiness of research data (Korstjens & Moser, 2018), Creswell (1998:19) explained that "the backbone of qualitative research is the extensive collection of data, typically from multiple sources of information". In this regard, three methods that will lead to triangulation, will contribute to this research and analysis of "understanding how the implementation of UPE policy in Ugandan primary schools is managed". Triangulation is important procedure for cross-validating information or research data (Hittleman & Simon, 2002:183; Shenton, 2004; Flick, 2018). The triangulation process entails collecting information from various or several sources "especially observation, focus groups, and individual interviews, which form the major data collection strategies for much qualitative research" (Shenton, 2004:65), often corroborated by document analysis. Silverman and Seale (2005) further supported this and Korstjens and Moser (2018:122) asserted that methodological triangulation entails the use of different sources and methods in order to corroborate each other. Therefore, the triangulation of this research entails: the collection or of all documents related to the management of the implementation of UPE policy in Ugandan primary schools; interviewing purposively selected UPE policy makers (MoES) officials, District officials and local government representatives (national and district levels); conducting interviews with purposively selected UPE public primary school principals from selected UPE public primary schools (urban and rural) in two different districts of Uganda (implementation level).

It is important to note that the above data sources are not equal. The most important source is UPE policy related documentation; the second is UPE policy makers at the MoES, DEOs and LG representatives with the MoES officials topping the ranking. The

interviews with UPE primary school principals at the school level were also a very important source of data given that they are responsible for implementing UPE policies in their respective schools. In order to analyse and understand the internal and external efficiency of the UPE programme, school level interviews were crucial. Five school case studies (urban and rural) from two different districts in Uganda were studied at the school level. Figure 3.1 below indicates the approach to triangulation of data in this research:
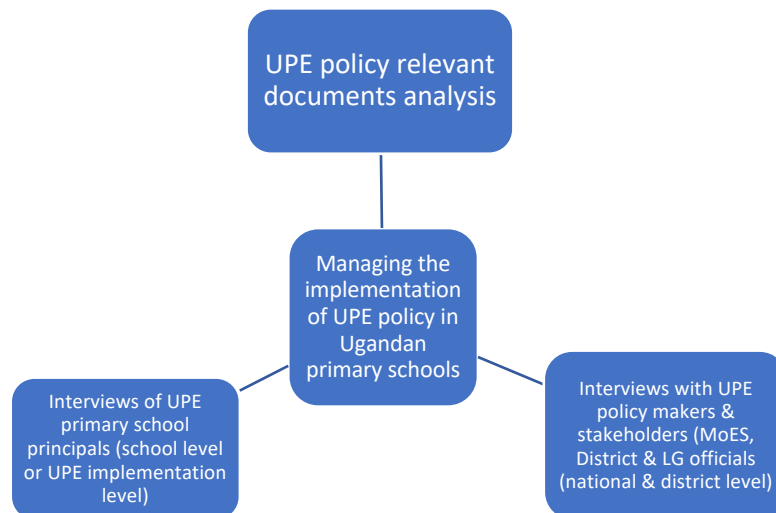
Figure 3.1: Triangulation design

These research sources and approach enabled me to understand how the implementation of UPE policy in Ugandan primary schools is managed and to map out the levels of UPE stakeholder; collaboration, communication, coordination, cooperation, attitude, motivation, consultation and efficiency in relation to the management and implementation of UPE policies in Ugandan primary schools. Consequently, they also helped in mapping out the challenges faced and gave rise to the possible recommendations in order to improve the current planning and organising of UPE policy implementation in Ugandan primary schools.

Credibility in qualitative research as a substitute to validity: "involves two tasks: conducting research in such a way that it is highly probable for the findings to be found credible, and having the findings approved by the constructors of the multiple realities being studied … that is, the participants themselves' (Xerri, 2018:4).

It is argued that, for the research results to be credible and trustworthy they need to entail "under what conditions the researcher would expect to obtain similar findings if he or she tried again in the same way" (Silverman, 2004:285). In this regard, the researcher endeavoured to maintain solid member checking, and data transcription and recording. the researcher will request participants to "react to the data, my interpretations, and conclusions" (Xerri, 2018:4). The researcher ensured that he immersed himself in the "field" to enhance the credibility and trustworthiness of the research data (Silverman, 2004:285). While conducting interviews, the researcher probed and followed up on the thoughts and comments of interviewees or participants to generate more refined and detailed information. In addition, the researcher provided a detailed presentation of the data characterised by minimal inferences and ensured that verbatim accounts of the interviewees or participants responses were provided. To ensure a low-inference description, lengthy data extracts are provided to the reader, for example as pertaining to respondents' comments and the interviewer's continuers, e.g. "mm hmmm", which can encourage the respondent to give more detail on the comments he or she makes (Silverman, 2010:287).

Gibbs (2007) suggested the following qualitative research credibility and trustworthiness procedures: Ensuring that transcripts are checked for obvious mistakes that are made during the transcription. In this study, the researcher ensured that the transcripts were proofread before formulation of the themes and data analysis; and ensuring that there is no drift in the definition of the codes and no shift in the meaning of codes during the process of coding. In order to achieve this, the researcher ensured that he constantly compared the data with the codes and writing memos about the codes and their respective definitions.

3.4.6 Ethical Measures

Before fieldwork, the researcher sought permission and obtain clearance from the University of South Africa and the GoU (Appendix A and B). Ethical measures are important aspects of qualitative research throughout the whole process of conducting interviews and research-related activities or studies (Roulston & Choi, 2018; Shenton, 2004). For this reason, the researcher asked all the participants if they wanted to participate in this research and give them an opportunity to accept or refuse (Shenton,

2004). With empathy and respect for the participants, the researcher informed the participants about their rights and that participation in this research is a voluntary endeavour (Roulston & Choi, 2018). Participants were informed that they could terminate or skip a question at any time during the interview. Berg and Lune (2012:90) highlighted the importance of informed consent as knowing the consent of individuals or persons to participate in an exercise of their choice, free of any deceit, duress, fraud or similar unfair manipulation or inducement. Key informants, individual respondents and focus group participants were asked if they permitted the discussion to be recorded. If a respondent did not allow recording, the researcher took detailed notes and transcribed the interview directly after the interview. In case of severe difficulties or conflicting agendas, e.g., the respondent hesitating to participate, the researcher could try to rephrase questions in a different way in order to get an answer but should avoid using any force in doing so (Shenton, 2004).

The researcher ensured that for all participants, measures were adopted not to reveal their identities. The researcher ensured that all participants felt safe and comfortable and did not in any way feel threatened or harassed; e.g. in focus group discussions or individual interviews, biscuits and soft drinks could be provided to create a relaxed atmosphere. As Roulston and Choi (2018) and Shenton (2004) argued, in cases of sensitive information that could somehow create problems or harm the participants, the researcher must in respectful ways ensure that the researcher avoids stereotyping the participants, must be non-exploitative with regard to the interviewer-interviewee collaboration or relationships and omit data that can be harmful to participants.

In social science research, ensuring that data is accurate and correct is a cardinal principle (Gibbs, 2018). In this regard, fraudulent materials, fabrications, contrivances and omissions are both regarded as unethical and non-scientific (Denzin & Lincoln, 2008). I offered the participants the opportunity to verify and view their statements in order to ensure authenticity (Patton, 2002; Roulston & Choi, 2018).

On a different note, as indicated above, it was important in to first obtain official letters authorising me to collect data and conduct interviews with purposively selected different UPE stakeholders at different levels of the UPE implementation process (Appendix B). Prior to collecting any information or data, the researcher obtained

written permission to visit and conduct interviews with the purposively selected MoES officials (UPE policy unit), district and LG officials or representatives plus UPE school principals from the purposively selected UPE public primary schools in two different districts in Uganda. The permission letters to visit and conduct interviews with the selected participants included the purpose of the study, the intended use of the research, how the participants would be involved in the research, any risks involved and data collection methods (Silverman, 2010).

Desai and Potter (2006) asserted that, when ethical considerations are discussed in qualitative research data, the power dimension between the researcher and the respondent needs to be mentioned. The researcher reflected on different aspects that could contribute to decreasing and increasing the balance of power in either direction during the interviews (Roulston & Choi, 2018). Some of these aspects or variables included age, gender, nationality, level of education and marital status. Although it is argued that the researcher needs to have a dominant position during the interview with a given participant or respondent (Creswell, 2013), this needs to be done carefully. Even when frustrated with some respondents, e.g. some refusing to turn up for interviewing, the researcher remained calm, respectful and flexible. The researcher was flexible in relation to the interview time schedules. Silverman (2013) highlighted issues and difficulties in dealing with some elite members especially opening up during interviews; the researcher was well aware of these issues. The dress code and use of language was formal.

Creswell (2013:173) asserted that, "the interviewer rules the interview"; it is a two-way dialogue that is based on the agenda of the researcher leading to the researchers' interpretations. This, however, does not negate the fact that without the respondents sharing of their values and active participation, everyday life and perceptions, the collection of data would be worthless.

3.5 CHAPTER SUMMARY

In this chapter, the researcher described and substantiated the research methods, design, and approach that guided this research. The researcher also discussed aspects of data collection, analysis procedures to be employed while conducting this research and the strategies that were adopted and used to ensure credibility and

trustworthiness of this research study. Furthermore, ethical considerations that were observed throughout this research are discussed in this chapter. In the next chapter, the researcher presents the research findings derived from the data collected during this research. The research findings were presented thematically according to the research questions. In order to enhance the trustworthiness and credibility of the research findings, verbatim expressions of the interviewees or participants were included.

CHAPTER 4: DATA ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

In the previous chapter, the researcher substantiated the research approach, design and methodology used in obtaining and gathering research data. The credibility and ethical issues of this research were also discussed. This chapter aims at reporting on the findings pertaining to how the implementation of UPE policy in Ugandan primary schools is managed. Furthermore, it highlights the management challenges faced as they relate to planning and organising during the implementation of UPE policy in Ugandan primary schools, and the measures or recommendations for the improvement of the management and implementation of UPE policy in Ugandan primary schools. The participants' views and information obtained from the relevant documents' analysis constitute the point of focus for this chapter. The research findings from the collected data in this chapter are presented thematically. In order to enhance the trustworthiness and credibility of this research findings, verbatim quotes from the participants' responses are included.

In order to facilitate meaningful conclusions of this study, the researcher ensured that the findings (themes) were discussed in the context of the theoretical, literature review and methodological lenses substantiated in Chapters 1, 2 and 3, as they relate to the aims and objectives of this study in order to meaningfully answer the research questions.

4.2 RESEARCH PROCESS

As already substantiated in Chapter 3 of this research, the research process entailed the research paradigm, research approach, strategy, timing horizon, data collection methods and data analysis.

The research process adopted by the researcher followed constructivism (interpretivism) as the research paradigm and used the qualitative study approach as the research approach and case study research design (collective) as the research design or strategy. Furthermore, as part of the research process, the data collection methods included semi-structured interviews with purposively selected UPE

stakeholder individual participants, focus group discussions and document analysis. Thematic analysis (inductive) was used for the data analysis in this research.

In Figure 4.1 below, the research process is illustrated.

Research Process
1. Research paradigm
2. Approach
3. Strategy
4. Time horizon
5. Data collection
6. Data analysis

Data Collection Process
1. Pre-test
2. Semi-structured individual interviews and focus group discussions
3. Document analysis

Data Analysis Process
Thematic data analysis (inductive and semantic)
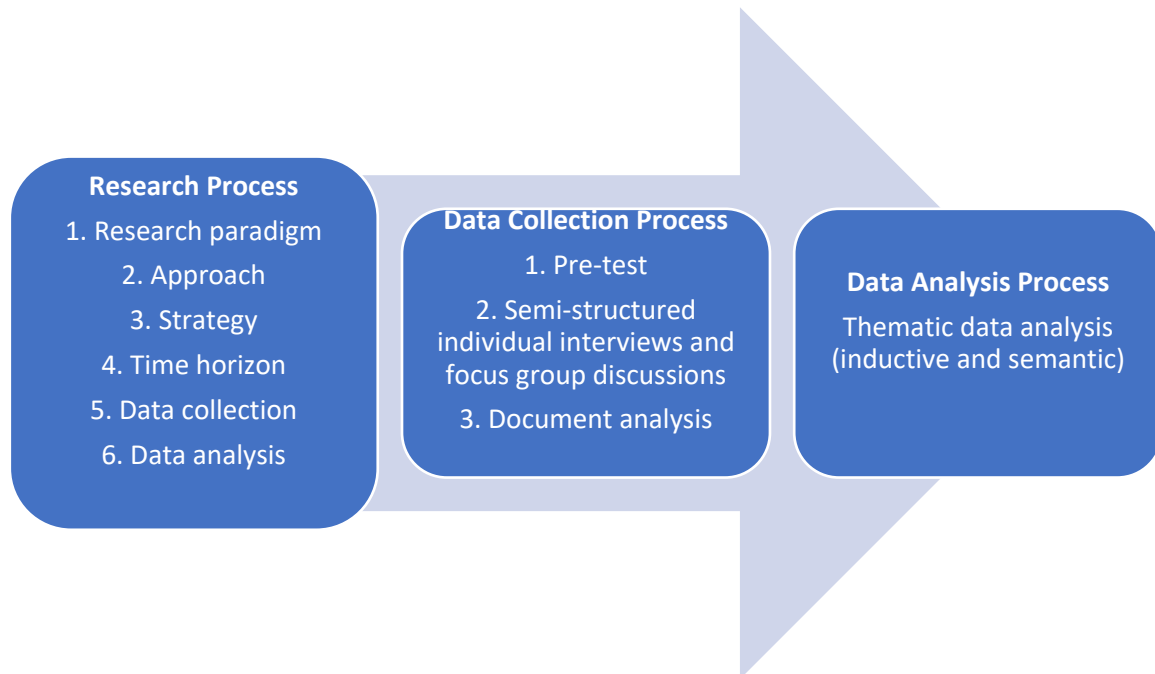
Figure 4.1: Research process

In Figure 4.1 above, the deliverable for the first part of the figure is the plan for data collection; the deliverable for the second part of the figure is the research results; and lastly, the deliverable for the third part of the figure is the themes or the interpreted results.

Furthermore, the data collection process is presented in the second part of Figure 4.1 above. The data collection process started with a pre-test with the aim of finalising with the data collection instruments as explained below.

4.2.1 Data Collection

In this research, the data collection process entailed the use of semi-structured face-to-face interviews and focus group discussions with the purposively selected UPE officials responsible for managing, implementing and supervising the UPE programme in Uganda at the different levels of the UPE management and implementation process. In addition, with participants' consent for access, the available UPE policy

management and implementation related circulars and documents in possession of the interviewees or available at the research sites (institutions visited) were also analysed. The participants included UPE primary school principals, DEOs, LG representatives and MoES officials. During the interviews, the researcher used an interview schedule to assist him in eliciting responses from the participants. The interviews were recorded and later transcribed.

The researcher conducted a pre-test prior to collecting data, to map out the effectiveness of the designed interview schedule. Through this procedure, the researcher was able to also determine the duration of the interview, and the degree of interaction that could emerge from the interview questions.

4.2.1.1 Pre-test

The researcher conducted a pre-test with the head teacher of a private primary school. This interview schedule was piloted to map out the effectiveness of the interview questions and determine whether changes were needed. With the informed consent of the head teacher, the researcher conducted the interview for approximately one hour. The researcher regarded this as a formal interview and requested the participant to sign an informed consent form. In order to determine the quality of recording for better transcribing, the pre-test was recorded with the participant's consent.

After the pre-test exercise, the researcher found that some minor changes were needed to align the interview questions to the research questions before obtaining ethical clearance. After the required changes were made, the researcher obtained ethical clearance from the UNISA ethics review commission. Proof is attached as Appendix A.

4.2.1.2 Data collection process

The semi-structured interviews and focus group discussions were scheduled with participants from the different levels of the UPE implementation process who responded to the researcher's request. the researcher scheduled appointments for approximately 30 minutes to one hour for each interview and for focus group discussions for at least an hour.

All participants were required to sign a consent form that the researcher has attached as Appendix C. This was to confirm the participants' willingness to participate in the interviews. Each participant was informed and given a choice to agree or refuse that the interviews would be recorded. In case of refusal of recording, the researcher informed them that the researcher would only take notes. Upon request, interviewees could obtain the recordings and transcripts of their interviews. Member checking was also conducted during the interviews to help in validating the collected data.

4.2.1.2.1 Interviews and focus group discussions with UPE stakeholders

In order to guide the interviews towards generating data that would enable the researcher to answer the research questions, the researcher used the interview schedules (Appendix D and E). This also ensured that while conducting the interviews, consistency was maintained.

The interview questions sought to gather data and information on the practices, experiences and perspectives of the officials responsible for managing, implementing and supervising the UPE programme in Uganda at the different levels of the UPE implementation process. These included UPE primary school principals; UPE officials at the MoES, DEOs and members of the local government. UPE school principals and DEOs were selected from two different districts in Uganda. Importantly, since all the participants (interviewees) expressed themselves concerning the important aspects that featured in the interviews, all of their responses were considered.

The themes (categories) identified and discussed in this chapter, emanate from the answers to the interview questions (Appendix D and E).

4.2.1.2.2 Document analysis

With consent from the participants, the researcher requested and obtained access to available UPE management and implementation-related information from the circulars and documents that were in possession of the interviewees, and those that were available at the research sites at the time of conducting the interviews. The content of the UPE policies in school circulars was used to affirm what the interviewees narrated in the interviews. The researcher noticed a general lack of circulars and UPE management-related documents in the primary schools visited, as well as in the district

education departments and the MoES. Considering the limited availability of UPE-related documents, it should be noted that the researcher as explained in Chapter 3, relied mostly on the interviews and focus groups discussions as the main source of data.

4.3 DATA ANALYSIS

The data analysis process addresses the third part of the figure below.

Research Process
1. Research paradigm
2. Approach
3. Strategy
4. Time horizon
5. Data collection
6. Data analysis

Data Collection Process
1. Pre-test
2. Semi-structured individual interviews and focus group discussions
3. Document analysis

Data Analysis Process
Thematic data analysis (inductive and semantic)
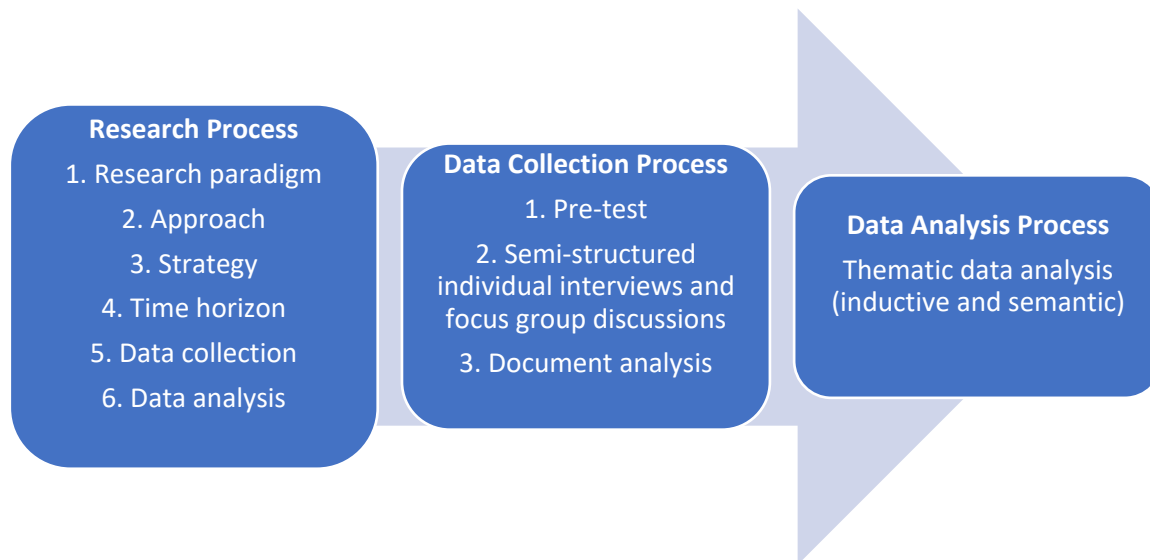
Figure 4.2: Data analysis process

Creswell (2009) and Braun and Clarke (2006) maintained that data analysis entails making sense of textual data or image data based on the process of different steps and phases. In order for the reader to understand the data, the data needs to be prepared, analysed and consequently presented in order to enable the reader to understand the message of the data (Braun & Clarke, 2006). Creswell (2009) was of the view that data analysis involves a deeper understanding and interpretation of the data so as to make sense of the deeper meaning of the data collected.

In Chapter 3, the researcher explained the data analysis process and procedures, the methodology that was followed and how this research was conducted. The research was a qualitative study and thematic analysis was used to code data into themes and categories. In the context of each research question, each code and its resultant category and theme, were sequentially reviewed. Relevant quotes were linked to the related main theme (category). Furthermore, the researcher used a cross tabular

analysis to identify the links between codes that determined the causal links between each other.

In addition to the above, audio recordings and subsequent transcription of the interviews with the purposively selected participants, were necessary for the facilitation of the analysis of the results. These transcriptions were thematically analysed to identify the main themes and findings. Themes identified are discussed under the major themes relevant to the research questions in order to ensure that the research questions were answered. Verbatim quotations from the participants interviews are given to support the corresponding themes identified which helped to cement the credibility and trustworthiness of the research.

4.3.1 Biographical Information

In Chapter 3, the researcher discussed the criteria for purposively selecting UPE stakeholders that participated in this research (see section 3.4.1). UPE school principals from the selected UPE primary schools listed below, DEOs, LG members and MoES officials are UPE stakeholders from the different levels of the UPE management and implementation process that participated in this research.

4.3.2 Sample Description and Participant Interview Sequencing

As indicated in section 3.4.1, the researcher substantiated the selection of participants and the sampling procedures. The purposively selected participants included five UPE school principals, five LG members, three DEOs and three MoES officials from the UPE policy unit. The collection of data took place in over a two-month period given the nature of the participants' work. Participants provided the dates when they would be available for the interviews. To mitigate risk and inconvenience to the participants as a result of participating in this research, most of the interviews were conducted at the participants' workplaces and convenient locations. Most of the participants preferred to participate in a one-to-one interview as opposed to focus group discussions.

The interview sequencing (Table 4.1 below) of the purposively selected participants/interviewees is presented in the order in which the interviews were conducted. Most participants requested to be anonymous. The researcher therefore only indicated their title. In addition, the sequence of the interviews with the

participants listed below was deliberately staggered. This ensured that the participants from the same group were not all sequentially interviewed. This helped in ensuring that each participant from the different levels of the UPE management and implementation process were represented during the data collection process. The rotation of interviews also provided the researcher with the opportunity to probe and query the views of the officials from the different levels of the UPE management and implementation process.

Table 4.1: Interview sequencing

Interview Sequence	Type of Interview	Participant/ Interviewee	Number of interviewees
Interview 1	Semi-structured individual interview	School Principal from UPE Primary School A	1
Interview 2	Semi-structured individual interview	DEO from District A	1
Interview 3	Semi-structured individual interview	School Principal from UPE Primary School B	1
Interview 4	Semi-structured individual interview	Local Government Representative & SMC member from District A	1
Interview 5	Semi-structured individual interview	MoES official	1
Interview 6	Semi-structured individual interview	School Principal from UPE Primary School C	1
Interview 7	Semi-structured individual interview	DIS from District A	1
Interview 8	Semi-structured individual interview	Local Government Representative from District B	1
Interview 9	Semi-structured individual interview	DEO from District B	1
Interview 10	Focus group discussion	UPE school principals; local government and SMC members; DEOs	5
Interview 11	Semi-structured individual interview	School Principal from UPE primary school D	1
Interview 12	Semi-structured individual interview	MoES official	1
Interview 13	Semi-structured individual interview	Local Government Representative and SMC member from District A	1
Interview 14	Semi-structured individual interview	DEO from District A	1
Interview 15	Focus group discussion	UPE school principals; DEO; Local Government representatives from District A and B	6
Interview 16	Semi-structured individual interview	Local Government Representative from District B	1
Interview 17	Semi-structured individual interview	School Principal from UPE primary School E	1
Interview 18	Semi-structured individual interview	MoES official (Head-Official)	1
Interview 19	Semi-structured individual interview	LG Representative and SMC member from District A	1

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4.3.2.1 Profiles of the selected UPE Primary Schools

The five UPE public primary schools involved in this study whose school principals were interviewed by the researcher, were located in two different Districts (coded A and B) in the central and western regions of Uganda. Three UPE primary schools from urban or semi-urban areas and two UPE primary schools from rural areas in Uganda were included.

All the selected schools were UPE public primary schools implementing the government of Uganda UPE policy directives and legislations as set out by the GoU under the supervision of the Ministry of Education and Sports (MoES), and district education and local government councils as permitted under the Government of Uganda legislation for the decentralisation of primary education delivery (see sections 2.5.5.3 & 2.4.1.3). Decentralisation in Uganda means that the LG manages the implementation of UPE policy as indicated in Chapter 2 of this thesis. The selected schools followed the UPE education legislation and directives.

a) School A: A UPE public primary school located in the rural area of District A, characterised by high student enrolment fluctuating at around 650-700 registered students, with permanent and non-permanent educators as teaching staff. The school had an SMC, foundation body and a school administrator.

b) School B: A public UPE primary school located in the urban/semi-urban area of District A. In this school, there were about 600 UPE students enrolled, and it had permanent and non-permanent teaching staff.

c) School C: Located in the semi-urban areas of District B, it had 11 educators, both non-permanent and permanent. Student total enrolment stood at around 650. The school had an SMC and a school administrator.

d) School D: located in the rural areas of District B with a student enrolment fluctuating at around 700 students. The school had permanent and non-permanent teaching staff. The school had an SMC, foundation body and a school administrator.

e) School E: located in a semi-urban area of District A in Uganda. The school had a fluctuating enrolment of about 550–600 students and had mostly non-permanent staff, with a few permanent teaching staff.

4.3.3 Presentation, Analysis and Interpretation of Data

Marshall and Rossman (2011) substantiated that data analysis entails the procedures for the structuring of the collected data to give it meaning by making sense of it. The researcher converted the collected data into manageable chunks through the categorisation of data in order to find frequent patterns to give meaning to the relevant information. The researcher worked inductively to facilitate a continuous and coherent collection and interpretation process of the data. The researcher categorised the collected data to identify themes and subthemes, and then compared the themes, synthesised and interpreted the data in order to answer the research questions. The researcher used inductive thematic analysis to identify themes. As explained by Guest et al. (2012), the process entailed reading through the collected textual data several times and identifying themes that answered the research questions. The researcher then coded those themes and finally ensured that the content of the themes was structured.

4.3.3.1 Themes

This section presents the main themes that emerged from the individual interviews and focus group discussions with the participants. The analysis of data involved the process of identifying themes starting from a wide angle and narrowing down to more specific detail in main themes or categories and subthemes. All the recorded interviews were transcribed by the researcher to facilitate thematic data analysis.

The process of thematic data analysis was used to analyse the data. Thematic analysis is viewed as a foundational method when it comes to analysing qualitative data (Braun & Clarke, 2006). It constitutes identification, analysis and the reporting of the patterns in data collected. It facilitates a rich, detailed description and organising of the data set (Braun & Clarke, 2006). The building of data blocks for analysis are identified through examining the data. The researcher used the inductive method as opposed to the deductive method. The inductive approach is data-driven because themes identified were rooted in or strongly associated with the collected data itself.

The researcher opted for the inductive thematic approach because it involves allowing the collected data to determine the themes. The researcher also used the semantic

approach because it constitutes the analysis of the explicit content of the data collected as opposed to the latent approach, in which "efforts are made to create a theory based on the importance of the patterns and a wider framework of meanings and connotations" (Javadi & Zarea, 2016:n.p.).

4.3.3.1.1 Theme identification process

To facilitate an effective thematic analysis of the data, the researcher first familiarised himself with the data by transcribing the audio recordings, reading the text while taking notes, and familiarising himself with the data by immersing himself in it. He then coded the data by coming up with shorthand codes or labels to describe the data content. After coding the data, the researcher generated themes by identifying patterns among the codes created. The themes created were then reviewed by the researcher to ensure that they accurately represented the data. In doing so, some themes were split, combined or discarded to create new ones. The themes were then defined and named to accurately understand the data, after which the writing up was done.

4.3.3.1.2 Themes identified

This research primarily sought to explore, examine and investigate how the implementation of UPE policy in Ugandan primary schools is managed, to identify management challenges faced and make recommendations to improve the management and implementation of UPE policy in Ugandan primary schools. This was done in the context of the research questions and objectives. To ensure that conclusions that were reached were meaningful, the themes identified were examined taking into account the methodological and theoretical lenses set out in Chapters 1, 2 and 3 relating to the aims and objectives of this study in order to answer the research questions.

The identified themes constitute the evidence identified from the face-to-face individual interviews and focus group discussions with the UPE primary school principals, MoES officials, DEOs and members of the local government responsible for managing the implementation of the UPE programme in Ugandan primary schools (see section 2.4.1.3). The main themes identified and reported in this section in form of a discussion are backed up by direct quotations as supporting empirical evidence

for the theme. The researcher understands that the participants responses are quoted verbatim which makes the appearance of the language errors in the quotations unavoidable.

In this section, the researcher also discusses the research findings in relation to the literature findings and substantiates the meaning of the findings. This analysis not only helped to identify the literature data and field-research data links but also highlighted areas that need further research.

The identified themes and the subsequent subthemes below are relevant to answering the research questions that guided this research.

4.3.3.2   Themes and subthemes

4.3.3.2.1 UPE planning and organising

It should be noted that all the participants in this study commented differently on how the implementation of UPE policy in Ugandan primary schools is managed, the strengths and challenges or weaknesses faced and how the current UPE planning and organising framework can be improved. The differences in responses emanate from the fact that the participants held different UPE mandates at different levels of operation in relation to the management of the implementation of UPE policy in Ugandan primary schools. That is to say, from the MoES that macromanages the implementation of UPE to the school level or UPE implementation level responsible for the implementation and the application of UPE policy prescriptions as instructed under decentralisation.

4.3.3.2.2 UPE primary school management

Almost all participants from the different levels of the UPE management and implementation process in Uganda were of the view that UPE primary schools in Uganda are managed and monitored by the SMCs, foundation bodies and the school administration present in each UPE primary school. They argued that this was to ensure that the schools were run, monitored and managed efficiently despite the challenges (Interview no. 2, 4, 10 & 15). Apart from the school administration, this research revealed that it was the SMC with the help of the foundation bodies, that was

mainly responsible for UPE school management, monitoring and ensuring that UPE policies are well implemented in UPE primary schools, including the correct spending of UPE capitation grants (Interview no. 2, 3, 4 & 6). This view corelates with literature review findings in section 2.4.1.3 which indicate that: "In the current governance structure, schools are directly responsible for implementing UPE under the oversight of the School Management Committee (SMC) and the District Council" (Kavuma et al., 2017:5). In this regard, based on the interviewees' accounts, the following school bodies or committees manage, supervise and monitor UPE primary school's performance to ensure the efficient functioning of the UPE primary schools in Uganda:

4.3.3.2.3 School management committees

According to all of the participants that participated in this research, the SMC is the most fundamental component of the UPE school management system (Interview no. 2, 4, 3, 4, 10 & 15). According to the findings of this research, the SMC ensures that UPE funds from both the " … *UPE capitation grants and parental contributions are spent as required and not embezzled"* (Interview no. 4). Furthermore, the SMC is responsible for ensuring that children are enroled, schools have infrastructure they need, teacher performance is monitored, teachers' wages are paid and that all UPE directives are fully implemented in the primary school as stipulated by the GoU UPE directives and legislation (Interview no. 4, 3, 6, 7, 8 & 10).

The above claims are represented by the views emanating from the interviews as follows:

" … The school administration and school management committee (SMC) help the government to manage the school … each school has an SMC" (Interview no. 2).

Importantly, *" … the school principal is the secretary of the SMC …"* (Interview no. 3).

In addition, a local government representative and a member of the SMC elucidated that: *"Well, the researcher supervise government UPE funds … how its spent … I lead the SMC … we supervise and monitor … we are involved in drafting the budget of the school …"* (Interview no. 4).

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Furthermore, the DEO from District A, commented that: *"You know … they manage the schools on behalf of the MoES, so they are the managers … they are the managers, each UPE primary school has got a SMC selected by the foundation bodies …"* (Interview no. 2).

On the management of the financial resources provided by UPE capitation grants for UPE schools, the DEO for District A, commented that: *"UPE capitation grant money is managed by the school administrators and the SMC. SMC manages money for schools on behalf of the ministry, so they are the managers … they are the managers of primary schools, each primary school has got a SMC …"* (Interview no. 2).

A school level participant commented that: *"without the SMC most of the schools would be inefficiently managed … the SMC plays a big role in ensuring that UPE schools are not mismanaged …"* (Interview no. 6).

A senior official from the MoES argued that: *"SMC … making sure that the caption grants are made public to facilitate monitoring ..."* (Interview no. 18).

Despite the challenges SMCs face while managing and implementing UPE, several of the participants emphasised the importance of the SMC in ensuring the efficient management and performance of all UPE primary schools in Uganda (Interview no. 1, 2, 6,10, 15 & 17).

The participants' views are supported in literature findings as explained by Bitamazire (2005) and Kavuma et al. (2017), which indicate that SMCs cooperate with the district councils to manage UPE primary schools and each UPE school has an SMC (see sections 2.4.1.3). Furthermore, in support of the above propositions, Bitamazire (2005) and MoES (2008b) explained that SMCs are responsible for school management in cooperation with the PTAs together with the school principal (see section 2.4.1.3). This takes into account that some participants commented on the role of parents in managing UPE primary schools (Interview no. 1, 3 & 10).

However, despite the big role SMCs play in ensuring that UPE schools are well managed as indicated above, and as confirmed by literature findings in UBOS (2014) and MoES (2014) as indicated in section 2.4.1.3, some participants revealed that some members of the SMCs were in fact part of the problem (Interview no. 1, 6, 10 &

19). In this regard, some participants argued that for example, some SMC members engaged in embezzling UPE funds and misreporting UPE school enrolments to the DEOs and MoES by inflating them, in order to attract higher UPE capitation grants (Interview no. 1, 10 & 18). This means that corruption by some UPE stakeholders at the school level needs to be rooted out in order to ensure that UPE school financial resources are not misspent and are well accounted for, for the efficient implementation of UPE in Uganda (Interview no. 1 & 10). As indicated by Kavuma et al. (2017), and supported by MoES (2008b:14), SMCs are responsible for directly managing UPE schools in cooperation with the district councils; therefore, SMCs are responsible for ensuring that the UPE funds are obtained, publicly declared, reported and properly used for the benefit of all pupils (see section 2.4.1.3).

In order to improve UPE school management to facilitate efficient UPE implementation, some participants suggested vetting the SMC members and a need for accountability and transparency for SMCs (Interview no. 1, 4 & 10). Also, they suggested the establishment of a UPE management framework that could facilitate proper monitoring and transparency in relation to the spending and use of UPE funds (Interview no. 1, 3, 4, 6, 14 & 15).

As revealed by the participants, it was evident that SMCs were unable to ensure the proper management, functioning and full implementation of UPE in their respective schools mainly due to inadequate financial resources and misuse of the available UPE funds. In this regard, as explained by Kavuma et al. (2017) and MoES (2017) in relation to the important role of SMCs in UPE school management, this calls for the MoES to allocate more financial resources and ensure transparency and accountability while using UPE funds, for the SMCs to efficiently execute their UPE responsibilities and mandates at the school level in cooperation with the district councils (see section 2.4.1.3).

4.3.3.2.4 Foundation bodies and UPE school administration

In addition to the SMCs, foundation bodies and school administrations were also mentioned by the participants as being important to the management and performance monitoring of the UPE primary schools (Interview no. 2, 10 & 15). This perception was supported by the DEO for district A in this way: *" … foundation bodies are very much*

involved in school management and they report school problems to the district officials … SMC have also done a lot in managing UPE schools …" (Interview no. 2).

The DEO contended that: *" … SMC members are selected by foundation bodies … each school has got its foundation body, they are those that belong to the Catholics, there are those that belong to the Muslims, Church of Uganda and also to the community … so each school has got its own set up … so management is under the foundation body now the government provides teachers or the teachers who teach the in the UPE programme are paid by the government … the principals who manage those schools are managed by the government …"* (Interview no. 2).

In the context of UPE school management and performance monitoring, the DEO of District A further commented that: *" … foundation bodies are very much involved in school operations … .when something is wrong in the schools, they report to us very quickly … head teacher is not good, the children are like this not studying ... so please help us … like the foundation bodies then the SMC have played a very big role … As stakeholders, they have done a lot for schools. They encourage parents to contribute money however little it may be …"* (Interview no. 2).

This research revealed that foundation bodies were complementary to the SMCs in relation to UPE school management and performance monitoring for the efficient management of the implementation of UPE policy in Ugandan primary schools (Interview no. 2, 3, 6, 10 & 15). The above propositions correlate with literature review findings in UBOS (2014) and MoES (2014) which mention the importance of foundation bodies and SMCs as key actors in the delivery of the UPE programme in Uganda (see section 2.4.1.3).

4.3.3.2.5 UPE management and implementation directives and guidelines

Approximately all the participants in this research, from UPE school principals, DEOs to local government representatives and MoES officials, emphasised that all UPE primary schools, must implement and strictly follow all UPE directives and guidelines as set out by the government to ensure full compliance and implementation of UPE (Interview no. 1, 2, 4, 6, 9, 10 & 15). This view was supported by one of the participants who commented that: *"All UPE primary schools are obliged to fully implement UPE*

directives as set out by the government to ensure that UPE is fully implemented in Uganda …" (Interview no. 9).

Participants narrated that by ensuring that all public primary schools in all districts in Uganda fully implemented all UPE directives, the government would be able to fully effectively implement UPE nationwide (Interview no. 1, 6, 14 & 18). One of the main UPE directives is free access to UPE schools for all school-going children without discrimination (Interview no. 1). This means that all UPE primary schools have to enrol all children willing to learn without discrimination or tuition charges of any kind (Interview no. 1, 2, 14, 10 & 15).

This research revealed that UPE stakeholders at the implementation level are given budget guidelines for the purpose of drafting school budgets for the funds provided through UPE capitation grants (Interview no. 1, 10 & 15). School level participants indicated that directives and guidelines also cover free tuition, open access to UPE school enrolment, school meals, teachers' and students school attendance, teachers' wages, and recruitment and training (Interview no. 1, 2, 3, 10 & 15).

In addition, most of the participants asserted that through local government structures and representatives, government policies and directives concerning UPE policy were fully implemented in UPE primary schools and compliance was monitored (Interview no. 2, 7 & 9).

To support the above propositions, one DEO said: *"The government is very clear on the UPE policies … they all have to be implemented …"* (Interview no. 2). In the context of the above, the DEO for District A went further and argued that: *"we have local leaders, then we have government policies. Government policies you know whatever like, there is a policy on feeding; there is a policy of having children go to school; there's a policy on early marriages … there is a policy on early marriages … All children must go to school so government has played a big part … at the district level we have ordinances passed by the district, education ordinances passed by the district to make sure that with caution parents have to take students at school in whatever situation …"* (Interview no. 2).

Considering the participants' views indicating that UPE is a free tuition programme, this research revealed that some UPE schools sometimes request parental contributions beyond the current UPE parental contribution arrangements which is a violation of UPE implementation directives and guidelines (Interview no. 1, 3, 10 & 15). In alignment with this proposition, Sakaue (2018) contends that some UPE schools charge tuition fees; however, all UPE schools have to comply with the UPE open access policies and register any child above six willing to go to school without charging any tuition fees (see section 2.4.1.1).

Importantly, in agreement with the findings as elucidated above, the MoES (2008b) stipulates that the UPE policy management framework, entails the application of relevant guidelines on planning, policy, responsibilities and roles of all stakeholders that are involved in the management and implementation of UPE policy nationally in Ugandan primary schools (see section 2.4.1.3). Furthermore, Kavuma et al. (2017) explain that the implementation of UPE policy in Uganda is governed by government regulations and legislations that are based on the Constitution of Uganda (1995), Education Act of 2008 and various UPE policy documents (see section 2.4.1.3). In this regard, as explained in section 2.5.5.3, the MoES under a decentralised system, dictates all the financial spending plans (MoES, 2017; Kavuma et al., 2017).

Considering the above, Brynard et al. (1997) highlighted the importance of common rules and guidelines when exercising unity of command under decentralisation as very important for the efficient management and implementation of public policies especially when authority is delegated (see section 2.5.5.3). In this regard, Kavuma et al. (2017) explain that the DEOs and LGs have to work with the SMCs, school foundation bodies and school administration to facilitate inspection, monitoring, evaluation and accountability of the management of UPE primary schools (see section 2.4.1.3). In this context, according to the DEO of District A (Interview no. 2), DEOs must coordinate, communicate and collaborate with the MoES to ensure that UPE primary schools are following UPE directives and guidelines as required by the government in their respective districts (see section 2.4.1.3).

As discussed in section 2.5.3, and highlighted in this section, this research revealed that some schools were not fully implementing UPE directives due to the different

challenges they are facing (Interview no. 1, 3, 6, 10 & 19). In this regard, Sakaue (2018) explains that the lack of UPE adequate funding situation forces some UPE primary schools in Uganda to charge students school fees (section 2.4.1.4). Literature findings in the OPM (2016), further indicate the fact that the macropolitics of the UPE policy implementation sometimes ends up caught up in the micropolitics of the UPE primary schools (see sections 2.4.1.4 & 2.5.3).

In the context of the above, Waheduzzaman (2018) and Ward et al. (2006) argued that, due to limited participatory governance structures in policy planning and formulation process due to a top-down approach, in most cases there is policy alteration, misunderstanding and underperformance after sensemaking (see section 2.5.3).

These are research findings that have significant implications for the improvement of the current UPE planning and organising management functions for the successful implementation of UPE in Ugandan primary schools. For this to be achieved, without sensemaking, the frontline level UPE stakeholders need to fully implement all UPE policies in UPE primary schools as set out by the MoES to mitigate poor UPE implementation at the school level (see section 2.5.3). However, as Waheduzzaman et al. (2018) and others argued, this will only succeed if the UPE stakeholders properly coordinate, collaborate, and communicate with each other at the different levels of the UPE implementation process. Furthermore, this needs to be backed up by the provision of sufficient financial resources for the LGs and UPE frontline stakeholders to facilitate viable planning and organising for the efficient implementation of UPE in Ugandan primary schools (see section 2.5.5.3).

4.3.3.2.6 UPE is managed and implemented at the national, district and school levels: Each UPE stakeholder has a role

Views from all of the participants indicated the roles of different UPE stakeholders in the management of the implementation of UPE policy in Ugandan primary schools (Interview no. 1, 2, 6, 10, 15 & 18). It was obvious that with decentralisation as a government strategy supporting the current planning and organising framework of UPE policy management and implementation in Uganda, the school principals (implementation level), district and local government level and the MoES (national

level), had different tasks and mandates to execute in the management cycle of the implementation of UPE policy in Ugandan primary schools (Interview no. 1, 2, 4, 6, 8, 9, 10, 13, 15 & 18).

Given this, one participant strengthened the position by submitting that: *" … each stakeholder has a role to play ... parents have to provide scholastic materials ... SMC mobilise parents to support schools and children. Community has a role to play ... especially monitoring children, report cases of children who don't go to school ... SMC making sure that the caption grants are made public to facilitate monitoring ..."* (Interview no. 18).

All interviewees commented on the importance of collaborating with other UPE stakeholders to effectively implement UPE in Ugandan primary schools (Interview no. 1, 3, 6, 9, 10 & 18). Based on the participants' interview accounts, it was evident that UPE stakeholders should robustly communicate, coordinate, collaborate and cooperate with other stakeholders at the different levels of the UPE management and implementation process in order to guarantee efficiency in relation to UPE management and implementation in Uganda (Interview no. 1, 2, 6, 10, 15, 18 & 19). In this regard, some participants commented that: *"The district works together with the MoES and the primary schools represented by SMC to ensure that UPE is well implemented …"* (Interview no. 2). In addition*, "Public monitors to see that teachers are in schools teaching ... The district education office manages education at the district level to make sure the schools are running ..." … "The children themselves have to go to school and the headteacher has to make sure that children are attracted and retained ... Ensure children are going to school ..."* (Interview no. 18).

Under the current UPE planning and organising management framework *"each UPE stakeholder has a role … when it comes to implementing the UPE programme"* (Interview no. 18). This view is validated by literature findings, as explained in section 2.4.1.1, that parents and the community also play a role in monitoring school performances and contributing to scholastic materials, school meals and uniforms (Interview no. 2, 9 & 18). In section 2.4.1.1, literature findings indicate that the UPE system is based on a cost-sharing arrangement in which the government caters for all

the tuition fees and parents are expected to provide other needs such as pens, books, uniforms and lunch (UBoS, 2017; UNICEF, 2014).

Importantly, the above participants' views correlate with the views indicated by the MoES (2017) and Kavuma et al. (2017) who contended that UPE policy implementation in Ugandan primary schools is managed and implemented at three different levels (national, district and school level) and is decentralised (see sections 2.4.1.3). This is clearly substantiated in Chapter 2 as part of the literature findings (see section 2.4.1.3).

According to MoES (2014) and Kavuma et al. (2017), as indicated in section 2.4.1.3, and in agreement with the participants' interview accounts, the MoES (national level), coordinates, communicates and collaborates with the district education administrations, LGs (district level) and UPE primary schools through SMCs (school or implementation level) and vice versa, to efficiently manage the implementation of UPE policy in Ugandan primary schools.

Furthermore, as explained by the MoES (2008b) in section 2.4.1.3, it was evident that the division of labour facilitates specialisation within the decentralised system of UPE management and governance in Uganda. Literature findings in section 2.5.5.3 indicate that it eased up work for UPE stakeholders at the different levels of UPE management and implementation process and helped in the delivery of UPE despite the management challenges (Interview no. 15 & 18). In alignment with the views in literature findings in section 2.5.5.3, participants called for more specialisation (division of tasks) to simplify UPE tasks further, because this would enhance UPE stakeholder efficiency and productivity (Interview no. 1, 10 & 15). The recruitment of more teachers, for example, would support the above proposition (Interview no. 1, 2 & 6).

Explanations by Waheduzzaman et al. (2018) indicate that the division of labour and specialisation as part of UPE service delivery and policy implementation in Uganda, that constitutes planning and organising at the different levels of UPE implementation, need to be supported by robust stakeholder coordination, collaboration, communication and engagement (see section 2.5.5.3). Considering the benefits of stakeholder collaboration in boosting policy implementation efficiency under decentralisation, as argued by Waheduzzaman (2018), given decentralisation of UPE

management and implementation, the MoES and schools need to strongly engage, cooperate, effectively communicate, coordinate and collaborate for the efficient implementation of UPE policy (see section 2.5.5.3).

4.3.3.2.7 Decentralisation and delegation of authority

In the context of UPE planning and organising, most of the participants commented on the management of the UPE programme under the decentralised system of governance in Uganda (Interview no. 2, 6, 9, 10,11, 15 & 18). Based on their views, LGs are mandated to ensure that UPE is efficiently delivered in their respective districts with the support of the central government (Interview no. 2 & 18). A senior UPE official from the MoES narrated the following concerning the management of the implementation of UPE policy: *"UPE is executed by the local government structures under the control of the central government … under decentralisation, various UPE stakeholders, from the National (MoES), district and school level, hold deferent mandates in relation to the management and implementation of UPE policy in Ugandan primary schools"* (Interview no. 18).

Furthermore, under decentralisation, local government structures are mandated to deliver UPE services in their respective districts of operation (Interview no. 4, 9 & 18). On this basis, DEOs commented on the importance of dividing districts into smaller districts as an asset. They argued that it made the delivery of UPE easier and more efficient in many ways (Interview no. 2, 10 & 15). Under decentralisation in relation to delivering UPE country wide, *"the division of districts into more districts has been an asset …"* (Interview no. 2).

Considering the above, a senior official at the MoES narrated that: *"Yes … Universal Primary Education is decentralised ... the department for education planning (MoES) provides policy guidelines ... works with local government and the UPE primary schools represented by SMC"* (Interview no. 18).

Furthermore, the government transfers funds to schools (under the local government) in the form of UPE capitation grants depending on the number of enroled children in each UPE primary school per capitation grant (Interview no. 1, 2, 3, 4, 6, 10, 15 & 18). Local government ensures the correct disbursement and usage of UPE funds from the

central government and is responsible for ensuring that UPE is efficiently delivered in a given district (Interview no. 4, 6, 12, 14 & 15). In this regard, some senior district and MoES participants commented that:

"MoES provides guidelines for using the capitation grant … Work plan is submitted by the local government ..." (Interview no. 12).

" … MoES works in cooperation with the local government and SMCs to effectively deliver UPE services in all Ugandan primary schools" … *"At the MoES department for education planning, they receive copies and reports on how schools are performing. Any issues of technical nature, the planning department takes action ... Monitoring is based on the reports from the district ..."* (Interview no. 18).

"The SMCs, school administrations and foundation bodies … they report to the district administrators and the central government matters of school enrolments, financing and UPE school needs" (Interview no. 2).

Lastly, the DEO for district B was of the view that "*the local government relies on funding provided by the central government"* (Interview no. 9).

In support of the above propositions, the views of Kavuma et al. (2017) and MoES (2017) indicated that the management of the UPE implementation in Ugandan primary schools is devolved to different LGs in Uganda (see section 2.5.5.3.5). According to the interviewee participant who is the DEO of District B; *"Local governments operate under the central government"* (Interview no. 9).

Literature findings, as indicated by Kavuma et al. (2017), align with this study's revelations that SMCs, supported by foundation bodies and school administrations are responsible for comprehensively managing the UPE primary school units at the implementation level (see section 2.4.1.3).

As Cloete (1994) and Waheduzzaman et al. (2018) explained in section 2.5.5.3.1, some participants highlighted that the delegation of authority to local government in terms of the decentralisation strategy of UPE management and implementation, address issues of stakeholder accountability and stakeholder involvement in the

management of the implementation of UPE in Ugandan primary schools (Interview no. 1, 2, 10 & 15).

In this regard, as indicated by Waheduzzaman et al. (2018), delegation of authority can be beneficial to an institution while implementing policies by strengthening the accountability of those to whom the responsibility is delegated (section 2.5.5.3). In this case, we can talk of the Ugandan Government (GoU & MoES) delegating authority to the Ugandan local government level in different districts of Uganda to manage and implement UPE policy as instructed on behalf of the GoU. This proposition is supported by the MoES (2017) which stated that local governments manage the delivery of UPE (see section 2.5.5.3). Literature findings also indicate that the decentralised model of education management and governance seems to be preferable to centralisation (see section 2.5.5.3).

However, despite the advantages of decentralisation and delegation of authority, it is important to note that this research also found that most of the frontline UPE stakeholders were unhappy with the current power distribution under the decentralisation of education services delivery in Uganda (Interview no. 1, 3, 6, 10 & 19). This is because those at the UPE frontline level only have to take instructions and implement them as instructed and are not consulted when UPE policies are planned and formulated (Interview no. 1, 3, 6, 10 & 15). Frontline UPE stakeholders revealed and reported on issues hindering the effective management of the implementation of UPE in Uganda under decentralisation that include poor coordination, lack of stakeholder engagement and consultation, poor planning, lack of financial resources to finance UPE school requirements and bureaucracy (Interview no. 1, 2, 4, 6, 11 & 15).

Considering the above, Cloete (1994) and Waheduzzaman et al. (2018) argued that delegation of authority can also turn managers into tyrants if they exceed their mandates and responsibilities (see section 2.5.5.3). This can be related to the participants' views of UPE stakeholders who refuse to consult and collaborate with other UPE stakeholders at the UPE implementation level and often embezzle UPE funds and refuse to be accountable. As indicated by the MoES, (2017) (in section 2.5.5.3), the findings of this research have confirmed that UPE frontline implementers

or stakeholders are instructed to implement all UPE directives without any flexibility to do otherwise, irrespective of the school needs and environment (Interview no. 1, 3, 10 & 15). The main implication of this finding is for the MoES to adopt a UPE planning and organising management framework that seriously considers stakeholder consultation, coordination, engagement, cooperation and collaboration for the successful implementation of UPE policy in Uganda under decentralisation.

Furthermore, as explained by Kavuma et al. (2017) in sections 2.5.5.3, during the management of the implementation of UPE in Ugandan primary schools, individuals are delegated and mandates are handed down through the chain of command within different implementation levels. Supported by the views of Waheduzzaman et al. (2018), delegation is thus seen as an important part of the organising function that is vital in ensuring stakeholder accountability through division of labour, delegation of authority and departmentalisation. However, it can also be a problem if some stakeholders do not sufficiently coordinate, consult, cooperate and engage with those at the frontline level (see section 2.5.5.3).

Based on the research findings, it is clear that different institutions and officials had different mandates in relation to the management and implementation of UPE in Uganda as explained by Kavuma et al. (2017) and MoES (2008b). For example, UPE school principals, district officials, members of the SMCs, LG representatives and MoES officials all have different mandates (Interview no. 1, 2, 4, 6, 7, 8, 10 & 15). In this regard, this is evidently specialisation as explained by Cronje et al. (1994) (see section 2.5.5.3). Literature review findings, as indicated in Chapter 2, align with the fieldwork research findings as indicated above.

In correlation with the above, literature findings as argued by the MoES (2017) and Kavuma et al. (2017) and as indicated in section 2.4.1.3 and 2.5.5.3, contend that UPE policy management and implementation in Uganda under decentralisation, is executed at the different levels of the management and implementation process by different UPE stakeholders with specific UPE mandates; for example, from the MoES where UPE policy is formulated and macromanaged to the school level where UPE policy is absorbed or implemented.

In substantiating further, as argued by the participants and as indicated in section 2.5.5.3, division of labour in the organising of UPE policy implementation in Uganda is reflected in the responsibilities and roles of various UPE stakeholders at different levels of the management and implementation process.

As argued by Waheduzzaman et al. (2018) in section 2.5.5.3, and as an implication for the improvement of the current UPE management framework, some participants indicated that if all different UPE stakeholders fulfilled their required mandates or responsibilities as required, the UPE programme would be efficiently managed and implemented (Interviews no. 1, 10, 15 & 18). Given the UPE management challenges, most of the interviewees were of the view that a bottom-up UPE governance mechanism as opposed to a top-down approach of UPE governance involving adequate coordination, communication, collaboration, accountability and engagement between UPE stakeholders would give rise to an efficient UPE management and implementation framework in Uganda (Interviews no. 1, 6, 10 & 15).

Therefore, as supported by Kavuma et al. (2017) and MoES (2017) in section 2.4.1.3, and considering the accounts of the interviewees, it was evident that the management of UPE policy in Ugandan primary schools is decentralised, with the local government including the district administrations being mandated by the central government to manage and implement UPE in their respective districts (Interview no. 2, 9, 12, 15 & 18). As the researcher noted in Chapter 2 (see section 2.5.5.3), one can conclude that it is a decentralised system under centralisation (Interview no. 18). The above proposition is warranted because, as argued by Kavuma et al. (2017) in section 2.4.1.3, local governments including the district administrations, are mandated, controlled, supported and supervised by the central government or MoES. This also corelates with the views of most of the participants (Interview no. 2, 4, 6, 9, 10 & 18).

4.3.3.2.8 Community sensitisation about UPE

This research revealed that for the effective management of the implementation of UPE in Ugandan primary schools, the MoES in collaboration with the UPE stakeholders at the implementation level, conducted UPE sensitisation campaigns in order to inform the communities about the importance of enroling children above the age of six in UPE primary schools for free (Interview no. 2, 6 & 9). In elucidation of the

above proposition, the DEO for District A commented that: *" … We do sensitisation … every child six years of age and above must go to school."* … *"We do sensitisation by making the children register for primary school … that one is for those that are six years old. Every child who reaches the age of six years must go to school … join primary one (P1) and make sure that the child completes. So it is between the parents and the school administrators to help this child complete primary seven (P7) … completes the cycle"* (Interview no. 2).

In complementing the above, the DEO for District B contended that: *" … . then there is sensitisation of the communities, where those meetings in communities are attended by parents, local leaders, church leaders … attended by all leaders … are meant to give them what is required to have their children stay in school and study so well … and what is required …"* (Interview no. 9).

Most of the participants were of the view that through sensitisation, people were informed about the UPE programme and its benefits to society. They encouraged people and parents to enrol their children freely in UPE primary schools (Interview no. 2, 9, 15 & 18).

According to the DEO of District A: *"District organises UPE sensitisation meetings"* (Interview no. 2). In support of this proposition, the head of the SMC and a local government representative argued that: *"We sensitise the community & make sure the children are taken to school ... Ensure that the teachers & teaching materials are available in the school … Supervise whether the school comply with UPE directives ... Report to the DEO and the central government ... communicate with the central govt via the DEO ... SMC ensures that the schools are complying with the UPE directives ..."* (Interview no. 13). *" … We also supervise, sensitise the parents to bring their children to school ..."* (Interview no. 16).

Participants commented that, although UPE sensitisation campaigns were taking place, many community members and some UPE stakeholders still had a negative attitude towards UPE education and were hesitant to enrol their children in UPE schools (Interview no. 1, 2, 6, 10, 14 & 15). In this regard, participants suggested a need to sensitise parents about the importance of supporting their children and keeping them in school (Interview no. 1, 2, 3, 6, 10 &15).

The above research findings corelate and align with literature findings in section 2.4.1.3, which clearly indicate that SMCs together with the district councils are responsible for "conducting community sensitisation and mobilisation on education matters" (MoES, 2008a:14).

4.3.3.2.9 Stakeholder awareness of the importance of the UPE programme

One of the common comments from most of the participants was the fact that despite the challenges facing the UPE programme in Uganda, many people in Uganda including those in charge of managing the implementation of the UPE programme understood the value and importance of UPE in relation to eradicating illiteracy and providing FPE to all children irrespective of income (Interview no. 1, 2, 3, 9, 10, 15 & 11).

All of the interviewees commented on the fact that the UPE programme was a very good programme in addressing the education needs of the Ugandan society despite the challenges (Interview no. 1, 2, 9, 10 & 15). In this regard a frontline UPE participant narrated that *"UPE is reducing the illiteracy levels in Uganda … before UPE, many people could not read and write"* (Interview no. 1).

In the context of the above, one of the key participants commented: *"hmmm … despite the challenges the UPE programme faces, the government should increase funding for UPE and make sure the UPE programme continues … it's a very good programme"* (Interview no. 11). In support of the same, another participant commented that *" … The UPE programme is okay ... It has helped poor parents to take their children to school …"* (Interview no. 9).

The findings above are supported by literature findings in section 2.4.1.3, which indicate that in Uganda, UPE policy is a government programme managed and implemented in a decentralised system and is well received among various stakeholders such as aid agencies, politicians, and the general population, due to its pro-poor education agenda (Kavuma et al., 2017; MoES, 2017). As indicated in section 2.4.1.3, UPE involves the elimination of school fees in all government-aided primary schools to ensure equal access for both boys and girls (Burlando & Bbaale, 2018; Sakaue, 2018; UBoS, 2017). It is further argued that, as a result, all stakeholders have

committed themselves to ensuring that UPE policy is well managed and implemented at all levels nationwide despite the impediments and challenges it faces (MoES, 2017; UBoS, 2017).

It was evident from the interviewee accounts that despite that challenges, the UPE programme is more of an asset than a liability in relation to the provision and access to education for all Ugandans poor or rich (Interview no. 1, 2, 10 & 15). Most of the participants indicated that the UPE programme was a very good programme if well managed and implemented. This proposition is supported in literature review findings (see sections 2.4.1.1, 2.4.1.2 & 2.3).

4.3.3.2.10 UPE policy implementation successes

Approximately all of the participants were of the view that despite the management and implementation challenges that UPE is facing, it has achieved its objectives to a large extent (Interview no. 1, 2, 3, 6, 7, 10, 11 & 15). They acknowledged that more needed to be done to improve the current planning and organising framework for effective delivery of UPE in Uganda primary schools (Interview no. 1, 4, 6, 10 & 15). In relation to the achievements of the UPE programme in Uganda, some participants commented that:

"Many children are completing primary education in the district and nationwide … Many have joined secondary education via the USE … Many children can read and write …" (Interview no. 2).

"Parents are participating in school activities … Student recruitment has gone up … Students have started getting lunch because parents pay for it …" (Interview no. 14).

"UPE motivates learners to come to school because it's free education …" (Interview no. 1)*.*

"UPE has been more of an asset … more students going to school under the UPE programme …" (Interview no. 1).

"Most of the children get life skills due to UPE education … Many students get into vocational training … " (Interview no. 1).

" … to a certain extent UPE has met its objectives but more needs to be done …" (Interview no. 3).

Some other participants also made similar statements which manifests the recognition of the successes and the inefficiency of the current UPE management and implementation framework. In this regard, a participant pointed out that: *" ... good performance of PLE ... most of the students pass ... products of UPE excel in secondary school ... At least in every parish you can find at least three UPE primary schools ... challenges remain …"* (Interview no. 15).

Important points were made by a senior DEO when the researcher asked the participant whether the UPE programme had achieved its objectives and aims: *"Partly it has achieved its objectives … e.g.: More girls are accessing school under the UPE programme ... With UPE, early marriages are somehow reduced ... The literacy levels have improved ... With UPE, many people have realised that they too can access education ..."* (Interview no. 14).

According to a senior MoES official and participant: *"UPE is ensuring that access for all is achieved ... more girls, disadvantaged groups are having access to education …"* (Interview no. 18).

Importantly, most of the participants pointed to the fact that since the introduction of UPE, literacy and numeracy skills levels had gone up nationwide; more girls were in school hence avoiding early marriages; more children were continuing to secondary education under the USE free tuition programme; and that UPE helped in providing access to primary education for the millions of poor children in Uganda who cannot afford school fees (Interview no. 1, 3, 6, 7, 9, 10 & 15).

As indicated in section 2.4.1.1*,* UPE is a government programme with the mandate of providing compulsory primary education to all school-going age Ugandans (Kavuma et al., 2017). In alignment with the findings above, UNESCO (2015), MoES (2017) and UBoS (2014) contended that many school-going children, especially girls in Uganda, have access to UPE nationally considering the year-on-year increase in the NER, GER and Total Enrolment (see section 2.4.1.1).

Despite the UPE achievements as indicated by the participants, participants also recognised the challenges facing the UPE programme (Interview no. 2, 10 & 15). This proposition is supported by literature findings in section 2.4.1.3, which indicate that UPE implementation in Ugandan primary schools, still faces non-economic and economic barriers (Sakaue, 2018; WB, 2018). To a greater extent, all participants acknowledged that more needed to be done in improving the management of UPE implementation for efficient outcomes. Participants especially called for the provision of more UPE financial resources to facilitate UPE management and implementation efficiency (Interview no. 1, 2, 6, 8, 10, 15 & 19).

4.3.3.2.11 Challenges facing the management and implementation of the UPE programme in Uganda

There was a general awareness among all the participants interviewed, about the enormous challenges facing the management of the implementation of UPE programme. All of the participants highlighted the fact that *"UPE funding as the biggest challenge"* (Interview no. 1). In this regard, a frontline participant narrated that *" … without an increase in UPE funding the UPE programme would not be effectively implemented in Uganda …"* (Interview no. 6). A few participants especially from the frontline or implementation level were of the view that the lack of adequate funding was the main cause of the inefficiency of the implementation of UPE and the cause of most of the management challenges (Interview no. 2, 3, 10 & 15). This was manifested in a comment from a frontline participant, who commented that *" … if we get adequate funding, the UPE programme would be a success …"* (Interview no. 3).

In addition, participants commented on problems relating to UPE stakeholder motivation, attitudes, coordination, communication, collaboration and the quality of the human capital managing the implementation of UPE as points of concern (Interview no. 1, 2, 4, 18, 10, 15).

Importantly, as indicated in section 2.4.1.3, UPE implementation in Ugandan primary schools, still faces non-economic and economic barriers (Sakaue, 2018; WB, 2018). Most of the participants pointed to the fact that the UPE programme is facing several challenges under the current UPE planning and organising management framework that need to be attended to (Interview no. 1, 6, 10, 15 & 17). This proposition correlates

with literature review revelations in Chapter 2 (see sections 2.5.5.4 & 2.4.1.1). As indicated in section 2.4.1.4, the current level of government spending on education, does not meet the funding needs of the education sector including UPE (MoES, 2017; NPA, 2016; Sakaue, 2018). All participants mentioned the lack of sufficient funding or financial resources as the biggest problem that is impeding UPE implementation in Uganda, thus rendering the UPE programme both internally and externally inefficient (see sections 2.5.5.4, 2.6.2 & 2.6.3).

Considering the views of the participants, the researcher is of the view that the UPE stakeholders' understanding of the importance of UPE and the challenges it is facing is a positive sign (Interview no. 2, 10 & 15). This is because it means there is an understanding and willingness to address the challenges facing the management and implementation of UPE, if there is facilitation given due to the importance of the UPE programme to the Ugandan education system (Interview no. 10, 15 & 19). In relation to the challenges, most of the participants suggested that the MoES needs to facilitate the required changes to address the UPE challenges by providing more monetary and non-monetary resources especially funds to the education sector, eradicating poverty, empowering families, and providing special support for the disabled and orphans to ensure UPE management and implementation efficiency (Interview no. 1, 6, 10, 15 & 19).

4.3.3.2.12 Themes concerning the weaknesses of how the implementation of UPE policy in Ugandan primary schools is managed

The UPE implementation management challenges identified, and the suggested recommendations for improvement of the current UPE planning and organising management framework provided by this research, if considered, will not only assist UPE policy makers in Uganda in relation to improve educational policy design, management and implementation but will also provide some lessons for educational policy makers elsewhere, especially in developing countries with specific reference to SSA. For example, with an awareness of the problems relating to UPE stakeholder motivation or lack of financial resources, appropriate measures could be taken to alleviate the problems. Recommendations or suggestions would help in providing the appropriate policy prescriptions for alleviating the challenges found.

4.3.3.2.13 Insufficient financing of UPE policy implementation in Uganda

During the researcher's interactions with the participants, one of the most common themes emanating from all the participants' interviews was UPE funding or financial resources as a major way of ensuring that UPE schools are efficiently managed and have the financial resources they need to successfully manage the implementation of UPE policy directives (Interview no. 1, 3, 6, 8, 9, 11, 15 & 19). All of the participants commented on UPE funding or financial resources as the most important factor when it comes to the efficient management and implementation of the UPE programme in Uganda. All of the participants indicated that it was through government funding in the form of UPE capitation grants that UPE primary schools were able to finance their day-to-day operations and fully implement UPE (Interview no. 1, 2, 8, 10, 13, 15, 18 & 19).

Importantly, one of the key participants commented that " *… Government disburses money to UPE primary schools via the district … Spent on administrative costs, learning aids and purchase of textbooks ...*" (Interview no. 9).

Considering the participants' views, UNICEF (2014) and UBoS (2017) argued that the UPE system is based on a cost-sharing arrangement in which the government caters for all the tuition fees and parents are expected to provide school utilities such as pens, books, uniforms and lunch (see section 2.4.1.1). However, according to Sakaue, (2018), the lack of UPE adequate funding forces UPE primary schools in Uganda to charge students school fees (see section 2.4.1.4).

Therefore, considering the views of all the participants, UPE policy implementation in Ugandan primary schools is financed through the following measures which are considered insufficient based on the participants' views:

4.3.3.2.14 UPE capitation grants

Participants highlighted that the GoU through the MoES finances UPE policy implementation in their respective schools through the provision of UPE capitation grants. All UPE primary schools in each district receive capitation grants based on the number of students enroled in the particular schools (Interview no. 2, 3, 4, 6, 10, 15 & 18). UPE primary schools submit the registration figures to the district that forwards them to the MoES and are used for the calculation of the capitation grants for each

school. One school principal interviewee commented that: *"hmmm. … government provides funding for our school through the UPE capitation grant … it is used for buying scholastic materials, financing school management activities, administration … etc."* (Interview no. 1).

According to most of the participants, the budgeting of UPE school capitation grants is provided by the MoES through the "*UPE budget guidelines and directives"* (Interview no. 1, 2, 4, 7, 11, 10 & 15). All UPE primary schools have to budget the funds provided to them through the UPE capitation grants based on the budget guidelines (Interview no. 1, 18 & 10)**.** This means that all the funds are to be budgeted and spent, are based on the budget guidelines provided by the government (Interview no. 1). The SMC and school administrators manage the funds and must ensure that they are spent according to the UPE budget guidelines for capitation funds (Interview no. 2 & 9).

In further substantiating the calculation, use and spending of UPE capitation grants, one senior official at the MoES narrated that: *" … we collect statistics to get the enrolment of children ... The capitation grant is based on the figures ... After computing how much each school can get then they realise the advice to the ministry of finance, and it pays straight to the school accounts ..."* (Interview no. 18).

A UPE frontline level participant narrated that *" … UPE guidelines for funding are very strict, they don't allow us to use some of the money …"* (Interview no. 1).

"Government provides funding through the capitation grant … it is used for buying scholastic materials, financing school management activities, administration …" (Interview no. 1).

A senior district official commented that *"MoES supplies textbooks, funding etc. …"* (Interview no. 2). It should be noted that some participants commented on the lack of textbooks stating that when they are supplied, they are not of good quality and insufficient (Interview no. 1, 6 & 4). Furthermore, *"The MoES through the district provides budget guidelines for the money allocated … e.g.: 45% is for scholastic materials; 30% for co-curricular activities; 15% administration … etc."* (Interview no. 1).

Considering the above, a DEO and school level participant commented that: *" … now to support the children the government pays UPE capitation grant … the government pays all the money and each child is given 4000 Ugandan shillings per term … "* He further argued that*: " … money is managed by the school administrators and the SMC. SMC is this committee put to manage schools on behalf of the ministry, so they are the managers …"* (Interview no. 2).

"UPE money is handled by the schools' finance committee … Budgets are presented to the School Management Committee ... After the budgeting contracts are made to the district and external auditors ..." (Interview no. 6).

Furthermore, the UPE capitation grants are paid directly to UPE primary school accounts based on the number of pupils enroled in a school. In this regard, a DEO for District A, narrated thus: *" … now when the money comes, it comes to the school accounts that is the UPE capitation grants. Each school is paid ... each school is paid according to enrolment calculating the 4 000 shillings per term per child and how much it is … then it is transferred to the school accounts … so we transfer to the school accounts …"* (Interview no. 2).

In the context of how the implementation of UPE policy in Ugandan primary schools is managed through the provision of financial resources to finance the UPE implementation requirements, participants further substantiated how the UPE implementation in Ugandan primary schools is funded by the government through the provision of UPE capitation grants. Hence, a DEO commented that: *" … Like now we are registering children. All children that are coming, we are registering. So, by March, we will be giving feedback to the MoES that our district has registered this number, after we have reported then they send the money depending on the number of children registered … funding provided depends on the number of children registered in the district …"* (Interview no. 2).

The above comment from the DEO is in line with other comments made by other participants (Interview no. 1, 6, 10, 11, 15 & 18). However, the UPE capitation grants were described as insufficient by all of the participants: *"UPE capitation grants are very low ..."* (Interview no. 3, 6, 10, 11, 14, 15 & 18). One UPE school principal

participant said that *" … in our school the 95% funding comes from the government …* *but inadequate"* (Interview no. 3).

Inadequate UPE funding as the biggest obstacle to delivering UPE was a view of all of the participants. The DEO, an MoES senior official and a frontline UPE implementor, had this to say about the wage bill and UPE funding: "*The wage bill is the problem* *now … The government says we don't have money. When there's no wage bill, we* *cannot do anything, and the government says it doesn't have money …*" (Interview no. 2). Others stated: *"Funds are inadequate ... money is insufficient, 10000 Ugandan* *shillings per child per year … Issues of budget shortfalls ... Budgeting is quarterly ..."* … *"Capitation grants are inadequate ... fixed by the Ministry of Finance ..."* (Interview no. 18). *"The payments through the capitation grants from the government are not* *enough to support the school operations or requirements to effectively implement UPE* *policies …*" … *"UPE expectations cannot be met due to limited funding …"* (Interview no. 3)*. "Funds not coming on time … no explanation provided on the delays to funding* *…"* (Interview no. 1) *"… the UPE programme is so nice … children come here and* *study, seat and complete … the problem here is little funding …"* (Interview no. 2).

It was evident based on all the interviews conducted with the participants from different UPE management and implementation levels, that the issue of financial resources was the most important factor in relation to the efficient management of the implementation of UPE policy in Uganda. *" … without enough funds we can't fully implement UPE …"* (Interview no. 1).

It is worth noting that despite the lack of funds, the education sector is the most funded sector in Uganda (see section 2.4.1.4). This was indicated by most of the participants including the DEO of District A. Considering the participants' comments on inadequate UPE financing, according to the WB (2014), despite the education sector being the most funded sector in Uganda, the country still spends less on education in comparison with its neighbours and SSA (see section 2.4.1.4). The participants argued that beacause inadequate funds were provided through UPE capitation grants, the financial school allocations of UPE capitation grants needed to be increased significantly and should also allow parents to contribute more to UPE for the efficient implementation of UPE in Ugandan primary schools (Interview no. 1, 2, 3, 4, 6, 10, 11,

15 & 18). Importantly, as indicated in section 2.4.1.4, UPE policy implementation has always been hampered by inadequate funds to meet the required implementation needs (Sakaue, 2018; UBoS, 2017).

It is important to note the parental contributions in form of tuition fees would be against the core aims of the UPE programme which is to provide free tuition primary education to all Ugandan children (see section 2.4.1.1). Importantly, all participants stated that UPE was mainly financed by the provision of UPE capitation grants by the GoU (MoES), disbursed to each UPE primary school based on the number of the students enroled in each school (Interview no. 1, 3, 4, 6, 10, 11, 14, 15 & 18). This proposition was supported by MoES (2017) in section 2.4.1.4.

4.3.3.2.15 Parental contributions

Most of the participants mentioned the importance of parental contributions to the financing of their respective school's needs under the current UPE planning and organising management framework (Interview no. 1, 3, 4, 5 & 6). Most of the interviewees were of the view that parental contributions helped to fill the funding gap left by UPE capitation grant funding, capped at 10 000 Ugandan shillings per child enroled each year (Interview no. 1, 2, 3, 6, 7, 10, 11 & 15).

Several of the participants were of the view that government funding through UPE capitation grants was insufficient and that parental contributions were crucial in meeting the school funding needs, despite the problems faced by poor families and orphans in making the required contributions (Interview no. 1, 3, 4, 6, 9, 10 & 15). It should be noted that under the cost-sharing UPE financing arrangements, parents do not have to make monetary contributions to UPE tuition fees but can contribute to other needs e.g. scholastic materials, school meals or school uniforms, as explained in this chapter (Interview no. 1, 3 & 6).

This research revealed that in some UPE primary schools, parents were asked to contribute even more than required under current UPE arrangements. Some UPE schools even requested parents to contribute towards the payment of teachers and other extra financial arrangements depending on the school needs (Interview no. 1, 3,

6, 10, 11 & 15). The above proposition is supported by the comments made by one of the school principal, DEO and other participants below:

"Since this is a UPE and church school, the church will not allow that parents don't pay anything … the church believes that without parent's financial contributions and support UPE can't be properly implemented … " … "Parents pay for meals and private teachers …" (Interview no. 3).

In further substantiating the UPE cost-sharing arrangements and parental contributions, the DEO of District A, commented that: *" … the issues that go with the child who is in UPE. 1 He/She should have lunch, then should have scholastic materials all provided by the parents … lunch provided by the parents the uniform is provided by their parents so everything provided by the parents … Everything thing provided by parents Lunch uniforms scholastic materials, shoes … .but unfortunately many of the children don't put on these things because their parents can't manage ..."* (Interview no. 2). Considering the above comments, the following was further narrated by DEO from District A: *"… yes, they top up the UPE capitation grant … hmmm … and that money the parents contribute pays for feeding teachers and children they also pay for development and children's welfare lunch … for development, they feed teachers, construction of classrooms repairs all those issues …"* … *"… parents also pay money, contribute money depending on the school level, and the foundation body … they're foundation bodies which are very strong, so parents contribute seriously …"*. Furthermore, the *"… Government encourages parents to contribute money for the lunch … Some schools are doing it but, but other schools are failing because of those challenges connected to money …"* (Interview no. 2).

In addition, a school level participant commented that *"Some schools have requested the parents to top up on UPE funding ..."* (Interview no. 1).

However, some participants claimed that: *"Parents don't want to contribute anything …"* (Interview no. 1, 2, 4, 6, 10, 11,15 & 19).

The DEO for district A, complemented the above by commenting that *"Parents don't want to contribute anything … the government doesn't want pupils to be sent away ...*

Uniforms, scholastic materials and school meals are supposed to be paid by parents ..." (Interview no. 2).

This research revealed that, despite the government doing its part in the financing of UPE implementation in Ugandan primary schools, the parents were facing difficulties in fulfilling their UPE funding responsibilities as required: *" … funding to have the child stay in school is a big challenge for the parents but the government has done its part like providing for the scholastic materials for the schools construction of classrooms, provision of furniture, training teachers the refresher course or that is done by the government …"* (Interview no. 2).

In correlation with the participants' views above, according to MoES (2017), the ministry administers and applies the UPE capitation grants supported by parental contributions as a UPE financing mechanism (see section 2.4.1.4). UPE school financing is mainly covered by UPE capitation grants, with each child receiving 10 000 Ugandan shillings per year (Interview no. 2, 11, 15 & 18). As indicated by UBoS (2017) in section 2.4.1.1, parents only contribute towards scholastic materials, school meals and uniforms as already explained (Interview no. 1, 6, 15 & 18).

Importantly, although the parents were facing challenges in relation to fulfilling their UPE funding responsibilities under the current UPE cost-sharing arrangements, participants also highlighted that the capitation grants provided by the government to finance the UPE implementation were insufficient. Participants highlighted a need for the MoES to provide more financial resources to the frontline UPE implementers for the efficient implementation of UPE policy in Uganda (Interview no. 1, 2, 3, 6, 8, 10, 15 & 19). Literature findings as substantiated in section 2.4.1.4 and 2.4.1.1 support the above views.

4.3.3.2.16 NGOs contributions to UPE financing in Uganda

Most of the participants highlighted the importance of NGOs in the financing of UPE implementation in Ugandan primary schools and called for NGOs to do more in financing and providing support for UPE schools (Interview no. 1, 3, 4, 10 &13). Some interviewees claimed that although NGO funding was insufficient, without NGO support, they would be unable to implement UPE policies in their schools (Interview

no. 1, 2, 4, 6, 10, 15, 17 & 19). In this regard, the DEO for district A and other participants commented that: *"NGOs are involved in the support of schools …"* (Interview no. 2). *"We get around 35% from NGO funding and 65% government funding …" "NGOs are constructing pit latrines, buying books, uniforms, water systems etc. … NGOs are playing a vital role in the implementation of UPE …"* (Interview no. 1). *"… donations from outside basically for UPE … they have done well for example classrooms have been constructed … the important infrastructures have been built in schools … so they are doing well …"* … *"NGOs are doing a great job and should be encouraged to do more to supplement government funding. … this is because also the government is overwhelmed by many other issues …"* (Interview no. 2). *"… without NGO support most schools would lack average sanitation facilities … little can be done without NGO support …"* (Interview no. 4).

Despite most of the participants suggesting that NGOs provided much funding for UPE schools, one school principal said it was lower: *"NGOs support is around 5% in our school the 95% comes from the government …"* (Interview no. 3). This implies that NGO funding for UPE primary school varies from school to school depending on need and meeting the funding requirements as evidenced in the interview accounts with the purposively selected UPE frontline stakeholders from UPE primary schools both in urban/semi-urban and rural areas of Uganda. For example: *"… schools in rural areas are facing a lot of funding problems compared to schools in urban areas …"* (Interview no. 1).

In confirming the role of NGOs in supporting the management and implementation of UPE in Ugandan primary schools, one DEO narrated that: *"I want to tell you one issue about non-governmental organisations: they provide scholastic materials … they support children stay in school; they give them uniforms and other things that they need … not very many pupils but at least some …"* (Interview no. 2).

Another participant commented that *"… NGOs helping the schools in financing scholastic materials and help children also at their homes ..."* (Interview no. 11).

This study revealed that UPE primary schools have to sometimes rely on NGOs for support to help in financing their school needs due to inadequate funding under the current UPE management framework (Interview no. 1, 4, 6 & 15). Despite the

important role the NGOs play in providing support for the UPE programme, this research revealed that there is no direct cooperation between NGOs and the government (MoES) to address the challenges facing the implementation of the UPE programme in Uganda (Interview no. 1, 10 & 15).

Considering the participants' views above, Bitamazire (2005) and Yan et al. (2007) indicated that NGOs are key actors in the delivery of UPE in Uganda (see section 2.5.5.3). As mentioned in section 2.8.6.2, the WB (2017) explained that NGOs provide extra funding for schools in rural areas with infrastructure issues and extra support for orphans and the very poor which are crucial for the efficient implementation of UPE.

In addition, considering participants' interview accounts and literature findings in section 2.8.6.2, since the financial resources provided to UPE schools to implement UPE policy are insufficient, the continued need for NGOs to help fill the funding gap and provide extra support for struggling UPE primary schools was evident and justified (Interview no. 1, 2, 3, 6, 8, 10, 11 & 15).

In a nutshell, it became evident that for the efficient implementation of UPE policy in Uganda, the MoES needs to increase UPE financial resources for frontline UPE implementers and directly collaborate with NGOs to efficiently implement UPE in Uganda (see sections 2.4.1.4, 2.8.6.1 & 2.8.6.2).

4.3.3.2.17 Inadequate motivation, performance and negative attitudes

Most of the participants were of the view that UPE stakeholder performance, motivation and attitudes were not good enough especially for school level stakeholders, more specifically, UPE teachers (Interview no. 1, 2, 4, 6, 9, 10, & 15). All of the participants highlighted the problem of low wages, late salary payments and lack of funds as the causes of low teacher motivation, negative UPE attitudes and poor performance with severe negative consequences for the efficiency of the entire UPE programme (Interview no. 2, 4, 6, 9, 10 & 15). In this regard, a frontline level participant narrated that *"… most teachers show up late or take up part time businesses … due to low wages"* … *"This negatively impacts their performance at school by reducing the teachers' available time …"* (Interview no. 1).

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Considering the above, participants reported that although motivation, attitude and performance problems remain, action was taken by the district education administration to motivate teachers and other UPE stakeholders e.g.: *"best five schools in PLE are rewarded ... we motivate schools to work better ... talk shows ... more involvement in the provision of quality education …"* (Interview no. 7).

The lack of teachers was also highlighted by the participants. A participant school principal narrated that *"Most teachers are acting in capacity and are not paid for the work done … negative impact on teachers' performance, attitudes and motivation …"* (Interview no. 1).

In the same context, the school principal for a rural primary school commented that *"There's also a negative perception about the UPE education system by the community members which demotivates children sometimes"* (Interview no. 1).

Furthermore, in demonstrating other causes of low motivation, negative attitudes and poor performance among UPE teachers, a UPE school principal participant commented that: *"… sometimes schoolteachers go without lunch. However, parents try to ensure that teachers receive at least lunch at school and stay motivated and healthy to teach"* (Interview no. 11).

On the other hand, one school principal added that *"Parents are motivating teachers by giving them lunch …"* (Interview no. 1). In saying so, he also referred to the fact that the government was also supposed to provide financial resources for financing teachers' school meals (Interview no. 11 & 15).

Importantly, efforts are made to change parents' attitudes and to motivate parents to take their children to school and contribute to their education financially. In this regard, a participant DEO for District A argued that: *"… now the stakeholders, we can talk of the politicians who say that these children do not belong to Museveni, they belong to you … Partitions are very clear to the parents, that these children belong to you … Because there was an attitude where the parents were saying that these children are for Museveni … .so support them by contributing money, by contributing something to support schools, so be involved …"* (Interview no. 2).

On motivating other UPE stakeholders in relation to UPE management and implementation, this account was given by one of the participants: *"… you know, when things are done, that's enough motivation. Then if the children pass, then that is motivation. So, like when the pupils pass like we did very well in P7 exams; so, everyone is happy, so the politicians, the district officials and everyone else they are happy …"* (Interview no. 2).

In substantiating further, participants explained that UPE frontline stakeholders, i.e., the UPE implementers were less motivated and had a more negative perception of the UPE programme, than UPE stakeholders at the national level (Interview no. 1, 3, 2, 6, 18, 10 & 15). Participants argued that those at the top giving instructions did not face the same challenges as those at the implementation level and were highly paid compared to the low-paid UPE frontline stakeholders (Interview no. 1, 6, 3, 10 & 15). In this regard, a school principal said that: *"… with less funds you can't pay all the teachers … it's difficult …"* (Interview no. 3). It was evident that frontline UPE stakeholders had motivation and attitude issues towards the current management of the UPE programme: *"the management is not good … no funding …"* (Interview no. 1)*.* As this study found, teachers' low motivation negatively impacted their school performance (Interview no. 1, 3, 6, 10 & 15).

In section 2.5.5.4, literature findings align with the above findings by indicating that the UPE programme implementation process is still facing several management and implementation constraints (MoES, 2017; UBoS, 2017). Sakaue (2018) and WB (2018) also supported the above views by indicating that UPE implementation in Ugandan primary schools still faces non-economic and economic barriers (see sections 2.4.1.3 & 2.5.5.4).

Participants pointed to the low wages, late salary payments and the lack of funding that created a nightmare for frontline UPE implementers (see section 2.4.1.4). As Datzberger (2018) argued, under good UPE management terms, teachers would require a higher pay and better teaching conditions (see section 2.7). In addition, as explained in sections 2.5.1 and 2.5.2, this research revealed that UPE teachers were less motivated and had developed a negative attitude towards UPE teaching due to low wages, not being paid on time and the lack of school lunches (Interview no. 3, 2 &

6). On the same note, as Ward et al. (2006) argued, some UPE teachers categorically refused to teach due to poor working conditions (see section 2.7)

In order to improve the teacher motivation, attitudes and performance, the participating DEO for District A, argued that provision of more UPE funding could be used to increase UPE teachers and headteachers wages, procure more UPE school materials and avail extra funds for schools to finance their day-to-day school needs without difficulties (Interview no. 1). As the MoES (2017) and WB (2018) contended, the high student enrolments for the UPE programme which leads to overcrowding in UPE schools, has led to many community members including parents having a negative perception of the UPE system. In this case, a participating school principal commented; *" … some look at UPE as a last resort …"* (Interview no. 1).

Taking stock of the above, as Burnet and Kanakuze (2018) and Waheduzzaman et al. (2018) argue, a bad attitude is a liability to stakeholder performance when implementing public policies, due to lack of willingness and skills, to engage with other stakeholders (see section 2.5.1). Furthermore, as indicated in section 2.5.1, these issues lead to less commitment, cooperation and dislike for the institution and what it stands for, with inefficiency of the entire system as a consequence (Waheduzzaman et al., 2018). In relation to UPE stakeholder performance and UPE outcomes, the WB (2018) and MoES (2017) contended that UPE management and implementation in Uganda was inefficient (see section 2.5.1)

In a nutshell, as indicated by the WB (2018) and MoES (2017) in section 2.5.1, it was evident that problems relating to UPE stakeholder motivation and attitudes were impeding efficient UPE stakeholder performance at the school level, with negative consequences for the efficiency of the UPE programme (Interview no. 1, 3, 4, 6, 8, 10, 15 & 18).

4.3.3.2.18 Insufficient UPE stakeholder collaboration and coordination

Most of the participants in this research, highlighted the importance of UPE stakeholder collaboration for the efficient management of the implementation of UPE policy in Ugandan primary schools under decentralisation (Interview no. 1, 3, 4, 6, 8, 11, 14, 15 & 19). They indicated some element of collaborating and cooperating with

other UPE stakeholders at different levels in order to be able to execute their mandates (Interview no. 1, 2, 9, 14 & 18). Frontline participants pointed out that they had to collaborate and coordinate with the parents, district administration and LG to facilitate efficient coordination in order to effectively deliver UPE in their respective primary schools (Interview no. 1, 3, 10 & 15).

As explained in Chapter 2, stakeholder collaboration is crucial for effective service delivery. In support of UPE stakeholder collaboration and coordination while managing and implementing UPE policy in Ugandan primary schools, the DEO commented that: *"The district works together with the MoES and the primary schools represented by SMC to ensure that UPE is well implemented …"* (Interview no. 2).

Participants at MoES and district level commented that they coordinated with other UPE stakeholders at the implementation levels to ensure that UPE frontline implementers had enough resources in order to successfully execute their UPE management and implementation mandates and obligations (Interview no. 2, 7, 8, 9, 10, 15 & 18).

During the researcher's interactions with the participants, the researcher noticed that problems of UPE stakeholder collaboration and coordination were more between UPE school principals, DEOs and the MoES especially in the area of securing financial resources or funding (Interview no. 1, 2, 10, 15 & 18). On the contrary, school principals talked of successful engagements and collaboration with students and their families (Interview no. 1, 3, 6, 10 & 15).

Most of the participants were of the view that under decentralisation, UPE stakeholder collaboration and coordination is vital for the efficient management of the implementation of UPE policy in Uganda (Interview no. 1, 2, 6, 10, 15 & 18).

Literature findings in section 2.5.5.3 correlate with the above propositions indicating that the MoES coordinates and collaborates with the district and school levels officials to ensure that UPE is well implemented (Kavuma et al., 2017; MoES, 2017; UBoS, 2017). This is further supported by the views of Kavuma et al. (2017) and Bitamazire (2005) as indicated in section 2.5.5.3. Furthermore, the researcher's understanding informed by the participants' views, is that because the management and

implementation of UPE policy in Uganda is decentralised and takes place at three different levels of the management and implementation process, robust stakeholder collaboration, coordination and engagement is vital for efficient UPE management and implementation in Uganda (Interview no. 10 & 15).

The above propositions take into account the fact that most of the interviewee participants narrated that the current level of UPE stakeholder collaboration and coordination under the current planning and organising UPE management framework is insufficient and impeding the efficient management of UPE implementation in Uganda (see sections, 2.5.5.3 & 2.5.5.3). Waheduzzaman et al. (2018) explains the benefits of stakeholder collaboration in boosting policy implementation efficiency (see section 2.7).

As participants also argued, poor coordination is considered to be one of the major problems impeding the successful implementation of UPE in Uganda (see section 2.5.5.3). This is because management uses coordination to enable operational efficiency by enhancing cooperation and collaboration among stakeholders and facilitates unity and working as a whole (see section 2.5.5.3).

Despite most of the interviewees commenting on the need to collaborate and coordinate and how they collaborate with other UPE stakeholder at the different UPE management and implementation levels, it was evident that UPE stakeholder collaboration and coordination was insufficient and needed to be improved in order to address UPE management and implementation challenges especially in the area of resource allocation.

4.3.3.2.19 Inadequate UPE stakeholder communication and cooperation

The interviewees commented on the important role communication plays in effective collaboration, coordination, engagement and cooperation with different UPE stakeholders in order to be able to execute their respective UPE mandates in relation to management and implementation of UPE policy (Interview no. 1, 2, 5, 8, 10, 14, 15 & 18). Despite the problems related to insufficient communication while managing the implementation of UPE policy in Ugandan primary schools as some participants had narrated, participants said they always tried to communicate with their counterparts

but faced many challenges (Interview no. 1, 4, 6, 10, 13 & 15). UPE school principals commented on ineffectively communicating with the DEOs and the MoES via the SMCs about the challenges they faced, but in most cases, got no positive reaction especially from the MoES (Interview no. 1, 10 & 15).

In addition, some DEOs and all school principals also commented on the ineffectiveness of the current levels of communication and limited cooperation that hindered effective coordination and collaboration especially with the MoES when it came to procuring and acquiring resources needed to implement UPE at the district and school levels effectively. In this regard, the DEO of District A commented that: *"… the only thing that has failed is the funding. Like now when we say that we want to recruit more teachers, they don't want to give … we are supposed to have 60 teachers appointed by the district but now we only have 16 teachers appointed … for the recruitment of teachers there's no cooperation and whenever we want to recruit the deputies, they are not appointed … that one also brings low morale … the wage bill is also a problem now … the government says we don't have the money …"* (Interview no. 2).

Despite the participants narrating that they tried to communicate and cooperate with other UPE stakeholders, most of them commented on the inadequacy of communication and cooperation between UPE stakeholders at the different levels of the UPE implementation process (Interview no. 1, 2, 10 & 15). The different messages about UPE policy by the politicians were also points of concern for the participants (Interview no. 1, 3, 6 & 15). A UPE school principal participant narrated that: *"… one politician says this about parental financial contributions and the other one says something different … very confusing …"* (Interview no. 3).

Poor communication between UPE stakeholders and the politicians who want to politicise the UPE programme for political gain and control its funding was evident when a participating UPE school principal narrated that *"… we have a problem of contradicting information from politicians … e.g. politicians saying no one should contribute anything to UPE, yet there isn't enough funding provided … etc"* (Interview no. 3).

It was evident that insufficient UPE stakeholder communication in the context of collaboration, coordination and cooperation between UPE stakeholders, concerned the participants (Interview no. 1, 3, 6 & 15).

According to literature review findings, for successful management of the implementation of public policy prescriptions, the importance of robust and effective stakeholder communication while managing the implementation of public policies is vital (see section 2.5.5.3). In support of the findings above, according to the MoES, (2017), the ministry uses communication as an organising management function to engage, collaborate, cooperate and coordinate and with the stakeholders at the district and school levels while managing the implementation of UPE policy in Uganda (see section 2.5.5.3).

Literature findings as substantiated in Chapter 2, indicate that communication is one of the most important management variables in the context of planning and organising, because it supports networking and collaboration among stakeholders by facilitating the transfer of information which is sometimes the basis on which decisions are made (see section 2.5.5.3).

The findings of this research are important in relation to prioritising and improving the key UPE management variables listed above in the context of UPE policy implementation management under the current UPE planning and organising management framework. Therefore, as explained in section 2.5.5.3, and as highlighted by the interviewees, for the successful management of the implementation of UPE in Ugandan primary schools, communication and cooperation need to be put at the centre of the current UPE planning and organising, management and implementation framework.

Taking stock of the above, based on the participants' views and the researcher's experiences, It was evident that communication, and cooperation between UPE stakeholders was inadequate and negatively affected or impeded the ability to effectively coordinate and collaborate to facilitate the efficient management of the implementation to the UPE programme in Uganda (Interview no. 2, 6, 10 & 15).

4.3.3.2.20 Inadequate UPE stakeholder engagement and consultation

Most of the stakeholders interviewed especially at the school and district levels, complained of not being consulted about formulating UPE policies and were sometimes ignored when they made requests to the MoES (Interview no. 1, 2, 3, 6, 10 & 15). This was manifested by a frontline UPE participant comment below: *"hmmm … failure to implement the directives, you get penalised by the district; they set policies without involving the implementors, so you find that most of the policies are out of touch and not implementable … e.g. someone sits in Kampala and sets a policy without knowing the situation they face …"* (Interview no. 1).

Almost all of the participant school principals said they made sure they involved all stakeholders in order to facilitate efficient implementation of UPE policies in their respective primary schools but faced some challenges (Interview no. 1, 3, 6, 10 & 15). However, some interviewees from the school level, commented on not being consulted and engaged when UPE policies are being formulated and the fact that district and MoES officials were in most cases not attending to their specific school needs (Interview no. 3, 6, 10,11 &15). It is also important to note that district officials also complained about not being engaged and listened to by the MoES officials in relation to their district demands (Interview no. 2, 7, 9 & 14). A school level participant commented that: *"… I involve stakeholders in implementing UPE and stakeholders come twice a week to supervise the school …"* (Interview no. 1).

The above account also indicates that UPE stakeholders at the lower level (implementation level) of the UPE implementation process were more willing to engage with other stakeholders than those at the top level especially at the MoES and district level (Interview no. 1, 3, 6, 10, 15 & 19).

All stakeholders at the UPE implementation level of UPE who were interviewed commented on being sidelined in the formulation and design of UPE policies; *"Schools are forced to accept policies without contributing to them ... not liking them ..."* (Interview no. 6).

Inadequate UPE stakeholder collaboration, coordination, engagement, consultation and cooperation between the UPE stakeholders, especially by the MoES, was

highlighted by one DEO in relation to requests and recruitment of teachers: *"… like now when we say that we want to recruit teachers they don't want to give … like the researcher say we're supposed to have 60 teachers appointed by the district but now we only have 16 … we never will make a request for the recruitment of teachers … there is no cooperation, and whenever we want to recruit the deputies they are not appointed … that one also brings low morale …"* (Interview no. 2).

In the same context, a school level participant commented that *"The government doesn't reach the grassroots when designing policies ... UPE guidelines don't change ... despite schools' challenges ..."* (Interview no. 6).

The above views are supported by literature review findings as indicated by the MoES (2017) which explain that while managing and implementing UPE policy in Uganda, many stakeholders especially those at the lower level or frontline level of the implementation process, are not fully involved in the UPE policy planning and organising (see section 2.7). This is further supported by Ward et al. (2006) who argued that because most UPE policies were enacted without taking into considerations the challenges the school level faced, after sensemaking, school level officials rejected or applied only those policies they found relevant and workable considering the challenges they faced (see section 2.7).

It was evident that inadequate UPE stakeholder engagement, coordination, collaboration, consultation and cooperation was seriously impeding the management and efficiency of UPE policy implementation in Uganda and needs to be improved. In this regard, participants suggested improving the current UPE planning and organising framework by more robust UPE stakeholder engagement, collaboration, consultation and cooperation while managing and implementing UPE policy in Uganda for better UPE implementation outcomes (Interview no. 1, 6, 10,14 & 19).

4.3.3.2.21 The macromanagement of UPE policy by MoES: Planning and organisational challenges

As part of the findings of this research, based on the participants' interview accounts, the MoES fulfills its mandate of ensuring that UPE policy is well managed and implemented in all UPE primary schools in Uganda (Interview no. 2, 10, 15 &18).

Participants from the MoES and the district level stated that the MoES was responsible for designing the UPE implementation guidelines, school budget guidelines and directives which were forwarded to districts and then to the UPE primary schools (Interview no. 2, 7, 8, 9, 14, 15 & 18). The MoES also supervised districts' performance and UPE primary schools through the district officials and SMCs. In this regard, one MoES participant commented that: *"In collaboration with the district level officials and the school level; school principals and SMCs, the MoES is able to fully monitor and supervise the UPE programme nationwide"* (Interview no. 18).

The DEO from one participating district and other participants had this to say: *"… now the researcher think the MoES has done what it's supposed to do, because: 1 They also monitor, they come down to the districts to see what is happening; 2 The MoES organises workshops for the DEOs on key issues in education. Then, there's also provision of scholastic materials and the textbooks and other stuff that is needed by the schools the only thing that has failed is the funding …"* (Interview no. 2). In addition, *"The MoES receives the school enrolment figures for each school through the district level and allocates funding through capitation grant based on the number of children enroled in each school …"* (Interview no. 5). *"Enrolment figures as a basis for the calculation of UPE capitation grants are forwarded to the Ministry of Finance for the authorisation of payments to the school accounts …"* (Interview no. 18).

According to senior interviewees from the MoES and the district level, the MoES supervises districts' performance and UPE primary schools through engaging, coordinating, monitoring and collaborating with the district's administrators and SMCs of all UPE primary schools in different districts of Uganda (Interview no. 2 & 18).

Most of the participants highlighted problems under the current UPE planning and organising by the MoES which is embedded in the top-down UPE governance model (Interview no. 1, 3, 6, 10 & 15). Issues of inadequate coordination, communication, consultation, motivation and UPE stakeholder engagements were reported by the participants (Interview no. 1, 2, 3, 6, 10 & 15). Participants especially from the frontline or school level, called for a bottom-up UPE governance model that involves robust stakeholder consultation and engagement, and addresses all the mentioned issues

faced by UPE frontline implementers under the current UPE planning and organising management framework (Interview no. 1, 3, 2, 4, 6, 10 & 15).

Literature review findings support the above participant views given that Bitamazire (2005) and Yan et al. (2007) contended that the MoES is the main actor and determinant of national policy and works in cooperation, coordination, collaboration, and communication with the local councils and districts officers (CAOs), parliament members, DEOs, SMCs, principals, founding bodies and NGOs (see section 2.5.5.3).

As explained by the MoES (2017) in sections 2.5.3 and 2.5.5.3, it uses the organising management function to macromanage the implementation of the UPE programme in Uganda. Based on the participants' interview accounts, *"The MoES plans and organises the implementation of UPE in Uganda … we work with local governments and SMCs to manage and implement UPE …"* (Interview no. 18). In combination with organising, the MoES applies strategic and operational planning as management functions while planning the implementation of UPE policy in Uganda (see sections 2.5.5.2 & 2.5.5.3). On the basis of this account and in consideration of the previous discussions, while managing the implementation of UPE policy in Uganda, the MoES plans, organises, collaborates, cooperates and coordinates with other UPE stakeholders at the different levels of the UPE implementation process under the current UPE planning and organising management framework (see sections 2.5.5.2 & 2.5.5.3).

Furthermore, as explained in section 2.5.5.3, under the current UPE organising as a management function, *"The MoES avails resources to the Local Governments and UPE primary schools in Uganda to deliver UPE"* (Interview no. 2, 9 & 18). As indicated by the MoES (2017), organising as a management function, involves roles and responsibilities that are assigned to respective individuals and the allocation of the required resources in order to achieve the institution's goals (see section 2.5.5.3). This is in line with the research findings based on participants' accounts, which also align with the requirements of specialisation, and are embedded in the planning and organising functions of management (Interview no. 1, 2, 10, 15 & 18).

Despite the achievements of the MoES in macromanaging the implementation of UPE in Uganda, some of the participants especially at the school level, commented on

problems with stakeholder cooperation, collaboration, communication, stakeholder involvement, corruption, stakeholder motivation and attitudes at the different levels of the management of UPE implementation (Interview no. 1, 3, 6, 10 & 15). This indicates that the current UPE planning and organising framework needs to be improved and is not efficient (WB, 2018). Therefore, a proper planning and organising roadmap needs to be drafted, taking into account all the organising variables (see section 2.5.5.3). Considering the explanation in section 2.5.5.3, organising consists of six basic principles: delegation of authority, specialisation, robust communication, coordination, centralisation and decentralisation, division of labour and span of control.

In a nutshell, it was evident in the participants' accounts, that the MoES macromanages the UPE programme implementation in Uganda (Interview no. 1, 2, 9, 10, 15 & 18). However, for better UPE management and implementation outcomes, the MoES must provide more financial resources and robustly engage, coordinate, communicate and collaborate with other UPE stakeholders while it is exercising its mandate (Interview no. 2, 10, 15 & 18).

4.3.3.2.22 High UPE student enrolment rates

Despite many participants commenting negatively on the high number of student enrolments in UPE primary school vis-à-vis the available school infrastructure and resources, some participants positively commented on the fact that, despite the challenges, the UPE programme is facing, it was attracting many students from poor families (Interview no. 1, 2, 4, 6, 10 & 15). In this regard, a frontline participant commented that *"UPE is for everyone without discrimination"* (Interview no. 1). The following participants' comments complemented the above propositions;

"The high student enrolments in our school, indicated that the UPE programme was for everybody …" (Interview no. 17).

"UPE schools' high student enrolments are an indication of the open access of the UPE programme for all children …" (Interview no. 1, 6, 7, 11 & 19).

"Yes, we have a high number of enroled students in our school more than private schools … to retain them and have them successfully complete primary school is a big challenge …" (Interview no. 1).

Literature findings in UBoS (2017) and MoES (2017) indicated that since the introduction of UPE, there has been a year-on-year increase in the NER (see sections 2.4.1.1 & 2.5.5.4). In relation to enrolments and in support of some participants' views, MoES (2017) and UBoS (2017) contended that UPE had registered some positive results (see section 2.5.5.4). In addition, according to MoES (2017) and Sakaue (2018), since its inception, UPE educational policy has led to an increase in gross primary school enrolments nationally especially in poor and rural areas (see section 2.4.1.3).

Considering most of the interview comments from the frontline UPE stakeholders, it was evident that the high student enrolments posed issues of classroom overcrowding and a lack of adequate school infrastructure because high student enrolments are not matched with the available school infrastructure (Interview no. 1, 4, 6, 10 & 15). In support of this view, the MoES (2017) was of the view that most of the UPE problems are a result of a massive increase in the number of pupils enroled under the UPE system vis-à-vis the available school infrastructure and primary school resources in Uganda (see section 2.4.1.4).

Despite some positive comments about open access to the UPE programme by the participants, this research also revealed that not all children have access to UPE (Interview no. 10, 15 & 18). As indicated in section 2.4.1.4, some participants commented that, in addition to other problems, there are no UPE schools in some areas of Uganda (Interview no. 18).

In relation to the above, as argued by the WB (2018) and explained in section 2.4.1.4, access issues were also reported for the disabled children, orphans without any form of parental support, and children from poor families. On the same note, literature findings in Sakaue (2018) and UBoS (2017) as indicated in section 2.5.5.4, align with the views of most of the interviewees who commented that some children were unable to afford scholastic materials, school uniforms and school meals which are supposed to be paid for by parents (Interview no. 1, 3, 6, 10 & 15).

Taking stock of the above views and propositions, participants were of the view that in order to improve the current UPE planning and organising management framework to effectively implement the UPE programme, the MoES needs to expand existing

UPE primary schools infrastructure and construct more schools in all districts and parishes in Uganda to facilitate the high UPE enrolment rates without overcrowding existing schools (Interview no. 1, 4, 10 & 14).

Therefore, it was evident that, despite some participants commenting positively on the ability of the UPE programme to attract many students especially those from poor families, many were also concerned that the high student enrolments were not being matched by the available school infrastructure and resources, which has led to classroom overcrowding, high teacher-student ratios and financial constraints (Interview no. 1, 3, 6, 10, 15 & 19). This analysis is supported by literature findings in the MoES (2017) and UBoS (2017) as indicated in section 2.4.1.1.

4.3.3.2.23 Inadequate monitoring, inspection and evaluation of UPE schools

Frontline UPE Interviewee stakeholders (schoolteachers and SMC members) commented on the monitoring, inspection and evaluation of UPE primary schools by the DIS as a way of managing the implementation of UPE in Uganda (Interview no. 1, 3, 4, 6, 11 & 15).

Participants at the district, local government, and the MoES narrated that the district administrations, through the DIS and in cooperation with SMCs, monitor and evaluate UPE primary schools' performance (Interview no. 4, 7, 8, 9 & 15). Many participants were of the view that more work needed to be done in relation the monitoring and evaluation of UPE primary schools (Interview no. 1, 2, 3, 6, 7, 10, 15, 17 & 19). In this regard, participants commented that:

"District officials go to schools to advise, monitor, assess and support UPE schools …" (Interview no. 2).

"The district inspector of schools ensures that all UPE primary schools are monitored and inspected, and fully comply with the UPE directives" (Interview no. 7).

" … Acting DIS duties include implementation of UPE education policies ... quality assurance ... Quality indicators are assessed ... DIS designs performance indicators ... Teachers lesson plans are assessed ... Assisting teachers how to handle a learning

concept in the classrooms to ensure quality ... Teachers giving back feedback ..." (Interview no. 7).

"… our teachers those already in the field are active, we have made them to be active because we always follow up what they're doing … monitoring inspections … so we monitor the performance of teachers …" (Interview no. 2).

"Funds for school inspection are provided … Ministry of Local Government and office of the Prime Minister assess service delivery ..." (Interview no. 7).

SMC also monitor and supervise their respective UPE primary schools. *"I supervise government UPE funds … how its spent … I lead the SMC … we supervise and monitor … We are involved in drafting the budget of the school"* (Interview no. 4).

The above views are supported by the MoES (2008) as explained in section 2.4.1.3 in relation to the roles and responsibilities for UPE stakeholders at the district level. As argued by the MoES (2008), and as part of the research findings, school principals and the DIS participant himself who is the DIS for District A, narrated that UPE primary schools are periodically monitored, evaluated and inspected to ensure that they are well managed by SMCs and school administrations. Furthermore he indicated that they had all that they required to deliver quality education, teachers were available, and were fully implementing all the UPE directives as instructed (Interview no. 1, 3, 6, 7 & 15).

However, some participants indicated that not all schools were inspected and monitored as required under the current UPE management framework, especially those schools in far rural areas (Interview no. 1, 6, 10 & 15). Participants at the school level commented on the lack of adequate school inspections and monitoring for compliance. On this issue, a senior interviewee commented that *"Inspection of schools ... inspectors not doing their job ..."* (Interview no. 10). According to the DIS for District A, this research also revealed that many districts in Uganda lacked enough motor vehicles and financial resources to effectively execute the task of monitoring, inspecting and evaluating UPE primary schools (Interview no. 7). These findings are supported by the MoES (2017) as indicated in section 2.5.5.4, and further supported in section 2.4.1.4.

Interviewees suggested that there is a need for the MoES to provide more financial resources to the DIS and SMCs to facilitate effective planning and organising of the monitoring, inspection and evaluation of all UPE primary schools (Interview no. 7, 10 & 15). As explained in section 2.5.5.3 and 2.4.1.4, considering the "decentralisation under centralisation" model of UPE management and implementation in Uganda, if districts and SMCs are empowered financially, all UPE schools could be frequently inspected, monitored and evaluated as argued by participants (Interview no. 1, 4, 6, 7 &10).

In a nutshell, it was evident that the inspection of schools can also help in identifying problems facing UPE primary schools and enable the right prescriptions in form of solutions or policy prescriptions to be allocated. The stated proposition was also supported by the DIS for District A (Interview no. 7). In addition, it became evident that although some UPE schools are inspected, monitored and evaluated, the MoES needed to provide more financial resources to district administrations (DIS) to facilitate the need to increase the monitoring and comprehensive inspection of all UPE primary schools especially in the rural areas of Uganda (Interview no. 7 & 15).

4.3.3.2.24 Poor implementation of UPE support programmes and initiatives

Participants at the district level commented on the importance of government programmes and initiatives in providing UPE support and ensuring that the UPE programme is well implemented in Uganda (Interview no. 2 &10). According to the DEO of District A, there are programmes that are set up to help in providing support for specific activities. These are government programmes such as the ECD, curriculum programmes, extra financial support, construction of school infrastructure (e.g. classrooms, latrines), UPE community sensitisation and teacher training (Interview no. 2). On this issue, some participants commented that:

"To support the successful implementation of UPE, the government has come up with different programmes …" (Interview no. 9).

"The government is doing a great job in supporting the UPE programme … but the major problem is the lack of funding …" (Interview no. 3).

One school principal from a large participating UPE primary school argued that despite the programmes to support UPE being in place, *"eehhh … the lack of sufficient funds by the government to finance them, made them irrelevant"* (Interview no. 3).

It was also evident that not all UPE schools benefited from the UPE programmes and initiatives with those in rural and underserviced areas at a disadvantage (Interview no. 1, 6, 10 & 15).

The Preprimary (ECD) programme was emphasised by the participants at the district level due to the fact that the "government supports preprimary education despite not openly funding it" (Interview no. 2, 4, 7, 10 & 15). The DEO participant from District A argued that *"… all UPE primary schools have an Early Childhood Development Centre"* (Interview no. 2). In this case, he narrated that: *" … every primary school has got an ECD which is the early child development centre. That helps these young children prepare for primary school That one is not government managed. It is managed by the parents. Parents pay the teachers that manage these young children who are prepared for primary. So, they go to primary school when they are actually ready"* (Interview no. 2).

District officials argued that the ECD prepares children for primary education and is vital for the supporting the UPE programme according to all the district level and some school level participants (Interview no. 2, 7 & 9).

However, it was obvious that none of the schools the researcher visited had an ECD centre for the three to five-year-olds (Interview no. 1, 6 & 10). Furthermore, it was evident that schools in rural areas benefited did not benefit from the ECD programmes and initiatives (Interview no. 1, 6, 10 & 15).

UPE primary school directives indicate that only children from six years of age can enrol in primary school and preprimary education is very important in relation to the child's performance at primary school level (Interview no. 1, 3, 6, 10, 15, 17 & 19). Furthermore, a participating school principal commented that: *"hmmm … ECDs are not government funded and are managed by the private sector"* (Interview no. 3). *"Many parents from rural areas are unable to pay for preprimary education training before primary school enrolment"* (Interview no. 1).

Interviewees especially from the district and national levels, commented on the presence of some government supported programmes or initiatives, that support the effective implementation of UPE policy under the current UPE planning and organising management framework (Interview no. 2, 5, 6, 7, 9,10 & 15).

In relation to the above, the UBoS (2017) and MoES (2017) as explained in section 2.4.1.4, indicated the existence of GoU policies, initiatives and programmes supporting UPE management, development and implementation in Uganda. These programmes range from ensuring sustainable financing for the UPE programme nationwide, infrastructure development, quality education, teacher training and student retention (see section 2.4.1.4).

However, this research revealed that some of these programmes as described by MoES (2017) and UBoS (2017) in section 2.4.1.4, do not exist on the ground in some schools or have been phased out but are continually reported as existing (Interview no. 1 & 15). The DEO of district A stated that each UPE primary school has an ECD (Interview no. 2). However, findings from some participants at the school level indicated otherwise (Interview no. 1, 3, 6, 10 & 15). In addition, this research revealed that ECDs or preprimary schools are not funded by the government as part of the UPE programme despite the enormous importance of preprimary education to the effectiveness of the UPE programme as postulated by the MoES (2017) in section 2.4.1.4. In this regard, some participating school principals commented that *"ECDs are managed by the private sector"* (Interview no. 1 & 3).

Furthermore, in relation to these findings, the participant from the UPE primary school in the urban area of District A, reported on the existence of some programmes supporting UPE implementation in his school in areas of the curriculum, teacher training and early childhood education (Interview no. 3). However, this was not the case for the UPE schools in the rural areas who reported that such programmes did not exist in their schools (Interview no. 1, 6, 10 & 15).

Considering the above accounts, the researcher's understanding is that some UPE primary schools especially those in the far rural areas and underserviced areas, do not benefit from these arrangements (Interview no. 1, 6, 10 & 15). This can be validated by the fact that there is a big gap between the performance of urban UPE

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primary schools and the rural UPE primary schools and UPE schools in the outlying areas as indicated by the WB (2018) and other literature findings (see section 2.4.1.4).

Taking stock of the above, this study revealed that despite the alleged availability of the UPE support programmes or initiatives, there is empirical evidence that they were not being implemented in all UPE primary schools, with those in rural or underserviced areas at a disadvantage (Interview no. 1, 6, 10 & 15). This is in line with the literature review findings by the WB (2018) and Sakaue (2018) highlighting UPE management and implementation challenges (see sections 2.4.1.4).

Therefore, as suggested by some of the participants and supported by the views of the MoES (2017) and UBoS (2017) in section 2.4.1.4, for the successful management of the implementation of the UPE programme, all UPE primary schools in rural, outlying and urban areas must benefit from the programmes supporting UPE implementation with an emphasis on the UPE schools in rural and outlying areas. In addition, considering the participants' interview accounts, the MoES (GoU) also needs to increase and introduce more relevant UPE support programmes to address the various challenges facing both urban and rural UPE primary schools as asserted by the WB (2018) and Sakaue (2018) in section 2.4.1.4.

4.3.3.2.25 Disparity in performance between urban and rural UPE primary schools (UPE rural schools performing poorly).

Based on most of the participants' interview accounts, most of the schools especially in the rural areas are poor and perform poorly compared to the schools in the urban areas (Interview no. 1, 2, 4, 6, 10, 11 & 15). This is confirmed by the research data as indicated below which indicates that UPE primary schools in rural areas face many financial challenges. An interviewee who is the head of a SMC and local government representative lamented that: *"UPE schools' performance in rural schools is very bad …"* (Interview no. 4).

Based on the interviews with all the participants, it was clear that rural primary schools were poor, understaffed and located in poverty-stricken areas and had a higher student enrolment characterised by many orphan students with few financial resources (Interview no. 1, 4, 6, 10 & 13). In this regard, an LG representative and

SMC member commented that: *"In rural settings ... teachers refuse to go there ... hence teacher shortage and poor performance in rural schools ..."* (Interview no. 13).

This research revealed that there were education and school performance disparities between UPE urban and rural primary schools, with rural schools being underserviced and performing worse than urban UPE primary schools (Interview no. 1,6, 10 & 15). These views are in line with the MoES (2017) and the WB (2018) reports, plus other literature findings as highlighted in sections 2.4.1.4 and 2.7.

In substantiating further, the MoES (2017), UBoS (2017) and Datzberger (2018) highlight challenges relating to UPE implementation in rural areas (see section 2.5.5.4). As this research revealed, rural UPE primary schools were also facing teacher shortages due to teachers refusing to go and teach there and other school related challenges (Interview no. 1, 2, 4 & 6). As partly indicated in section 2.4.1.4, most rural schools had untrained teaching staff and high student enrolments despite facing severe shortages of school infrastructure compared to urban UPE primary schools (Interview no. 1). In support of the participants' views, the MoES (2017) indicated that most UPE schools especially in rural areas, had very high enrolments despite having less infrastructure (see section 2.4.1.4). Some participants suggested that given high poverty levels in rural communities as indicated in sections 2.4.2.1 & 2.4.1.4, rural UPE primary schools needed to receive more funding if they were to address the extra challenges they face (Interview no. 1, 3, 6, 10 & 15).

Considering the above, as argued by the WB (2018) and Datzberger (2018) in section 2.7 and 2.4.2.1, the findings of this research highlight that the high poverty levels in rural communities; teachers refusing to go and teach in rural primary schools; lack of adequate school infrastructure despite high number of student enrolments; and the underservicing of UPE rural primary schools, have negatively contributed to the performance of UPE rural primary schools compared to urban UPE primary schools found in wealthier communities that benefit greatly from UPE arrangements. This takes into account the fact that the government is engaged in trying to fight poverty in Uganda (see section 2.4.1.4). Given that education can be used as a tool to eliminate poverty WB (2018) as indicated in section 2.4.2.1, this calls for the prioritisation of the special needs of rural primary schools and provision of more resources especially

finance, for the efficient implementation of UPE policy in rural primary schools in Uganda (see section 2.4.1.4). Furthermore, this calls for programmes to address issues of poverty and regional imbalances for the successful implementation of UPE policy in Ugandan primary schools (see section 2.5.5.4)

4.3.3.2.26 Low teachers' wages

The government pays UPE teachers' wages according to all participants' interview accounts (Interview no. 1, 2, 3, 6, 9, 10, 15, 18 & 19). The SMC and the school administration ensure that all teachers in UPE primary schools receive their wages (Interview no. 1 & 2). In this regard a frontline participant commented that *"The SMC coordinate with the district officials and local government representatives to ensure that teachers wages are paid and on time"* (Interview no. 19).

However, despite the efforts by the government to pay teachers wages as part of the UPE capitation grants, *"… teachers wages are too low … negatively impacting teachers' motivation …"* (Interview no. 2). *"Teachers are not well paid … they start doing side businesses … this reduces their time availability for school activities …"* (Interview no. 1).

In addition, despite the government paying the teachers' wages, participants complained about the fact that teachers' wages were too low despite teachers doing a lot of work, taking into account the high enrolment rate in UPE primary schools (Interview no. 1, 3, 4, 10 & 19). They argued that teachers were less motivated due to low wages and poor working conditions, having to teach many children and do a lot of work (Interview no. 1, 3, 4, 10 & 15).

In relation to low teachers wages one LG representative narrated that *"UPE schools are not functioning to the required standards, teachers receive very low wages and are not motivated to teach due to low wages …"* (Interview no. 8).

"Low pay of the teachers has affected the motivation levels ... The teachers' wages are too low ... The zeal to teach is lost ... motivation levels are very low ..." (Interview no. 14).

It was evident that low teachers' wages had a negative impact on teachers' motivation, attitudes and performance with negative consequences for the learner's outcomes and the efficiency of the management and implementation of UPE policy in Ugandan primary schools.

Taking stock of the above findings, the MoES (2017), WB (2018) and Grogan (2006) indicate that the low pay for UPE teachers, has precipitated teacher classroom absenteeism and refusal to teach (see section 2.5.5.4). This finding has very negative implications for learners' school outcomes given its impact on teacher motivation and attitudes towards UPE teaching related activities, with terrible negative consequences on the internal and external efficiency of the UPE programme (see sections 2.5.5.4). Furthermore as indicated in section 2.7, due to late payments and low wages combined with teaching too many students, UPE teachers sometimes categorically refuse to teach (Datzberger, 2018; Ward et al. 2006),

Furthermore, these findings align with the WB (2018:11) report indicating that, "teachers in Ugandan primary schools are in most cases absent from the classrooms and schools" due to various challenges (see section 2.7). Therefore, as suggested by the participants, the current UPE planning and organising framework has to consider increasing UPE funding and teachers wages for the successful implementation of UPE policy in Uganda primary schools given the negative impact it has on UPE education outcomes (see sections 2.5.5.4 and 2.4.1.4).

4.3.3.2.27 UPE school curriculum

Participants were of the view that the government has ensured that good quality UPE is delivered in all UPE primary schools countrywide through the provision of relevant school curriculum which emphasises skills training in UPE primary schools albeit not negating the challenges (Interview no. 1, 2, 5, 6, 10, 14 & 15). They capitalised on skills training as being a success and part of UPE curriculum (Interview no. 2 10, 11 & 15). Some participants argued that UPE curriculum effectiveness is evidenced by the fact that numeracy, writing and reading skills are high in Uganda due to UPE policy (Interview no. 1, 2, 6, 8, 9, 10, 13, 15 & 18). They argued that before UPE was introduced, there used to be high levels of illiteracy (Interview no. 2, 6, 10 & 17). On

this issue, the participating DEO for district A commented that *"… the government takes issues of school curriculum seriously …"* (Interview no. 2).

Furthermore, based on the participants' views, they also argued that skills training is provided under the current UPE curriculum. In this regard, the DEO for District A, and a school principal narrated that *"systematic curriculum … skills training is provided for the children …"* (Interview no. 2). *"Most of the children get life skills due to UPE education …"* (Interview no. 1).

On UPE curriculum; *"..the government came in with three elements; reading, writing and numeracy … if someone knows how to read and to write, that person in the community can be self-reliant can organise any business can trade … what the government wanted that the child who has completed P7 with our curriculum …"* (Interview no. 2).

In addition to the above, the DEO from district A also narrated that: *"… our curriculum is systematic, there is a component of skills training … even the teachers handle the curriculum so well, the child might not need to go to secondary to be self-reliant …"* (Interview no. 2).

However, an LG representative and member of the SMC stated that UPE school children still performed poorly compared to children from private schools, and many of them did not acquire the educational skills like ICT skills needed for them to succeed in life due to poor-quality UPE (Interview no. 4,10 & 15).

The above findings correlate with the report by the WB (2018) indicating that UPE and the general primary education subsector in Uganda, still produces very low student learning outcomes as evidenced in low levels of student performance in literacy and numeracy tests (see section 2.4.1.4).

The WB (2018), MoES (2017) and Grogan (2006) highlighted challenges that have negatively impacted the quality of UPE, student performance and learning outcomes (see section 2.5.5.4). Furthermore, according to UBoS (2017) and WB (2018), UPE school curriculum and the quality of education issues still remain despite the initiatives taken by the MoES to address UPE curriculum issues (see section 2.4.1.4). In this regard, as the MoES (2017), WB (2018) and other literature findings indicate that the

UPE system is considered to be still internally inefficient due to issues with UPE school curriculum that have led to poor-quality education (see section 2.6.2 and 2.5.5.4).

Although participants acknowledged the UPE curriculum challenges, most of the interviewees also commented on the fact that before UPE was introduced, there used to be high levels of illiteracy and numeracy as indicated in section 2.3 and 2.4.1.1, which have decreased since the introduction of UPE (Interview no. 1, 2, 10 & 15). As indicated by the WB (2018) and MoES (2017) in sections 2.4.3.1 and 2.7, it was evident that despite the improvement in literacy and numeracy, the quality of UPE school curriculum was still poor due to poor-quality education, and more work needs to be done; for example, as some participants suggested, by integrating ICT into the UPE curriculum and more focus being put on teaching math- and science-related curriculum which are considered to be more relevant to the educational needs of the community (Interview no. 1, 3, 6,10 &15). This view is supported by literature findings (see section 2.4.3).

4.3.3.2.28 Lack of school meals

Most of the participants were quick to point out the fact that school meals were vital for good educational performance of the children (Interview no. 1,2,6,14 & 15). For example; *". a hungry child can't learn properly … some of them even escape from school*" (Interview no. 1)*.

In addition, most of the participants argued that under the cost-sharing UPE financing arrangements, it was the role of the parents to provide lunch and other meals to the children (Interview no. 1, 2, 3, 5, 6, 10, 14, 15 & 19). In this regard, the DEO for district B pointed out that *" … the government encourages … requires that parents support their children by providing school meals* (Interview no. 9)*.

Most of the participants argued that because many of the UPE students come from very poor families, some parents are unable to feed their children and cannot provide school meals for their children. *"Sometimes some children go without eating anything the whole day … it badly affects their performance because they get so hungry … they can't follow all the classes"* (Interview no. 1)*.

As part of this research revelation, frontline level participants also highlighted that the parents were requested to provide meals for the teachers because the government did not provide funding for the teachers' meals (Interview no. 1, 3, 6 & 10). In this case, a rural school principal and the DEO for district A, commented that *"Some teachers are unable to perform their school activities properly because they are hungry …"* (Interview no. 1)*. " … government encourages parents to contribute money for children's lunch … Some schools are doing it, but other schools are failing because of those challenges connected to money …"* (Interview no. 2)*.

In substantiating the problem of lack of school meals in UPE schools, the participant DEO for District A commented that: *" … as we talk now out of the 200,000 pupils we have in primary schools in this district, only 45% were taking lunch 55% were not taking … you are getting it … .Taking porridge and solid lunch and we don't how it will be this year, we had a problem over the bad season so we don't know how things will be this year …"* (Interview no. 2)*.

The DEO from district A also blamed the school meals problem on bad seasons as mentioned above, by commenting that: *" … in some seasons, food is really scarce and schools are unable to obtain the food supplies they require"* (Interview no. 2)*.

Another participant narrated that: *"Lack of mid-day meals for children is problematic ... Need to provide meals to children and teachers ..."* (Interview no. 15)*.

The above findings correlate with literature findings in UBoS (2017) and UNICEF (2014) indicating that UPE is a cost-sharing arrangement whereby parents have to contribute to school utilities including the provision of school meals, with the government only paying tuition fees (see section 2.4.1.1).

This research revealed that due to high poverty levels, as Sakaue (2018) maintains in section 2.4.1.3, poor families and orphans are unable to provide school meals for their children which impedes their ability to concentrate and study due to hunger (Interview no. 2, 3 & 4).

It was evident that the lack of school meals for both children and teachers had a negative impact on the performance of the learners and the teachers with negative consequences for the efficiency of the UPE school system (Interview no. 1).

Participants were of the view that the government should provide funding for school meals given the fact that most of the UPE students were from poor families (Interview no. 1, 3, 6, 10 & 15).

4.3.3.2.29 Student and teacher absenteeism

UPE stakeholders especially at the school level commented on the fact that many students skip class and, in most cases, are completely absent from school for many reasons, ranging from family problems, HIV, poverty, early marriages, pregnancy, bullying and lack of motivation to study (Interview no. 1, 3, 6, 10, 11 & 15). Interviewees indicated that this was a big problem for the UPE school system as it had a negative impact on the performance of the children at school (Interview no. 1, 3, 6, 10 & 15).

In relation to the above, according to the WB (2018), more than 55% of schoolteachers in Uganda were absent from classrooms, while more than 30% were absent from schools over a year (see section 2.7).

In addition, the WB (2018) and MoES (2017) highlighted problems caused by student and teacher absentees including poor performance, school dropout and repetition, which have contributed greatly to the UPE system's internal and external inefficiency (see sections 2.6.1 2.5.5.4.3 & 2.6.2).

Similar to literature findings in section 2.5.5.4, participants blamed student and teacher absenteeism in UPE primary schools on the lack of motivation and negative UPE attitudes by teachers and students due to low wages, sickness (HIV), long-distance travel from school to home and vice versa, bullying, school violence and early pregnancy (Interview no. 1, 2, 4, 6, 10, 15 & 17). As Waheduzzaman et al. (2018) contended, these issues lead to less commitment and cooperation and a dislike for the institution and what it stands for, with inefficiency of the entire system as a consequence (see section 2.5.1).

In view of the above, and considering literature review findings in section 2.5.5.4, participants suggested that teachers and learners' motivation and attitudes needed to be improved through provision of more financial resources to provide financing for extra student support for the poor, increases in teachers' wages, eradicating HIV, and issues of bullying and school violence in UPE schools (Interview no. 1,3, 5, 6,10 & 15).

4.3.3.2.30 UPE school retention and dropout rate

Most of the participants were of the view that despite UPE primary schools helping many children to complete the primary school level, they were also facing high dropout rates because of many challenges facing the UPE system (Interview no. 1, 3, 4, 6, 12, 15 & 17). However, one school level participant said the *"school dropout rate in our school is not that high …"* (Interview no. 3)*.*

Some participating school principals blamed private schools that are taking away the children from UPE schools; others blamed high poverty levels, negative perceptions of the UPE school system, lack of school meals, children having to walk for long distances to get to school and early marriages (Interview no. 1, 3, 4, 6, 10, 14 & 15). In this regard, a school level participant argued that: *" … you see, a child has to travel a very long distance to get to school … they don't concentrate, they are always thinking about the long journey back home. In most cases by the time they get to school, they are already tired and can't study well … they end up giving up at a certain point …" " … due to the negative perception about UPE primary schools, some children leave for private schools, some dropout due to early marriages and family pressures to provide labour …"* (Interview no. 1)*.*

Furthermore, in the above context, participants, especially those at the district and school levels, commented on the fact that many UPE families have a lot of problems ranging from poverty to family conflict and cultural beliefs that led to early marriages and forced labour for boys (Interview no. 1, 2, 4, 6, 10 & 15). On this issue, some participants commented that:

"In some families, young girls are forced to marry early which makes it difficult for them to attend school and complete … so, they have to drop out" (Interview no. 1)*.*

" … children are dropping out so actually that one is also a common problem, many children are dropping out because of family issues …" (Interview no. 2)*.*

The DEO participant for District A further narrated that *"Children are marrying early … early marriages … Some families want cows, they make their children marry early … some children are forced into forced labour, child labour … but we see many children*

moving around the streets selling cakes, eggs, cakes whatever, but we're campaigning we are forcing children parents to take their children to school …" (Interview no. 2).

This research revealed that although most of the children managed to complete the primary cycle currently under the UPE programme, many children still dropped out especially those that were from very poor families, orphans, disabled and those that got pregnant while in school (Interview no. 1, 2, 6, 10, 11 & 15).

In agreement with the participants' views, the MoES (2017), Koski et al. (2018) and Sakaue (2018) contended that the UPE system had registered several successes in ensuring that all school-going children had access to free basic primary education due to reduced access barriers, although challenges remain (see section 2.4.1.1).

Furthermore, the MoES (2017), UBoS (2017) and WB (2018) were of the view that UPE is still characterised with a high rate of school dropouts, repetition, access and enrolment issues (see section 2.6.2). As explained in sections 2.4.2.1 and 2.5.5.4, participants commented on situations that were damaging the UPE school retention rate and increasing the dropout rate (Interview no. 1 & 10). In correlation with literature findings in UBoS (2017) and MoES (2017), this research revealed that these situations such as negative perceptions of the UPE school system, lack of school meals and children having to walk for long distances, negatively impacted the UPE school retention rate and increased the dropout rate.

It was evident that in order to increase the school retention rate and decrease the dropout rate, participants suggested that the current UPE planning and organising framework must address the above concerns, for the successful management of the implementation of UPE policy in Ugandan primary schools (Interview no. 1, 3, 4, 6, 9, 10 & 15).

4.3.3.2.31 USE access problems for UPE graduates

Some participants argued that access to USE is important because it facilitates the UPE programme and ensured that UPE graduates had free access to quality secondary education (Interview no. 2, 7, 10 & 15). However, some UPE graduates were unable to access USE due to abject poverty and some secondary schools asking for tuition fees (Interview no. 1, 2, 3, 6, 10 & 15).

Participants explained that after completing the primary cycle, children should continue to secondary school which is also provided free of charge under the USE policy arrangements (Interview no. 2, 10 & 15). In this regard, participants made the following comments:

"Through the provision on free secondary school education (USE), the government wanted to ensure that no primary school graduate fails to access secondary education" (Interview no. 17)*.*

"UPE children have access to USE after completing UPE … the problem is that secondary schools still ask for money which many students don't have … this leads to children not accessing USE …" (Interview no. 2)*.*

This study further revealed that, despite the GoU providing free access to USE for all qualifying Ugandans, some secondary schools still charged tuition fees from children which created access problems for poor children (Interview no. 1, 2, 3, 10, 15 & 19).

The above findings support the views of Masuda and Yamauchi (2018) and UNESCO (2015) who postulated that despite the high NER in relation to UPE in Uganda, which has led to a high demand for secondary education, USE is still unaffordable to many Ugandans (see section 2.4.1.1). The UPE school dropout rate also poses problems for the UPE programme efficiency as asserted by MoES (2017), given that those who drop out of UPE cannot benefit from USE (see section 2.5.5.4). The findings of this research revealed the fact that the poor implementation of USE policy has negative consequences for the implementation of UPE policy in Uganda (Interview no. 2, 6, 10 & 15). Therefore, given the coexistence of the UPE and USE policies, the MoES must ensure that USE policy is well managed and implemented in order to improve the management of the implementation of UPE policy in Uganda (Interview no. 2, 14, 10 & 15).

4.3.3.2.32 High poverty levels

Most of the participants commented on the negative impact family poverty has on the implementation of UPE in their respective schools, districts and nationwide (Interview no. 1, 2, 3, 4, 6, 10, 15, 17 & 19). Some participants were of the view that many families

were too poor to sustain their families. In this regard, some participants, commented that:

" … they can't afford to eat, pay for scholastic materials, school uniforms, textbooks and schools' meals for their children …" (Interview no. 1)*.*

"The problem of high poverty levels in homes … families have no means to take care of their children … too poor … due to poverty, some families can't afford paying for basic scholastic materials …" (Interview no. 2).

Most of the participants were of the view that high poverty levels in families were negatively affecting the ability of the children to complete the UPE primary cycle, despite its being "free". A frontline participant and other participants had this to say on this issue:

" … they need to buy school uniforms, scholastic materials and pay for school meals … many families can't afford any of them" (Interview no. 1)*.*

"It is unfortunate that communities are not changing. Committed status is not changing. Day by day poverty is biting" (Interview no. 2)*.*

" … but now the thing that is making UPE fail is poverty. Just imagine the family cannot buy exercise books for the children, it cannot feed the children …" (Interview no. 2).

" … families cannot afford basic materials for the children … .so what do you think the children would do …" (Interview no. 2)*.*

In agreement with the findings, UBoS (2017) and Datzberger (2018) were of the view that poverty had in many ways negatively affected the education subsector and UPE educational policy management and implementation in Ugandan primary schools (see section 2.4.2.1). Supporting the finding, Datzberger (2018) further believed that the general economic and political environment of the country is important for the successful implementation of educational programmes such as UPE (see section 2.4.2.1). Furthermore, considering the reports by the WB (2018), supporting the role of education in poverty alleviation, according to Datzberger (2018), the role UPE has played in poverty reduction in Uganda is not yet clear (see section 2.4.2.1).

Considering the above, as the WB (2018) maintained, and as explained in sections 2.4.1.1 and 2.5.5.4, this research revealed that due to high poverty levels, parents cannot afford to pay for scholastic materials, school meals and uniforms for their UPE children and as a consequence, some children had to drop out of school (Interview no. 1, 2, 3, 6 & 15).

Participants argued that the government (GoU) needs to empower communities financially and reduce poverty levels by improving the economic conditions in Uganda (see section 2.4.2.1). As explained in section 2.4.1.1 and 2.4.1.4 and as a part of this research findings, participants called for the government (MoES) to provide extra financial support as part of UPE financing to cover children who were from very poor families and orphans with no parental support (Interview no. 1, 3, 4, 6, 10 & 15). In addition, the GoU needs to financially empower families and improve the Ugandan economy in relation to the provision of jobs that can provide incomes to families. Adopting the above measures would improve the UPE school retention rate and significantly reduce the UPE school dropout rate for children from very poor families and orphans (Interview no. 1, 3, 4 & 6).

4.3.3.2.33 Negative perceptions of UPE

Many participants complained about the negative perceptions many people have about the UPE school system in Uganda despite high enrolments (Interview no. 1, 3, 4, 10 & 15). Parents sometimes refused to take their children to UPE schools because of this negative attitude (Interview no. 1). Because of this perception, many children did not attend school or skipped class (Interview no. 1, 3, 4, 6, 11 & 15). On the same note, an interviewee DEO for District A and other participants, commented that:

" … then parents have negative attitude towards UPE, like when we start the term only a few students report at the school … When the researcher went around town in a certain school I found out that out of the 700 pupils only 70 children are had shown up at the beginning of the term …" (Interview no. 2).

"In some case the negative attitude toward UPE school system can have a negative impact on a child's academic performance …" (Interview no. 1).

"Private schools are taking students away from UPE schools … private schools are perceived to be better than UPE schools by the community …" (Interview no. 1).

"People thinking it's a government programme as opposed to a people's programme …" (Interview no. 14).

Some participants in this research were of the view that due to the challenges UPE faces, for example; classroom overcrowding, poor-quality education, school violence, lack of instructional materials, low staffing and poorly trained teachers, many communities in Uganda have developed a negative perception of the UPE primary school system and have, in some cases, labelled it *"the last resort"* for parents to enrol their children after all other options are exhausted (Interview no. 1, 2, 6, 10 & 15). A participating school principal categorically asserted that**:** *"UPE primary schools seen as a last resort ..."* (Interview no. 6).

Considering the above, as indicated by the WB (2018), different challenges such as low pay and overcrowded classrooms caused negative attitudes about UPE leading to teacher and student absenteeism (see sections 2.7 & 2.4.1.1). Furthermore, UPE negative attitudes can also be linked to the assertion of Datzberger (2018) and Ward et al. (2006) that some UPE teachers refused to teach (see section 2.7). In addition, as presented in sections 2.4.1.1, 2.5 and 2.5.5.4, due to the negative perceptions about the UPE programme and the UPE-related challenges, this research found that it led to UPE low student attendance, dropping-out, late enrolments and skipping of class which negatively impacted student performance (Interview no. 1, 2, 4, 10 & 15).

It was also evident as indicated in sections 2.4.1.1, 2.5, and 2.5.1, that teachers' negative perceptions of the UPE programme because of low wages and late salary payments negatively impacted their performance and consequently contributed to the internal and external inefficiency of the UPE programme (Interview no. 1, 2, 3, 4 & 15).

4.3.3.2.34 Latecoming

Participants, especially at the frontline level, were of the view that due to the costs of schooling and negative perceptions of the UPE education system, some children did not turn up for school on time, hesitatingly enroled and many of them skipped class (Interview no. 1, 2, 4, 6, 10 & 15). Hence some participants commented that:

" … skipping of class and late registration hinders the academic performance of the children" (Interview no. 1)

"The first week, the school registered only about 80 or 70 pupils … low turn up … then enrolment improves in the second week …" (Interview no. 2).

In substantiating further, the DEO interviewee from District A, commented that: *" … We monitor the performance of teachers; the teachers are there and children are not there … so that is also another issue that is making UPE implementation a challenge …"* (Interview no. 2)*.*

Importantly, in relation to the above, this research also revealed that the reason for the increasing number of private primary schools in Uganda is partly attributable to the mismanagement and relatively poor performance of the UPE school system (Interview no. 1, 3, 6, 10, 14 & 15). Revelations of this research indicate that this has led to many parents enroling their children in private schools, thus contributing to the dropout rate in the UPE school system (Interview no. 1, 3, 6, 10 &15).

In alignment with the findings above, the UBoS (2017) and Sakaue (2018) asserted that many students from poor families were unable to meet UPE-related expenses and as a result did not participate, skipped, or quit schooling. In addition, as argued by UNICEF (2014), Sakaue (2018) and WB (2018), some issues make it unattractive for children to go to school (see section 2.5.5.4).

Therefore, as already explained in this chapter, it also means that the community sensitisation campaigns about the UPE programme are failing to attract and retain students (Interview no. 2 & 15). They need to be backed up by proper management of the implementation of the UPE programme for them to make sense to the community (Interview no. 1, 4, 6, 10 & 15).

4.3.3.2.35 General lack of ICT and electricity in primary schools

It was not surprising that all of the school principals commented on the lack of computers or ICT equipment and other forms of technology in their UPE primary schools (Interview no. 1, 3, 6, 10 & 15). The researcher was also able to confirm that none of the UPE primary schools visited during the research had any computers or

form of ICT infrastructure in them. The school principals all indicated that there was no funding for or provision of ICT equipment from the government. *"We have no electricity and computers"* (Interview no. 1, 3, 6, 10 & 19).

The UPE school principal participant from District A commented that: *"almost all schools in the rural areas have no electricity, computers and other learning aids … ."* (Interview no. 1). Most of UPE schools had to rely on other forms of power supply if capable of doing so, in order to provide lighting for schools at night, for example (Interview no. 1, 6, 10 & 15).

Frontline level participants argued that if they had constant electricity, they would be able to organise classes even at night to prepare students well for their exams (Interview no. 1, 3, 10 & 15). Due to lack of electricity for many schools in rural area and the intermittent power supply for schools in urban areas they were, in most cases, unable to organise late classes for students especially those who were about to sit for their PLE exams (Interview no. 3, 6 & 15). They also argued that the lack of electricity or power supply in schools negatively affected the students' performance because it deprived them of extra classes and learning (Interview no. 1).

It was obvious that the general lack of ICT infrastructure and equipment and electricity was seriously impeding the learning outcomes for UPE students, made schools unsafe at night and had negative consequences for the performance of the learners and the efficiency of UPE schools (Interview no. 1, 4, 6, 10 & 15)

Bundy et al. (2018) considered ICT to be an asset in the provision of quality education and the development of cognitive skills (see section 2.4.3). In support of the findings above, the MoES (2017) and UBoS (2017) as indicated in section 2.5.3, mentioned the lack of computers, internet connectivity, and infrastructure needed to support learning in UPE schools especially in rural areas. This analysis takes into account the fact that the GoU is trying to improve the ICT environment in UPE schools (see section 2.4.3).

Taking stock of the participants' views, it follows that, since the MoES macromanages the UPE programme implementation in all Ugandan primary schools (see section 2.4.1.3), the ministry needs to provide funding for ICT infrastructure and power supply

for all UPE primary schools especially for those in rural areas for the successful implementation of UPE in Uganda (see section 2.4.3).

4.3.3.2.36 Inadequate teacher training and performance

UPE teachers' training and performance was discussed by the interviewees as being one of the major problems facing the UPE school system despite the government monitoring teachers' performance (Interview no. 1, 4 & 10). However, participants generally commented that the MoES provided UPE teacher training and development programmes despite challenges (Interview no. 1, 2, 6 & 10). The government also monitored teachers' performance and penalised bad performance in order to root out nonperforming teachers (Interview no. 2). According to a participating DEO: *"The district enforces the Performance Assessment Agreement (PAA) for every teacher to agree to what they are going to do … their performance is assessed based on the PAA … teachers' performance is ranked, and good performers are rewarded … bad performers are penalised … e.g. not promoted and moved to rural areas …"* (Interview no. 2).

Furthermore, *"UPE teachers are ranked based on performance indicators … PAA"* (Interview no. 2).

A frontline participant argued that *" … the quality of UPE teachers was not good and has a negative impact on the quality of UPE education"* (Interview no. 19). It is therefore imperative, that teacher training is improved, for example by increasing the PTC access level to S.6 as opposed to S.4 as one of the LG representatives and an SMC member argued: *" … teacher training is very bad … the quality of teachers is not good enough … it now stands that after senior four (S.4), then two years of teacher training are provided … its now S.4 and then two years of the Primary Teachers College (PTC) … I suggest Senior Six (S.6), then two years of PTC and only joining after qualifying for university studies …"* (Interview no. 4).

In relation to teachers' performance, most of the interviewees were of the view that teachers' motivation was low due to poor training, low wages and late salary payments and had a negative impact on teachers' performance in UPE primary schools. *"some stakeholders like teachers are less motivated"* (Interview no. 9). LG representatives

and frontline level participants commented on the *"poor-quality of teacher training"* under the current UPE planning and organising management framework (Interview no. 4).

As argued by Burnet and Kanakuze (2018) and Waheduzzaman et al. (2018), stakeholders' skills and knowledge including that of teachers are vital for the efficiency of the implementation of the UPE programme in Uganda (see section 2.5.4). Importantly, according to the MoES (2008b), under the current UPE management and implementation framework, the school level (SMCs) and the district councils, facilitate the training and professional development of teachers (see section 2.4.1.3). In agreement with the findings, the WB (2018) indicates that, some of the UPE management and implementation challenges are related to poor teacher performance and training as evidenced by teachers' absenteeism and poor student learning outcomes which have negatively impacted the internal and external efficiency of the UPE programme (see sections 2.4.1.1, 2.4.1.4, 2.5.5.4, & 2.5.1). In relation to poor teacher performance, the WB (2018) stated that teachers in Ugandan primary schools were more often absent from the classrooms and schools compared to other countries in SSA (see section 2.7).

This research revealed that poor teacher training, low teachers' wages and late salary payments were evidently linked to poor teacher performance partly due to their negative impact on UPE teacher motivation, attitudes and performance (Interview no. 1, 2, 4, 6,10 & 15). This view corelates with the views of Datzberger (2018) and the WB (2018:11) as indicated in section 2.7.

Therefore, because of the vital importance of training teachers as indicated in section 2.4.1.4, it was evident that the MoES needs to improve teacher training programmes and boost teachers' motivation and attitudes through rewards and better working conditions for better performance (Interview no. 2, 3, 4, 6, 10 & 19).

4.3.3.2.37 Low staffing due to lack of trained teachers

A common comment that participants made in this research was that of the "poor teacher-student ratio", which they blamed on high UPE student enrolments versus the limited available number of teachers under the current UPE planning and organising

management framework (Interview no. 1, 2, 3, 7, 10, 14 & 15). All of the participants argued that the general lack of trained teachers was seriously impeding the efficient implementation of UPE policy in Ugandan primary schools. In this regard some participants commented that:

" … the lack of teachers negatively affects the performance of our learners and the quality of education …" (Interview no. 1).

"Due to lack of teachers, some teachers have to teach all the subjects …" (Interview no. 1 & 3).

"It's a class teacher system … few teachers … teacher-pupil ratio is very bad …" (Interview no. 1).

"Inadequate staff (teacher-student ratio) … you find that one teacher is handling 70 pupils …" (Interview no. 2).

The general lack of teachers was also highlighted by the DEO for District A, by commenting thus: " Like now at this time we're supposed to have 423 teachers now we have only 326 and it is supposed to be 425 for this week; do you know why? Others went away … teachers went away, others absconded … low staffing problems … some have died …". Furthermore, "families here don't take their children to become teachers … I mean those families that managed to take to the secondary school after completing S4 They take them to other courses not teaching, so families here don't allow their children to go to the teaching profession …" (Interview no. 2).

This research found that, under the current UPE planning and organising, the government recommends a 1:53 teacher-student ratio which is also considered too high (Interview no. 1, 2, 6 & 10). However, due to a high number of UPE children enroling which is not backed up by extra teacher recruitment, in some UPE schools the teacher-student ratio goes up to around 1:90 and above (Interview no. 1, 6, 10 & 15). On this issue, a frontline participant commented that: "The teacher-student ratio in UPE primary schools is very damaging, for example … most schools have a 1:90 teacher-student ratio …" (Interview no. 10).

In substantiating further, the interviewee DEO for District A commented that: *"1) The teacher-pupil ratio … one teacher is handling 1:53, which is too much; one teacher to 53 children it is too much. Every child cannot be reached by the teacher … it is making UPE not really well implemented … 2) Where the teacher is managing about 80 because of low staffing or few teachers that one is also a big challenge … most of the teachers recruited come from outside districts … 80% of the teachers recruited come from outside districts ..."* (Interview no. 2).

In addition, a participating frontline UPE stakeholder commented that: *"Staffing is limited, some teachers teach more than four subjects … some teachers are asked to teach subjects they know nothing about …"* (Interview no. 6).

In support of the participants' views, the MoES (2017) was of the view that UPE-related challenges were associated with high student enrolments vis-à-vis available school resources and infrastructure (see sections 2.4.1.1, 2.4.1.4 & 2.5.5.4). Furthermore, the WB (2018), MoES (2017) and UBoS (2017) mentioned the lack of trained teachers and poor-quality education in UPE schools (see section 2.6.2). Importantly, combined with low staffing, as indicated by the WB (2018), teachers' absenteeism and lack of motivation to teach in UPE schools is also concerning (see section 2.7 & 2.5.5.4).

It was evident that the lack of trained teachers had severe negative consequences for learning outcomes and the quality of UPE education (Interview no. 1, 6 & 10). Participants called for the training and recruitment of more teachers to match the high number of UPE student enrolments (Interview no. 1, 2, 4, 6, 10, 11, 14, 15 & 19).

In this regard, it was evident from the participants' accounts that the high teacher-student ratio which in some school was above 1:120 especially in rural areas, was very damaging and negatively impacted the quality of UPE education (Interview no. 1, 4 & 15). As explained in sections 2.4.1.1 and 2.5.5.4, it was clear that it was extremely difficult for teachers to meet all students' educational needs and due to being overwhelmed, some had quit teaching (Interview no. 1, 2 & 4).

In a nutshell, It became evident that given the negative impact the lack of teachers has on learning outcomes as part of the UPE internal environment as indicated in sections 2.5 and 2.5.1, it is imperative that the MoES takes into account the urgent

need to undertake some structural changes, train and recruit more well-trained teachers in order to meet the UPE teacher deficits created by high UPE student enrolments, backed up with higher wages to improve teachers' motivation, UPE attitudes and performance (Interview no. 1, 2, 6, 10, 11 & 15).

4.3.3.2.38 UPE access problems for the disabled and special needs children

Most of the participants commented on the lack of funding and support from the government to help financing the special needs of the disabled children. A school level participant commented thus on this issue: *"It is basically impossible for the disabled children to study well … we have no facilities and support to meet all their needs … ."* (Interview no. 1)*.*

According to the interviewee MoES senior official, it was due to the lack of empowerment of the parents of the disabled children to take their children to school; *"Special needs children are hidden by their parents, problem for UPE access ..."* (Interview no. 18)*.*

Other participants commented on the lack of facilities in UPE schools to facilitate the learning of the disabled and special needs children (Interview no. 1,3,4 & 10).

This research revealed that due to lack of the extra government support under the current UPE programme financing arrangements, disabled children and special needs children lacked facilities in UPE schools that can facilitate their learning, which meant that most of them were unable to attend UPE schools (Interview no. 1, 3, 4, 6 & 10).

In support of the above, as indicated by the UBoS (2017), according to GoU statistics, currently 12.5% of primary school-going children in Uganda are still unable to attend school with the orphans and disabled suffering the greatest disadvantage (see section 2.4.1.1). In further agreement with the findings, the MoES (2017), Koski et al. (2018) and Sakaue (2018) indicated that UPE access barriers still remained for many disadvantaged children in Uganda (see section 2.4.1.1). Furthermore, the UBoS (2017) indicated that most vulnerable groups had higher dropout rates than their counterparts within the UPE system (see section 2.4.1.1).

Considering the participants' views, it is evident that there is a need for the MoES to provide extra financial and material support, plus the building of facilities in UPE schools that can enable disabled and special needs children to attend, learn and remain in UPE schools so as to ensure equal access to UPE for all Ugandan children (Interview no. 1, 6, 10 & 18).

4.3.3.2.39 Underserviced regions

Participants indicated that despite the presence of UPE primary schools in all the districts in Uganda, some areas remained without any primary schools (Interview no. 4, 8, 10, 14, 15 & 18). In these areas, *" … it was difficult to deliver UPE education services to the people in areas with no UPE primary schools …"* (Interview 18).

Some interviewees were of the view that some areas or regions of Uganda had no or fewer primary schools which created UPE access problems for the children in those regions (Interview no. 6, 10, 15 & 18*).* A senior MoES official acknowledged that, there was a lack of UPE schools and services in some regions of Uganda which meant that UPE educational services were inaccessible to the people living there (Interview no. 18). He commented that: *"Some islands and areas of Uganda have no UPE schools ..."* (Interview no. 18)*.*

Literature review findings correlate with the above findings given that the MoES (2017), Koski et al. (2018) and Sakaue (2018) indicated that UPE access barriers still remained for many children in Uganda (see section 2.4.1.1). In agreement with the empirical findings, Sakaue (2018) and the WB (2018) contended that most of the children in Uganda who still lacked access to education were especially those in non-formal settings despite the GoU's attempts to address the problem (see section 2.4.1.4).

Therefore, based on the participants' suggestions and supported by literature in sections 2.4.1.4. and 2.4.1.1, on how to improve the current UPE planning and organising, it is evident that the MoES needs to ensure that all regions and areas of Uganda can provide access to UPE education for the proper implementation of the UPE policy (Interview no. 1, 4, 6, 10, 15 & 17).

4.3.3.2.40 Quality of UPE education

Most of the participants especially at the district and ministry level were of the view that UPE education was good despite the challenges it faces (Interview no. 2,14 & 18). The participants commented on the fact that majority of Ugandan can now read, count and write (Interview no. 1, 2 & 15).

On a negative note, most of the participants commented on the poor-quality of UPE education, despite the achievements of the UPE programme in relation to increasing numeracy and literacy levels in Uganda (Interview no. 1, 6, 10, 12, 15, 17 & 19). On a positive note, some participants gave an example of the increase in literacy and numeracy levels despite UPE challenges in Uganda (Interview no. 2, 9, 10, 12 & 15).

However, some participants especially the school principals and local government representatives, acknowledged that despite the improvement in the quality of UPE education as evidenced in the increase in the literacy levels, more work needed to be done (Interview no. 1, 3, 6 & 10). The head of an SMC and an LG representative argued that *" … many UPE students are failing national exams (PLE) despite getting good grades in class …"* (Interview no. 4)*.

In relation to the above, another participant argued that *"UPE uses local languages to teach up to P5 ... after P5, English is used ... challenges of language of instruction ..."* (Interview no. 8)*.

Some participants highlighted the shunning of UPE primary schools by the public as being due to the poor-quality of UPE education compared to private primary schools (Interview no. 1, 4, 10 & 15). Hence, a school level participant narrated that: *"Many people don't want to bring their children to UPE primary schools because they believe they perform poorly but are forced due to lack of funds …"* (Interview no. 1)*.

Another participant and an MoES official further mentioned: *" … bad perceptions about the quality of UPE education"* (Interview no. 5)

"Quality of education is a challenge set of the big numbers in the schools ... Pupil-teacher ratio is a problem ... Instruction materials are not yet fully in schools ..." (Interview no. 18).

Considering the above, the UNDP (2014) and the WB (2018) as indicated in section 2.4.1.1, contended that, due to many challenges, the quality of UPE education was declining and impeding the realisation of the (UN) SDGs.

In support of the interviewees, the UBoS (2017), MoES (2017) and WB (2018:11), as indicated in section 2.4.1.3, 2.5.5.4 and 2.7, contended that the lack of trained teachers, a very high teacher-student ratio 1:90 and above, the lack of instructional and scholastic materials, lack of textbooks, lack of ICT infrastructure in UPE primary schools, coupled with student and teacher school absenteeism and classroom overcrowding, all negatively contributed to the poor-quality of UPE education.

It was thus evident that the poor quality of UPE was a big problem for the UPE system and contributed to its inefficiency despite some positive remarks made by the participants (Interview no. 2, 9, 10 & 19). Poor-quality UPE precipitated a negative perception of UPE by the community. Measures to improve the quality of UPE were deemed necessary by most of the participants (Interview no. 1, 4,10 &15).

4.3.3.2.41 Misuse and misallocation of UPE funds

Considering the need to correctly use and allocate UPE funds, participants narrated that some UPE funds were misused and misallocated by some UPE stakeholders especially at the district and school levels (Interview no. 4, 10 & 15). In this regard, a local government representative and head of the SMC and other participants commented that:

" … Sometimes school UPE funds are squandered (part of it) … we try to ensure that UPE funds are spent appropriately and not misused for any personal gain …" (Interview no. 4).

"Funds are always not enough and much of it in some cases is squandered by some stakeholders … " … *"When the UPE funds are misused or squandered, the IGG [inspector general of government], follows up the case. Those involved are either suspended or indefinitely laid off …"* (Interview no. 4).

"Stakeholders are mired in suspicion ... e.g. the School Management Committee members sometimes want to share the capitation grants money ..." (Interview no. 19).

Furthermore, *"There's no transparency in funding process ... Schools getting less than what they are supposed to be getting … UPE funds always delay ... Funds are insufficient ... In some case a school with lower population get more money than a school with a higher population ... Some non-existing schools getting UPE money ... Some private schools getting UPE money ..."* (Interview no. 10).

In addition, a senior official participant from the MoES gave an example where the SMCs, school administration and district officials inflate the school enrolments figures in order to attract more UPE funding in the form of UPE capitation grants (Interview no. 18). He had this to say; the *" … challenge is getting the right enrolment figure because the schools can inflate the figures ... MoES can't conduct a head count ... UPE funds are inadequate ... yet some schools report high student enrolments, despite having low student enrolments in order to get more funding … it's a big problem because we can't do a headcount of enroled students in all UPE schools …"* (Interview no. 18).

It was understandable and evident that the lack of sufficient financial resources coupled with the misuse and embezzlement of the available UPE funding, was seriously impeding the efficient management and implementation of UPE policy in Uganda.

In relation to literature review findings, UBoS (2017) and Sakaue (2018) contended that UPE policy implementation has always been hampered by inadequate funds and funding-related problems to meet the required UPE implementation needs (see section 2.4.1.4). This takes into account that more funds are allocated to the UPE programme than any other programme within the education sector as argued by the MoES (2017) in section 2.4.1.4.

It was evident that given the limited funding the GoU allocates to the education sector (UPE subsector), the embezzlement and misuse of funds by some UPE stakeholders reduces the available funds for the financing of UPE which negatively impacts the efficient implementation of UPE (see section 2.4.1.4). Therefore, participants suggested that there is a need for the MoES to ensure transparency and follow-up on how UPE funds are spent and ensuring that UPE funds are well managed and well

spent while implementing UPE policy in Ugandan primary schools (Interview no. 1, 3, 4, 6, 8, 10 & 15).

4.3.3.2.42 Issues relating to the costs of UPE schooling

All of the participants commented on the fact that government UPE funding does not cover all school needs (Interview no. 1, 2, 3, 6, 10,15 & 19). According to the interviewees, school meals, scholastic materials, school uniforms and school renovations are not covered by the government by the UPE capitation grants (Interview no. 1, 3, 4, 10 & 15). *"Schools have many other needs"* that are not covered by the UPE cost-sharing arrangements including the UPE capitation grants provisions (Interview no. 1, 4, 6, 10 & 15). This view was supported by a participant who commented thus: *"Lunch for students and teachers, construction and renovation of school structures … is not included in UPE government funding"* (Interview no. 10).

Considering that UPE was initially meant to be cost free for all willing learners without discrimination (see section 2.4.1.1), most of the participants commented on the fact that UPE was not comprehensively funded and certainly not cost free, with negative consequences for attendance, enrolment and retention of children from very poor families and orphans (Interview no. 1, 2, 4, 6 & 15).

In this regard, a UPE school principal participant even stated that parental contributions could be requested for some other reasons depending on need: *"Parents still have to contribute in many ways to the education of their children"* (Interview no. 3). In the same context, other participants commented that:

"The government covers only tuition fees …" (Interview no. 1).

"Parents are still paying despite UPE being free ..." (Interview no. 14).

Importantly, this research also revealed that in some cases, students are requested to contribute in monetary terms; for example, towards the payment of teachers' salaries (Interview no. 3). This finding has negative consequences for the sustainability of the UPE programme.

The UBoS (2018) and Sakaue (2018) were of the view that, although UPE is tuition free and universalised, it is not completely free since pupils have to pay for school

materials and utilities which is a problem for poor families and orphans (see section 2.4.1.3). To substantiate further, UBoS (2017) and Sakaue (2018) argued that UPE additional costs and family-related challenges had negatively affected UPE enrolments nationwide and had precipitated school dropouts especially in poor regions of Uganda (see section 2.5.5.4).

Furthermore, in agreement with the findings, Burlando and Bbaale (2018:3) argued that "UPE generates different costs of schooling for children who attend the same school, live in the same community, but belong to the households that differ in their composition" (see section 2.4.1.3). Importantly, UPE is a cost-sharing programme between the GoU and the parents, in which the former pays the tuition fees and the latter contribute toward scholastic materials, school meals, school uniforms and others needs related to schooling (see section 2.4.1.1). As explained in section 2.4.1.1, and as part of this research findings, poverty-stricken families cannot afford to finance these school needs and other requested contributions, and the children end up dropping out of school (Interview no. 1, 2, 3, 6, 10 & 15). This seriously impedes the implementation of UPE policy in Uganda given the high levels of poverty especially in rural communities and the negative impact it has on school retention, dropout rate, enrolment and completion rates (see section 2.4.1.1, 2.5.5.4.1 & 2.5.5.4.2).

Considering the participants' views and suggestions, it is therefore evident that the MoES needs to provide sufficient funding or financial resources that finances all school needs and provide extra financial support for those children from very poor families in order for them to remain and complete school (see section 2.4.1.1, 2.4.2.1 & 2.4.1.4). Sufficient financial resources targeting those most in need would facilitate an efficient implementation of UPE policy Ugandan primary schools (Interview no. 1, 2, 3, 6 & 15).

4.3.3.2.43 Problems with UPE school infrastructures

According to most of the participants, the government finances the construction of UPE school classrooms and other required school infrastructure (Interview no. 1, 2, 6, 10, 11, 14 & 15). Despite the government efforts to provide the infrastructure needs of the UPE primary schools, the school infrastructure in UPE primary schools is considered inadequate to support the high number of UPE school enrolments currently experienced by most of the UPE primary schools (Interview no. 1, 3, 4, 6, 10 & 15).

Some participants claimed that due to inadequate classrooms, *"some schools have to teach students in shifts"* (Interview no. 1). In this regard, a school level participant argued that *"The school has big enrolments, yet we have small classrooms … "* (Interview no. 1).

Most of the district and school level participants claimed that due to open access of the UPE programme without any required tuition, UPE schools attract a large number of students (Interview no. 1, 2, 4, 6, 10, 15 & 19). Most of the schools visited by the researcher had few classrooms yet they had more than 600 pupils (Interview no. 1, 3 & 6). Due to large numbers of students in one classroom, there is a *" … poor classroom environment for students …"* (Interview no. 1)*.* This negatively impacts students' learning convenience and outcomes (Interview no. 1). A school level participant commented that: *"The school has big enrolments … we have few classrooms and latrines"* (Interview no. 1)*.*

Furthermore, most of the participants were of the view that UPE schools had high numbers of student enrolments, yet they had insufficient infrastructure to accommodate the enroled students (Interview no. 1, 2, 3, 6, 10, 13, 14, 15 & 17). School enrolments were not matched with the available school infrastructure, teachers, and government funding (Interview no. 1).

An interviewee school principal commented that *"Less teachers not enough ... one teacher teaching three classes ... too many students … limited classroom structures"* (Interview no. 11)*.*

In addition, participants commented on the problems associated with high enrolments without enough support to facilitate and meet the demands or requirements of the enroled children (Interview no. 1, 3, 4, 6, 10, 11, 14 & 15).

In relation to the above, a frontline level participant commented that *"Problem of feeding too many children … Some children haven't uniforms, no shoes, ... Water problems at school ..."* (Interview no. 11)*.* This research revealed that in some UPE schools, because the government does not provide funding for infrastructure renovations, some classrooms or infrastructure are completely out of order and cannot

be used to facilitate UPE-related activities (Interview no. 1, 6,10 & 15). Furthermore, *"There's also a general lack of sanitation facilities"*. (Interview no. 8)

UPE frontline level participants further revealed that UPE funding cannot be used to renovate school infrastructures under the current school budget guidelines; *"UPE guidelines for funding are very strict, they don't allow us to use some of the money for renovating school structures … some school structures are out of order and need to be renovated … government doesn't mind about school structures renovations … "*. (Interview no. 1).

Furthermore, *"The school infrastructure is not enough … e.g. school classroom desks are insufficient vis-à-vis the number of pupils … this is mostly in village UPE schools … "*. (Interview no. 15)

An SMC member and local government representative, made the following comment on the availability of sanitation facilities in UPE primary schools: *"Sanitation is average with the help of NGOS … without NGO support most schools would lack average sanitation facilities … little can be done without NGO support …"* (Interview no. 4)

Most of the school principals who participated in this research highlighted the lack of adequate school infrastructure in their respective schools that matches high student enrolments. Some participants commented that:

"There's a general lack of school infrastructure in UPE primary schools …" (Interview no. 17).

"UPE funding does not provide for school buildings renovations … School structures are not good ... and get damaged during the rainy season … Sports facilities are not available ... school premises not secure" (Interview no. 11).

It was evident that there was a general lack of UPE school infrastructure to meet the high student enrolments demands and requirements, with negative consequences for the efficient management and implementation of UPE policy in Ugandan primary schools (Interview no. 1, 3 & 6).

In support of the findings above, the MoES (2017) argued that, despite the GoU commitment to provide school infrastructure as explained in section 2.4.1.4, UPE

schools are unable to accommodate large number of students due to limited school infrastructure especially for classrooms, teachers' housing and latrines.

As indicated in section 2.4.1.1, due to UPE high enrolments, classrooms became overcrowded coupled with a shortage of trained teachers leading to conducting classes in shifts. This means that the quality of education and the ability of learners to concentrate and learn effectively is seriously impeded (see section 2.4.1.1).

In support of the above propositions, Sakaue (2018) and the WB (2018) argued that UPE implementation in Ugandan primary schools, still faces non-economic and economic barriers (see section 2.4.1.3). It was evident that the large numbers of student enrolments could not be accommodated in the available classroom infrastructure, which forced some students to study outside and led to classes being conducted in shifts especially in rural areas (Interview no. 1, 6, 10 & 15).

The lack of adequate school latrines as argued by the MoES (2017) and as explained in section 2.4.1.4.12 needs to be addressed. This issue also posed a big problem for UPE schools as manifested by this comment: *"it is difficult to maintain school hygiene under these circumstances"* (Interview no. 1)*.* It is therefore evident that the problems emanating from the lack of school infrastructure, can impede the efficiency of the UPE school system in many ways (see section 2.4.1.1). Hence the need for the MoES to consider the construction of more UPE school infrastructure to match the school enrolment especially in rural areas that are underserviced.

4.3.3.2.44 Lack of teachers and students' accommodation

Most of the participants especially the school principals complained of UPE primary schools lacking teachers and student accommodation (Interview no. 1, 3, 10, 15 & 19). On this issue, one school principal had this to say: *"They don't consider teacher accommodation; one can't tell where teachers stay because they don't have teachers' quotas. Some teachers stay very far from the school … this means that some teachers are already tired by the time they get to school, and it is difficult to manage time efficiently in those circumstances …"* (Interview no. 1).

"Teachers' accommodation is a big issue; teachers have to commute from far ... and in a rainy season they don't attend classes this affects children learning ..." (Interview no. 18).

It was evident that the lack of teacher and student accommodation in UPE school had a negative impact on the performance of students and teachers especially for those that have to commute to school from very distant places (Interview no. 1 & 15). The lack of teacher and student accommodation was highlighted by most of the frontline level UPE participants as an impediment to the efficient functioning of the UPE schools. This research revealed that UPE teachers and students had to commute every day from their homes to their respective schools despite some living very far away from the school (Interview no. 1, 3, 4, 6, 10 & 15). Considering the findings of this research, it can be deduced that because some teachers and students commute long distances to school, this can negatively impede their performance given the fact that in most cases they are already tired by the time they get to school (Interview no. 1, 2, 4, 10 & 15).

In agreement with the findings, despite the GoU initiative and programme to provide school infrastructure as indicated in section 2.4.1.4.12, the MoES (2017) highlighted the continued lack of teacher housing, school infrastructure and latrines in UPE schools. As argued by the WB (2018), given the various challenges causing teacher and student absenteeism, the MoES needs to accelerate the general provision of UPE infrastructure critical to the teachers and student's performance (see section 2.6.2 & 2.4.1.4).

Considering the above, participants were of the view that an enhanced and well-funded programme for construction of teachers' quotas and student accommodation in all UPE schools as indicated in section 2.4.1.4, would solve the problem above and enhance teacher and student performance and improve UPE policy implementation efficiency in Ugandan primary schools (Interview no. 1, 3, 4, 6, 10, 14 & 15).

4.3.3.2.45 Politicisation of the UPE programme and contradicting messages

To a large extent, all the participants highlighted the fact that UPE was a political programme because some politicians used it for political gains (Interview no. 1, 4, 6,

10, 14, 15 & 17). Frontline level participants indicated that some politicians were not concerned about the successful implementation of the UPE programme, with some citing the fact that politicians did not enrol their children in UPE primary schools and took them to private schools (Interview no. 4 &15). One school principal from a struggling UPE primary school had this to say: *"We have problems with contradicting messages; e.g. … "President Museveni says no child should pay money, yet they don't provide enough funds … Schools being built on private land and owners come to claim ownership … UPE says no money should come from the parents … yet the money is inadequate … UPE demands are made but no facilitations to meet them …"* (Interview no. 1).

As an indication that this was a real problem for the UPE implementers, another school principal and a DEO participant also mentioned a similar problem:

" … we have a problem of contradicting information from politicians … e.g. politicians saying no one should contribute anything to UPE, yet there isn't enough funding provided … etc." (Interview no. 3)

"Now whenever the top at the ministry, when they say no, the parents don't have to pay anything the government is paying for the children … let the ministry strictly say that the parents should support the children in schools not politicising it …" (Interview no. 2)

It was evident that indeed some politicians were politically benefiting from UPE in terms of votes especially from those who cannot afford to take their children to private schools (Interview no. 4, 10 & 15). Importantly, in relation to the above findings, the MoES uses effective communication and the unity of command as part of UPE organising, to effectively macromanage the UPE programme implementation in Uganda under decentralisation as argued by Kavuma et al. (2017) and MoES (2017) and as part of UPE management and implementation framework (see section 2.4.1.3).

In this regard, participants commented on the conflicting messages about parental contributions to UPE funding which negatively affected the management of UPE implementation because it distorted the unity of command under decentralisation and delegation of authority (see section 2.5.5.3).

Given the importance of the unity of command while delegating authority during policy implementation as indicated in section 2.5.5.3, there was a common understanding among the participants for the need for not politicising the UPE programme by those in government and ensuring that no conflicting messages about UPE policy were made (Interview no. 2, 6, 10 & 19). In this regard, it was evident that the MoES needs to strengthen its UPE policy communication department and networks to enhance the unity of command as it macromanages the UPE programme to ensure efficient UPE management and implementation (see section 2.5.5.3).

4.3.3.2.46 UPE HIV-related problems

All the interviewed UPE school principals and some district officials, commented on the fact that some enroled UPE children had HIV and many were orphans (Interview no. 1, 2, 3, 6, 10 & 15). Participants narrated that this was a serious impediment for them to study like other children, and the lack of government funding and support for HIV-infected children made it difficult for the schools to support the children to stay in and complete school (Interview no. 1, 6, 10, 14 & 15). A school level participant commented that there was *" … no government funding available for HIV positive students from the government … only NGOs support"* (Interview no. 1).

However, they all stressed that NGOs were providing the help required to finance the needs of the HIV-infected students and their families. The participants argued that HIV-positive students were facing some difficulties and needed more help including help from the government (Interview no. 1,3, 4, 6, 10 & 15). In this regard, a school level participant uttered that: *"With HIV, we have few cases. When enroling children, they are asked about their health status or issues …"* (Interview no. 3)

Considering the above findings, sections 2.4.2.4 and 2.5.5.4 highlight the problem of HIV in Ugandan primary schools. It is argued that despite the improvement in the fight against HIV in Uganda, HIV/AIDS still threatens UPE primary schools by reducing school enrolments, increasing school dropouts, causing the death of teachers and creating orphans.

This research also revealed that there were HIV cases among UPE schoolteachers which negatively impacted UPE school staffing and teacher performance with severe

consequences for the learning outcomes for learners, according to most of the frontline level interviewees. *" … HIV makes the teachers sick and unable to come to school and teach"* (Interview no. 1)*.*

In alignment with the participants' views, the MoES (2017) and Ssewamala et al. (2018) contended that HIV/AIDs was still an impediment to the effective UPE policy management and implementation in Uganda (see section 2.5.5.4). According to Ssewamala et al. (2018), Strickland (2000:1), UBoS (2017) and UNICEF (2014), HIV affected schoolteachers' performance, reduced school enrolments, increased school dropouts, eliminated educational planners, parents, teachers, and created orphans without support (see sections 2.4.2.4 & 2.5.5.4). In this regard, participants narrated that teachers with HIV were unable to perform their school duties efficiently due to being sick, absenteeism and stigmatisation (Interview no. 1, 10 & 15).

As argued by Ssewamala et al. (2018) and explained in section 2.4.2.4, and in support of the research findings that emerged from the interviews, literature findings indicate that the lack of government funding for supporting the HIV orphans whose family burdens shifted to them after the death of their parents from HIV made it difficult for the children to enrol, stay and complete primary school without any support. This happened despite some NGO and donor support (see section 2.4.2.4). According to a school principal, *"there is no government funding provided for children with HIV"* (Interview no. 1). Therefore, the interviewees called for targeted government funding in addition to NGO support for children with specific needs, especially those with HIV, in order to ensure that they can get what they need to sustain them in school without having to drop out (Interview no. 1, 3 & 6).

4.3.3.2.47 Poor implementation of UPE policies at the school level

Most of the participants at the school level commented that, in some cases, they were unable to effectively comply with and implement the UPE policy directives due to very challenging environments, and in most cases, they were adjusted to meet their specific school needs (Interview no. 1, 6, 10, 11, 15 & 17). UPE school principals who participated in this study blamed the situation on the lack of consultation and engagement with them by the MoES and district education administrations (Interview no. 1, 6, 10 & 15). As an indication of frustration, an interviewee school principal

narrated that: *"They don't consult us when designing the UPE policies and many UPE directives can't be implemented in our school environments due to their irrelevancy …"* (Interview no. 1)*.*

Due to lack of consultation during UPE policy formulation, UPE macropolitics is sometimes caught up in UPE primary schools' micropolitics (see section 2.7). This proposition is supported by the comment of a participant UPE school principal who argued that *"some schools fail to implement UPE directives due to inapplicability of UPE policies in their school environments … failure to implement the directives, you get penalised by the district; they set policies without involving the implementors, so you find that most of the policies are out of touch and not implementable …"* (Interview no. 1).

It was evident that UPE primary schools faced different challenges from poverty levels to HIV within different environments; for example, rural UPE primary schools faced different challenges compared to urban UPE primary schools (Interview no. 1, 2, 4, 6, 10 & 15).

Taking stock of the participants' views above, there is empirical evidence that a gap exists between policy and practice while managing and implementing UPE in Uganda, due to lack of frontline stakeholder consultation while formulating UPE policy (see section 2.5.3). As Waheduzzaman et al. (2018) argued, due to not being consulted, attitudes of the policy implementers especially at the lower level, could lead to poor general outcomes of the policy or policies to be implemented (see section 2.5.3). In this regard, in agreement with the findings, according to the MoES (2017), stakeholders at the lower level of UPE policy implementation under decentralisation, were tasked to implement UPE policies as instructed despite not being consulted (see sections 2.7 & 2.5.3). As Sakaue (2018) argued, some schools were charging extra fees from UPE students which contradicted UPE policy. Hence the macropolitics ended up being caught up in the micropolitics of UPE primary schools (see section 2.7).

In relation to the findings, the UBoS (2017), MoES (2017) and Ward et al. (2006) explained that UPE district and frontline stakeholders were tasked with UPE implementation, and often operated in the midst of constraints of limited resources

including funding, confusion due to ambiguous policies and increased student enrolment which led to poor UPE implementation at the school level (see section 2.5.3 & 2.7).

Furthermore, as an indication of UPE implementation mismanagement, the participants' experiences contradicted the assertions of MoES (2017) and Kavuma et al. (2017) in stating that UPE policy management and implementation in Uganda was based on the responsible participatory and accountability mechanism of governance and management (see section 2.5.3).

Considering the UPE stakeholders' experiences, it was evident that the lack of frontline UPE stakeholder consultation while planning and formulating UPE policies, has negatively impacted the ability of UPE frontline stakeholders at the school level to effectively implement all UPE directives due to the different challenges they face. Hence participants called for a UPE planning and organising management framework that prioritises UPE stakeholder consultation, engagement and coordination for the efficient management of the implementation of UPE policy in Ugandan primary schools (see section 2.5.3 & 2.7).

4.3.3.2.48 Lack of job opportunities for UPE graduates

This research revealed that many UPE graduates were unable to find work as UPE graduates and as secondary school graduates which threatened the UPE programme (Interview no. 1, 6 & 15). In this regard, a DEO for district A commented that: *"The problem is that job opportunities are scarce and many complete schools but cannot find jobs … Skills training is necessary to help children become entrepreneurs due to joblessness …"* (Interview no. 2)*.

Most of the participants narrated that UPE graduates and those who dropped out of school have almost no chance of finding work in the current Ugandan labour market (Interview no. 2, 4, 6, 8, 10 & 15). *"There are no jobs for most of the graduates …"* (Interview no. 1).

It was evident that the lack of job opportunities for UPE graduates had a negative impact on the learner's motivation in relation to UPE schooling (Interview no. 1).

In relation to the findings above, Datzberger (2018:133) posited that the successful implementation of educational programmes such as UPE largely depended on the general economic and political environment of the country as observed in Uganda and elsewhere (see section 2.4.2.1). The WB (2018) considered the Ugandan economy to be poor especially in the rural areas, despite some improvements (see section 2.4.2.1). As already discussed in this chapter, high poverty levels in Uganda especially in rural communities, seriously impede the management and implementation of the UPE programme. Importantly, Datzberger (2018) contended that the impact of UPE policy on poverty reduction in Uganda was not yet clear (see section 2.4.2.1).

Furthermore, some participants narrated that due to the poor performance of the Ugandan economy and other challenges, many graduates were unable to find work (Interview no. 1, 2, 4, 6, 10 & 15). Literature findings highlighted that, in underserviced and outlying areas plus areas affected by conflicts, the economy was paralysed with negative consequences for job seekers and poverty alleviation (see sections 2.4.2.1, 2.4.2.2 and 2.4.2.3).

While acknowledging the imperfect state of the Ugandan economy, participants suggested that it was important for the MoES to ensure that the quality of education was enhanced, and skills training was emphasised during UPE so that children can become entrepreneurs and not just job seekers (Interview no. 2,10 & 15). It was evident that a UPE planning and organising management framework that focuses on skills training, supported by high-quality UPE education and a well-managed Ugandan economy that can generate jobs and economic activities for graduates is needed for the efficient implementation of the UPE programme (see section 2.4.1.4).

4.3.3.2.49 Over-aged students, pregnancy and school violence

Most of the school principals commented about the fact that there are older students enroled for entry into primary school despite being too mature for entry into primary schools (Interview no. 1, 3, 6, 10, 11, 15 & 17). Frontline UPE stakeholders blamed this on UPE open access policy because; *" … no student can be sent back home under the UPE programme"* (Interview no. 1)*.*

School principals also highlighted the problem of pregnancies at school; *" … the girl gets pregnant but can't be sent way because it is UPE … some even give birth and after giving birth they return to schools … some students are too mature for the primary school level …"* (Interview no. 1)

Several frontline participants commented on the fact that some students were far above the normal primary school entry age (Interview no. 1, 3, 6, 10, 15 & 17). For example, one school principal argued that *" … it created a lot of problems in relation the behaviours of the younger students who picked up bad habits from the mature students in the same class … bullying is also one of the bad behaviours by over-aged students"* (Interview no. 1)*.*

Participants' views correlate with literature review findings as indicated by the UBoS, (2017) that in some UPE schools, large numbers of new students in level one were adults who were far above the normal primary school entry age (see section 2.4.1.3.1).

In relation to problems of bullying as indicated by the participants; in section 2.5.5.4, Devries et al. (2018) indicated that the problem of bullying, school physical violence among school pupils and teachers in Ugandan primary schools, needed to be addressed given its negative impact on school attendance.

This research revealed that due to open access policy and no age limit for admission to UPE, many children who enroled were much older and far too mature for primary school level (Interview no. 1,3,6,15 & 17). This increased cases of pregnancy, bad behaviour, bullying and other forms of school violence (Interview no. 1, 6 & 10). This made some children skip school due to fear of being bullied (Interview no. 1 & 6). Section 2.5.5.4 highlights the problem of bullying and its negative impact on school attendance and the efficiency of the UPE programme.

Therefore, most of the interviewee school principals called for the MoES to adopt a UPE planning and organising framework that takes into account issues of over-aged students, for example; by not mixing young children with over-aged children in the same class and banning any form of school violence in UPE primary schools (Interview no. 1, 3, 6, 15 & 17).

4.3.3.2.50 Inadequate UPE stakeholders' skills and qualifications

During the interviews, some participants, especially school principals, commented on the lack of qualified or skilled personnel to manage the UPE programme at the ministerial and district levels (Interview no. 6, 10, 15 & 17). This is because; *"some people are just appointed without any qualifications in managing educational programmes …"* (Interview no. 6)*.*

In addition to the above, a school level participant further argued that *" … Some people managing the MoES, are not qualified e.g. some military officials taking up educationist jobs ..."* (Interview no. 6)*.* It was argued that due to their lack of qualifications and skills in education management, they were mismanaging the implementation of the UPE programme in Uganda (Interview no. 6 & 15).

Participants also commented on the fact that some school principals were not well qualified for their positions and pointed to corruption (Interview no. 10 & 15). One participant argued that *"school headteacher should be adopted on basis of merit ... and not just promoted"* (Interview no. 10)*.* Unqualified school principals were mismanaging UPE schools (Interview no. 6, 10 & 15).

Considering the participants' views, as indicated in section 2.5.4, stakeholder's skills and knowledge are important variables while managing and implementing public policies (Burnet & Kanakuze, 2018; Waheduzzaman et al., 2018). In this regard, the MoES (2017) indicated that some UPE stakeholders especially at the lower levels were inefficient due to lack of training, and the span of control within the UPE implementation structures was still challenging and worrying (see section 2.5.5.3.7). This literature findings align with the comments made by some of the interviewees who commented on the poor-quality of human capital in relation to the lack of skills and qualification by UPE educational managers and school principals not appointed on the basis of merit (Interview no. 1, 4, 6 & 15).

In the context of the above and in agreement with the participants' views, Ward et al. (2006) argued that, in many cases, UPE teachers are promoted to principals and then to commissioners and district officials without going through the required training. This had to do with corruption, tribalism and lack of accountability (see section 2.5.4).

Furthermore, the MoES (2017) indicated that deficiencies existed in relation to the skills required and knowledge of UPE stakeholders responsible for the management and implementation of the UPE programme in Uganda (see section 2.5.4). This is because their lack of education management qualifications and skills, negatively impacted how they managed UPE schools (see section 2.5.4).

As explained in sections 2.5.4 and 2.5.5.3, this research revealed that unskilled and unqualified government education managers, planners and UPE school principals responsible for planning and organising the implementation of UPE in Uganda, had, in many ways, impeded the efficient management of the implementation of UPE policy in Ugandan primary schools (Interview no. 1, 4, 6, 10, 15, & 19). Hence participants suggested an adoption of a merit-based recruitment policy for UPE educational planners, organisers and school principals as indicated in section 2.5.4, qualified well enough to efficiently execute their specific UPE management responsibilities and mandates for the efficient management of the implementation of UPE policy in Uganda (Interview no. 1, 3, 4, 6,10 & 15).

4.4 SUMMARY

In this chapter, the researcher dealt with the findings in the form of themes from interview data conducted with the purposively selected UPE stakeholders responsible the management of the implementation of the UPE programme in Uganda. In addition, document analysis was also conducted. The discussed themes consist of the strength and weaknesses of how the implementation of UPE policy in Ugandan primary schools is managed under the current UPE management and implementation framework as it relates to UPE planning and organising. Furthermore, the participants' suggestions for improving the management of the implementation of UPE policy in Ugandan primary schools were also included in the discussion.

The researcher substantiated the discussion of the identified themes with participants' quotes garnered from the interviews conducted. In addition, the identified themes were linked to the existing or related literature findings including the theoretical framework.

The researcher believes that the discussion of the findings in relation to the themes that emerged from this research, can help in improving the current UPE management

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and implementation framework, and also address the impediments that hinder the effective management of the implementation of UPE policy in Ugandan primary schools. In the next chapter, the researcher focuses on the summary, conclusion and recommendations of this study.

CHAPTER 5: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

This research has attempted to study how the implementation of UPE policy in Ugandan primary schools is managed. In this chapter, the researcher provides a summary of research findings of this study, discussed and presented in form of themes that aim at answering the research questions. The summary of the findings is discussed in relation to the reviewed literature findings. The researcher further provides a summary of the contents of each chapter of this research and draws the relevant conclusions. Finally, in the context of the research questions, aims and objectives of this study, the researcher deduces conclusions, and recommendations as solutions and improvements to the management challenges that impede the efficient management and implementation of UPE policy in Ugandan primary schools.

5.2 SUMMARY OF THE STUDY

In this summary, the researcher provides a synthesis of this study and presents key elements of this thesis in a systematic, logical and coherent holistic approach before addressing the research questions and deducing the relevant recommendations.

This study consisted of five chapters that comprehensively and systematically addressed its main objectives and aims. Chapter 1 consisted of the background of the study; described the research problem; presented the purpose and rationale for empirical research and the significance of the study; the research questions. The conceptual framework and the research methodology were briefly described and discussed.

Chapter 2 reviewed the relevant literature in relation to how the implementation of UPE policy in Ugandan primary schools is managed; management challenges experienced while implementing UPE policy in Ugandan primary schools, and the possible recommendations as solutions to the challenges for the improvement of the UPE management and implementation framework (planning and organising) in Uganda. In this regard, the researcher discussed the internal and external environment in which UPE policy in Uganda is managed and implemented including planning and organising challenges (see sections 2.4, 2.5 & 2.5.5). The gaps and international trends in relation

to the management of UPE implementation focused on Kenya, Mexico and Tanzania (see section 2.8 & 2.8.6); international best practices, the case of Sweden (see section 2.8.5), trends (lessons) (see section 2.8.6), and general recommendations based on literature review (see section 2.9).

In Chapter 3, in the context of answering the research questions (see sections 3.1 & 3.2), the methodological procedures were addressed and discussed in relation to data collection. This included the description of the research paradigm and approach. The researcher deemed it necessary to use the qualitative study approach (see section 3.3.2). In order to cement the validity of the research findings, triangulation of this study consisted of semi-structured interviews, focus group discussions and document analysis (literature review) (see sections 3.4.2.1, 3.4.2.2 & 3.4.2.3). Semi-structured individual interviews and focus group discussions were planned to determine the impact of the internal and external environment on the implementation of UPE policy in Ugandan primary schools. Furthermore, in Chapter 3, a motivation was provided for the research design, research methods, selection of participants and sampling procedures, data collection, measures for trustworthiness and credibility, and ethical measures (see sections 3.3, 3.4, 3.4.1, 3.4.4 & 3.4.5)

In Chapter 4, the researcher presented and discussed the findings that emanated from the semi-structured interviews and focus group discussions held with the purposively selected UPE stakeholders at the different levels of the UPE management and implementation process responsible for the management and implementing the UPE programme in Ugandan primary schools (see sections 4.3.3).

Chapter 5 provides a summary of the research findings, formulation of conclusions and the deduction of recommendations for the improvement of the management of UPE policy implementation in Uganda primary schools. Furthermore, the limitations of the study and the suggestions for future studies or research are presented.

5.2.1 Summary of the Main Empirical Findings

Importantly, in answering the research questions, the data that was analysed in this study, consisted of the interview transcripts, fieldnotes and documents (see section 4.2.1.2). As presented and substantiated in section 4.3.3.2, the themes that pertain to

how the implementation of UPE policy in Ugandan primary schools is managed (planning and organising), include the following:

5.2.1.1 The management and implementation of UPE

This study revealed that various UPE stakeholders, from the National (MoES), district and school levels, hold deferent mandates and tasks to execute in the management cycle of the implementation of UPE policy in Ugandan primary schools (see section 4.3.3.2). In this regard, as revealed, each stakeholder has a role in delivering the UPE programme (see section 4.3.3.2 & 2.4.1.1). These findings are supported by the views of the MoES (2017) and Kavuma et al. (2017:5) who contended that UPE policy implementation in Ugandan primary schools is managed and implemented at three different levels (national, district and school level) under decentralisation (see sections 2.4.1.3). As postulated by MoES (2014) and Kavuma et al. (2017) in section 2.4.1.3, and supported by empirical findings in section 4.3.3.2, the MoES, coordinates, communicates and collaborates with the district education administrations, LGs and UPE primary schools through SMCs, to efficiently manage the implementation of UPE policy in Ugandan primary schools.

5.2.1.2 UPE management and implementation directives and guidelines

This study revealed that all UPE primary schools, must implement and strictly follow all UPE directives and guidelines as set out by the MoES to ensure full compliance and implementation of UPE. Participants indicated that directives and guidelines, cover free tuition open access to UPE school enrolment, school budgets, school meals, teachers' and students school attendance, teachers' wages, recruitment and training (see section 4.3.3.2).

Importantly, literature review findings, according to the MoES (2008b) and Kavuma et al. (2017), showed that the UPE policy management framework constitutes relevant guidelines on planning, policy, responsibilities and roles of all stakeholders that are involved in the management and implementation of UPE policy nationally in Ugandan primary schools (see sections 2.4.1.3 & 2.4.1.1). In this regard, through local government structures and representatives, government policies and directives concerning UPE policy are fully implemented in UPE primary schools and compliance

is monitored (see section 4.3.3.2). As indicated in section 4.3.3.2 and supported by Sakaue (2018) in section 2.4.1.4, this research revealed that some schools were not fully implementing UPE directives due to the different challenges they faced.

5.2.1.3 Community sensitisation about UPE

This research revealed that the MoES in collaboration with the UPE stakeholders at the implementation and district level, conducts UPE sensitisation campaigns in order to inform the communities about the importance of enroling children above the age of six in UPE primary schools (see section 4.3.3.2). Literature review findings in section 2.4.1.3, stipulated that SMCs together with the district councils are responsible for "conducting community sensitisation and mobilisation on education matters" (MoES, 2008a:14).

5.2.1.4 Stakeholder's awareness of the importance of the UPE programme

Findings of this study revealed that despite the challenges, many people in Uganda including those in charge of managing the implementation of the UPE programme, understood the value and importance of UPE in relation to eradicating illiteracy and providing FPE to all school-going children irrespective of income (see section 4.3.3.2). As explained in section 2.4.1.3, the UPE programme is well received among various stakeholders due to its pro-poor education agenda (Kavuma et al., 2017; MoES, 2017).

5.2.1.5 Decentralisation and delegation of authority

In the context of UPE planning and organising, this research revealed that the management of the UPE programme in Uganda is decentralised, and LGs are mandated to efficiently deliver UPE in their respective districts with the support of the central government (see section 4.3.3.2), although there is a top-down governance structure (see section 4.3.3.2 & 2.5.5.3). In this regard, the MoES macromanages the UPE programme, with various stakeholders at the national, district and school level holding different mandates in relation to the management and implementation of UPE policy in Ugandan primary schools (see section 4.3.3.2). Empirical findings as stipulated in section 4.3.3.2, correlate with the views of Kavuma et al. (2017) and

MoES (2017) which contend that the management of the UPE implementation in Ugandan primary schools is devolved to different LGs in Uganda (see section 2.5.5.3).

5.2.1.6 Awareness of the challenges

There was a general awareness among all the participants interviewed about the enormous challenges facing the management of the implementation of the UPE programme, with the lack of financial resources being the biggest challenge (see section 4.3.3.2 & 2.4.1.4). As indicated in section 2.4.1.3, UPE implementation in Ugandan primary schools, still faces non-economic and economic barriers (Sakaue, 2018; WB, 2018). The researcher is of the view that, the UPE stakeholders understanding of the importance of UPE and the challenges facing the current UPE planning and organising framework is a positive sign. This is because it manifests the recognition and willingness to address the challenges if there is facilitation (see section 4.3.3.2).

5.2.1.7 UPE School Management: School Management Committees (SMCs)

This research revealed that UPE primary schools in Uganda are managed and monitored by the School Management Committees (SMCs), foundation bodies and the school administrations present in each UPE primary school. This is to ensure that the UPE schools are efficiently managed, monitored and inspected despite the challenges (see section 4.3.3.2.). In support of the empirical findings, Bitamazire (2005) and Kavuma et al. (2017:5) contended that SMCs cooperate with the PTAs, foundation bodies and District Councils to manage UPE primary schools and each UPE school has an SMC (see sections 2.4.1.3).

On the other hand, as indicated in section 4.3.3.2, the weak points of the main empirical findings (UPE planning and organising challenges) include:

5.2.1.8 Insufficient financing of UPE policy implementation in Uganda (low capitation grants)

This study revealed as a way of managing the implementation of UPE in Uganda, the financing of UPE implementation follows a cost-sharing arrangement in which the government provides funding in the form of UPE capitation grants supplemented by

parental contributions (see sections 4.3.3.2). Capitation grants are awarded on the basis of the number of children enroled in each UPE school and cover tuition fees, while parental contributions cover scholastic needs such as school meals and uniforms (see section 4.3.3.2).

However, it was further revealed that the funding provided through capitation grants is inadequate and some poor parents are also unable to support their children (see section 4.3.3.2). In this regard, NGOs also play a big role in UPE financing albeit more needs to be done (see section 4.3.3.2). In correlation with the literature findings, according to the UBoS (2017) and UNICEF (2014), the financing of the UPE system is based on a cost-sharing arrangement (see section 2.4.1.1 & 2.4.1.4). In addition, as indicated in section 2.4.1.4, UPE policy implementation has always been hampered by inadequate funds to meet the required implementation needs (UBoS, 2017; Sakaue, 2018).

5.2.1.9 Inadequate monitoring and evaluation of UPE schools

As a way of managing the implementation of UPE in Uganda, participants were of the view that the district administrations through the DIS in cooperation with SMCs, monitor and evaluate UPE primary schools' performance (see section 4.3.3.2). However, participants revealed that the current monitoring and evaluation of UPE schools was inadequate and more work needed to be done (see section 4.3.3.2). In alignment with the empirical findings, the MoES (2008:11) and MoES (2017) as explained in sections 2.4.1.3 and 2.5.5.4, indicate the roles and responsibilities for UPE stakeholders at the district level in relation to the inspection and monitoring of UPE schools in collaboration with the SMCs and the challenges involved.

5.2.1.10 Inadequate motivation, performance and negative attitudes

As part of the internal environment in which the UPE implementation in Uganda is managed as explained in sections 2.5.1 and 2.5.2, most of the participants were of the view that UPE stakeholder performance, motivation and attitudes were not good enough especially for school-level stakeholders, specifically UPE teachers (see section 4.3.3.2). Participants highlighted the problem of low wages, late salary payments and lack of funds among other issues, as the causes of low teacher

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motivation, negative UPE attitudes and poor performance. In this regard, Sakaue (2018) and WB (2018) asserted that UPE implementation in Ugandan primary schools still faces both non-economic and economic barriers (see sections 2.4.1.3 & 2.5.5.4).

5.2.1.11 Inadequate UPE stakeholder engagement and consultation

Participants from the school and district level complained of not being consulted when MOES formulates UPE policies and are sometimes ignored when they make requests to the MoES (see section 4.3.3.2). The finding correlates with the views of the MoES (2017) which indicated that while managing and implementing UPE policy in Uganda, many stakeholders especially those at the lower level or frontline level of the implementation process, were not fully involved in the planning and organising of UPE policy (see section 2.7).

5.2.1.12 Inadequate UPE stakeholder communication and cooperation

As participants argued, and as explained in sections 2.5.5.3, despite the important role communication plays in effective collaboration, coordination, engagement and cooperation with different UPE stakeholders, under the current UPE planning and organising framework in Uganda, participants commented that communication and cooperation between stakeholders was insufficient and impeding the implementation of the UPE programme (see section 4.3.3.2). Importantly, according to the MoES (2017), the MoES uses communication as an organising management function to engage, collaborate, cooperate and coordinate with the stakeholders at the district and school levels while managing the implementation of UPE policy in Uganda despite the challenges (see section 2.5.5.3).

5.2.1.13 Insufficient UPE stakeholder collaboration and coordination

This study revealed that UPE stakeholders collaborate and coordinate for the efficient management of the implementation of UPE policy in Ugandan primary schools under decentralisation (see section 4.3.3.2). As explained in section 2.5.5.3, the MoES coordinates and collaborates with the district and school levels officials as it macromanages the UPE programme (UBoS, 2017; MoES, 2017; Kavuma et al., 2017). However, participants indicated that UPE stakeholder collaboration and

coordination is currently insufficient and impedes the successful management of the implementation of the UPE programme in Uganda (see section 4.3.3.2 & 2.5.5.3)

5.2.1.14 Inadequate teacher training and performance

Inadequate UPE teacher training and performance was considered by the interviewees as one of the major problems facing the UPE school system despite the MoES initiatives in monitoring teachers' performance (see section 4.3.3.20). Most of the interviewees were of the view that teachers' motivation was too low due to poor training, low wages and late salary payments and had a negative impact on teachers' performance in UPE primary schools (see section 4.3.3.2). In correlation with the empirical findings, the WB (2018) argued that some of the UPE management and implementation challenges were related to poor teacher performance and training (see sections 2.4.1.1, 2.4.1.4, 2.5.1 & 2.5.5.4).

5.2.1.15 Lack of ICT and power supply in UPE schools

One of the findings of this study was absence of computers or ICT equipment, infrastructure and other forms of technology as learning aids in UPE primary schools (see section 4.3.3.2). It was evident that the general lack of ICT infrastructure and equipment and electricity was seriously impeding the learning outcomes for UPE students (see section 4.3.3.2). In correlation with the findings, the MoES (2017) and UBoS (2017) as indicated in section 2.5.3, acknowledged the lack of computers, internet connectivity and ICT infrastructure needed to support learning in UPE schools especially in rural areas.

5.2.1.16 Inadequate UPE stakeholders' skills and qualifications

The problem of the lack of qualified or skilled personnel to manage the UPE programme at the ministerial, district and school levels was articulated by most of the participants (see section 4.3.3.2). Participants pointed to corruption. In correlation with the findings, the MoES (2017) postulated that poor-quality human capital in relation to the lack of skills and qualification by UPE stakeholders responsible for managing the implementation of the UPE was a major concern (see section 2.5.5.3). Stakeholders' skills and knowledge as indicated in section 2.5.4, were identified as important

variables while managing and implementing public policies (Burnet & Kanakuze, 2018; Waheduzzaman et al., 2018).

5.2.1.17 Poor implementation of UPE policies, support programmes and initiatives at the school level

This study revealed that some schools were unable to effectively comply with and implement some of the UPE policy directives due to very challenging environments. Hence policies were adjusted to meet their specific school needs (see section 4.3.3.2). UPE school principals who participated in this study blamed the situation on the lack of consultation and engagement with them by the MoES and district education administrations (see section 4.3.3.2). The lack of frontline stakeholder consultation as a cause of poor implementation of UPE policies at the school level was highlighted by the MoES (2017), Sakaue (2018) and Ward et al. (2006) in section 2.5.3 and 2.7

5.2.1.18 Low staffing due to the lack of trained teachers

Participants revealed the *"poor teacher-student ratio"* in UPE schools which they blamed on the high number of UPE student enrolments versus the limited available number of trained teachers under the current UPE planning and organising management framework (see section 4.3.3.2). As argued by the WB (2018), MoES (2017) and UBoS (2017), the general lack of trained teachers was seriously impeding the efficient implementation of UPE policy in Uganda (see sections 2.5.5.4, 2.6.2 & 2.7).

5.2.1.19 Misuse and misallocation of UPE funds

As a major problem for the current UPE planning and organising framework, given the fundamental importance of financial resources in the efficient implementation of the UPE programme, this study revealed that UPE funds were in some cases misused and misallocated by some UPE stakeholders especially at the district and school levels (see section 4.3.3.2). Supporting this assertion, the UBoS (2017) and Sakaue (2018) contended that UPE policy implementation in Uganda had always been hampered by inadequate funds and funding related problems (see section 2.4.1.4).

5.2.1.20 High community poverty levels

Participants affirmed the negative impact family poverty had on the implementation of UPE in their respective schools, districts and nationwide (see section 4.3.3.2.2.17). In agreement with the findings, UBoS (2017) and Datzberger (2018) were of the view that poverty had in many ways negatively impacted the education subsector and UPE policy management and implementation in Ugandan primary schools (see section 2.4.2.1).

5.2.1.21 High UPE school enrolments coupled with inadequate school infrastructure

Despite the government efforts to provide the infrastructure needs of the UPE primary schools, the school infrastructure in UPE primary schools was considered inadequate to support the high number of UPE school enrolments (see section 4.3.3.2). In this regard, the MoES (2017:112-113) argued that, despite the GoU commitment to provide school infrastructure as explained in section 2.4.1.4, UPE schools were unable to accommodate large number of students due to limited school infrastructure, especially classrooms, teacher housing and latrines.

5.2.1.22 Low UPE school retention and high dropout rates

Empirically, the study found that, despite UPE primary schools helping many children to complete the primary school level, they were also facing high dropout rates because of many challenges facing the UPE system (see section 4.3.3.2). In view of the findings, the MoES (2017), UBoS (2017) and WB (2018) were of the view that UPE is still characterised by a high rate of school dropouts, repetition, access and enrolment issues (see section 2.6.2).

5.2.1.23 Underserviced regions

Despite the presence of UPE primary schools in many districts in Uganda, some areas had no UPE primary schools (see section 4.3.3.2). This means that UPE educational services are inaccessible to the people living in the underserviced regions of Uganda (see section 4.3.3.2). In correlation with the findings, the MoES (2017), Koski et al. (2018), WB (2018) and Sakaue (2018) indicated that UPE access barriers still exist

for many children in Uganda especially those in non-formal settlements (see section 2.4.1.1).

5.3 RESEARCH CONCLUSIONS

This section presents the summative conclusions based on the problems identified in this investigation regarding how the implementation of UPE policy in Ugandan primary schools is managed. Importantly, the researcher developed an interest in understanding why many government-aided (UPE) primary schools in many parts of Uganda are overcrowded, have unqualified teachers, lack resources, perform poorly, experience high dropout rates, are poorly funded especially in the rural areas, and lack the infrastructure needed for them to operate meaningfully. In this regard, this study focused on investigating, understanding and assessing how the implementation of UPE policy in Ugandan primary schools is managed. This study is justified because research is inadequate and knowledge gaps exist in understanding the challenges and bottlenecks facing the management and implementation of UPE policy prescriptions in Ugandan primary schools, and why the UPE programme is failing to bring about the expected results and change in Uganda. In addition, this study proposes a UPE management and implementation framework and reforms or recommendations that will lead to UPE policy management and implementation efficiency in Uganda.

The conclusions are given against the backdrop of the literature findings and empirical study conducted through semi-structured individual interviews and focus group discussions. These conclusions are further guided by the research questions which are restated in this section as provided in Chapter 1, section 1.3. Furthermore, the section provides an understanding of whether this investigation did justice to the research questions pursued in this study.

5.3.1 Management of the Implementation of Universal Primary Education Policy

RQ1: How is the implementation of Universal Primary Education Policy (UPE) in Ugandan primary schools managed?

In this regard, as indicated in sections 4.3.3.2 and 2.4.1.1, "UPE is a government programme with the mandate of providing compulsory primary education to all school-

going age Ugandans" (Kavuma et al., 2017:2). The aims of the UPE programme are to guide the management and implementation strategies of UPE policy implementation in Uganda (MoES, 2014; 2017).

Importantly, the management of the implementation of UPE policy in Ugandan primary schools consists of the internal and external environment in which UPE policy implementation in Ugandan primary schools is managed. The external environment consists of the political, social and technological environments in which the MoES executes its mandate of macromanaging as part of planning and organising the implementation of the UPE programme, in collaboration with other stakeholders at the different levels of the UPE management and implementation process (see sections 4.3.3.2, 2.4 & 2.5). On the other hand, the internal environment consists of the internal factors such as UPE stakeholders' motivation, attitudes, knowledge and skills that are crucial to stakeholder performance while managing the implementation of the UPE programme in Ugandan primary schools as part of UPE planning and organising framework (see section 2.5).

As part of the external environment, UPE policy implementation in Uganda is managed in a decentralised system in which authority is delegated to the local governments embedded in a top-down governance approach or mechanism (see sections 4.3.3.2 & 2.5.5.3). In this regard, as indicated in sections 4.3.3.2 and 2.4.1.3, it involves various stakeholders at different levels of the implementation process, such as the MoES (national level); district level (local government); and the primary school level that is responsible for implementing the UPE policies (MoES, 2017; Kavuma et al., 2017). Therefore, as indicated in sections 4.3.3.2, 2.5.5.3 and 2.4.1.3, and as part of UPE planning and organising, this process involves coordination, communication and cooperation between or among all stakeholders that are involved in the implementation process (MoES, 2017).

As already presented and discussed in sections 4.3.3.2 and 2.4.1, the implementation of UPE policy in Uganda is governed by government regulations and legislations that are based on the Constitution of Uganda (1995), Education Act of 2008 and various UPE policy documents (Kavuma et al., 2017:7). In this regard, the UPE policy management framework consists of relevant guidelines on planning, policy,

responsibilities and roles of all stakeholders that are involved in the management and implementation of UPE policy nationally in Ugandan primary schools. It was issued in October 2008 (MoES, 2008b: 2017).

In addition, the MoES applies the core management functions of planning and organising while managing and implementing UPE policy in Ugandan primary schools under the current UPE management and implementation framework (see section 4.3.3.2). The MoES headed by a cabinet minister and assisted by three state ministers responsible for primary education, physical education sports and higher education is tasked with the sole role of policy formulation and the maintenance of educational standards through curriculum development, teacher training, and administering of school examinations (MoES, 2014; 2017). The technical department of preprimary and primary education is responsible for managing the UPE programme (see section 2.4.1.3).

As part of UPE planning and organising, as indicated in sections 4.3.3.2 and 2.4.1.1, the UPE system is based on a cost-sharing arrangement in which the government caters for all the tuition fees and parents are expected to provide school utilities such as pens, books, uniforms and school meals (lunch) (UBoS, 2017; UNICEF, 2014). In this regard, as this research revealed, in combination with parental contributions, as a UPE financing mechanism the GoU provides UPE capitation grants capped at 10 000 Ugandan shilling per year for each child enroled (see section 4.3.3.2). UPE capitation grants funds are disbursed by the Ministry of Finance to each school account based on total enrolment after recommendation from the MoES and the district councils (see section 4.3.3.2). Under this financing model as explained in section 4.3.3.2 and 2.4.1.4, the primary school education budget includes non-wage recurrent expenditure, wages and development expenditure (MoES, 2017).

As indicated in sections 4.3.3.2 and 2.4.1.3, according to Kavuma et al. (2017:5), "In the current governance structure, schools are directly responsible for implementing UPE under the oversight of the School Management Committee (SMC) and the District Council". Based on the findings as indicated in sections 4.3.3.2 and 2.4.1.3, the school level consists of different stakeholders that include principals, schoolteachers, and the students/pupils (MoES, 2008b).

Considering the research findings of this study as presented and substantiated in section 4.3.3.2, the management of the implementation of the UPE programme in Uganda under the current UPE planning and organising framework is still constrained (WB, 2018), inefficient and faces both monetary and non-monetary barriers as indicated below as an answer to the second research question.

5.3.2 Management Challenges

RQ2: What are the management challenges faced as they relate to planning and organising during the implementation of UPE policies in Ugandan primary schools?

As indicated in section 4.3.3.2 as part of the empirical findings, and in section 2.4.1.1 as part of the literature review findings, the UPE system in Uganda has registered several successes in ensuring that all school-going children have access to free basic primary education due to reduced access barriers although challenges remain (Koski et al., 2018; MoES, 2017; Sakaue, 2018). Since its inception, UPE educational policy has led to gross primary school enrolments nationally especially in poor and rural areas (MoES,1999; 2017; Sakaue, 2018).

However, as part of the empirical findings and literature review findings as indicated in sections 4.3.3.2 and 2.5.5.4, this study revealed that UPE policy management and implementation in Uganda has faced and is still facing several management challenges and constraints at all levels of the implementation process, especially at the school level (UBoS, 2017). In this regard, UPE implementation in Ugandan primary schools still faces both non-economic and economic barriers (Sakaue, 2018; WB, 2018).

Based on empirical findings as indicated in section 4.3.3.2, these challenges include inadequate funding; inadequate community participation; inadequate motivation, performance and negative attitudes; insufficient UPE stakeholder collaboration and coordination; inadequate UPE stakeholder communication and cooperation; Inadequate UPE stakeholder engagement and consultation; misuse and misallocation of UPE funds; issues relating to the costs of UPE schooling; inadequate UPE stakeholders skills and qualifications; problems with UPE school infrastructures; politicisation of the UPE programme and contradictory messages; inadequate

monitoring, inspection and evaluation of UPE schools; poor implementation of UPE support programmes and initiatives; disparity in performance between urban and rural UPE primary schools; and low teachers' wages.

Other challenges are high poverty levels; negative perceptions of UPE; UPE school curriculum issues; lack of school meals; student and teacher absenteeism; HIV-related problems; poor implementation of UPE policies at the school level; poor stakeholder performance; USE access problems for UPE graduates; general lack of ICT and electricity in UPE primary schools; inadequate teacher training and performance; low staffing due to lack of trained teachers; UPE access problems for the disabled and special needs children; underserviced regions and poor-quality education.

Considering the above challenges, based on empirical findings and literature review findings as indicated in sections 2.5.5.4 and 4.3.3.2, it is evident that under the current UPE planning and organising framework supporting the management of the implementation of the UPE programme in Uganda, the UPE system is considered to be both internally and externally inefficient (UBoS, 2017; MoES, 2017; WB 2018).

5.3.3 Causes of the Management Challenges

RQ3: What are the causes of the management challenges faced during the implementation of UPE policy in Ugandan primary schools?

Considering the research empirical findings and literature review findings as indicated in sections 2.4.2 and 4.3.3.2, the causes of the management challenges as they relate to UPE planning and organising emanate from the external and internal environment in which the UPE programme is managed and implemented (see sections 2.4 & 2.5). The main causes of the management challenges include the massive increase in the number of pupils enroled under the UPE system vis-à-vis the available school infrastructure and primary school resources in Uganda (MoES, 2017); inadequate financial resources to meet the funding needs of the UPE subsector; inadequate frontline stakeholder engagement and consultation; high poverty levels especially in the rural areas; inadequate stakeholder motivation, performance and negative attitudes; and the lack of ICT and electricity in UPE schools (see section 4.3.3.2).

Most importantly, as indicated in section 4.3.3.2, is the lack of financial resources. As research findings of this study revealed, since UPE policy inception in Uganda, UPE policy implementation has always been hampered by inadequate funds to meet the required UPE implementation funding needs (NPA, 2016; Sakaue, 2018; UBoS, 2017).

High poverty levels and HIV/AIDS are also a major point of concern. The existence and fight against poverty has diverted many resources from the UPE policy management and implementation fund (see sections 4.3.3.3 & 2.4.2.1). According to the WB (2018), issues to do with poverty and HIV/AIDS have negatively continued to shape and determine the performance of the education subsector including UPE policy management and implementation in Uganda (see section 2.4.2, 2.4.2.1, 2.4.2.4 & 4.3.3.2).

In addition, as indicated in sections 2.4.2.3, the high population growth in Uganda has negatively impacted the management and implementation of the UPE programme in Uganda due to limited government resources and funding to match the population pressure (MoES, 2017). This is evidenced in high UPE student enrolments vis-à-vis the available resources to finance UPE (see section 4.3.3.2).

Furthermore, as indicated in section 4.3.3.2, and as part of this study's empirical findings, other causes of the UPE management and implementation challenges include: insufficient UPE stakeholder collaboration and coordination; misuse and misallocation of UPE funds; inadequate UPE stakeholder communication and cooperation; inadequate UPE stakeholder engagement and consultation due to the top-down UPE governance approach; negative perception of UPE; conflict; low teachers' wages; low staffing due to lack of trained teachers; inadequate UPE stakeholders' skills and qualifications; politicisation of the UPE programme and contradictory messages; underserviced regions; and inadequate monitoring, inspection and evaluation of UPE schools.

Therefore, for the improvement of the current UPE planning and organising management functions as part of the UPE management and implementation framework based on sound planning and organising, the MoES needs to consider and

include the above issues while macromanaging the implementation of the UPE programme for the successful implementation of UPE policy in Uganda.

5.3.4 Measures for improvement of Management and Efficiency

RQ4: What measures should be taken to improve the management and internal and external efficiency of UPE policy implementation in Ugandan primary schools?

Considering the research findings (see section 4.3.3.2) and trends from international best practices as indicated in sections 2.8.5 and 2.8.6, for the successful and viable UPE planning and organising framework to be realised, this study recommends strategies which if considered by the MoES could benefit the UPE programme. As argued by the researcher, the recommendations below could contribute to a viable UPE planning and organising framework for better UPE management and implementation outcomes in Uganda.

5.4 LIMITATIONS OF THE STUDY

The researcher recognised that some of the purposively selected participants responses may be biased due to political influence and fear of losing their jobs especially at the ministerial and district levels.

In addition, as part of the triangulation of data, the researcher noticed a general lack of circulars and UPE management and implementation related documents in UPE primary schools visited, district education departments and the MoES. Considering the limited availability of UPE-related documents, the researcher, as explained in Chapter 3, relied mostly on the individual semi-structured interviews and focus groups discussions with the purposively selected UPE stakeholders as the main source of data.

Furthermore, in the context of literature review as part of the triangulation of data for this study, there were some limitations in relation to how much current data about UPE policy management and implementation in Uganda was accessible.

The researcher also noticed that many of the participants did not want to participate in focus group discussions and opted for the face-to-face, individual, semi-structured interviews. This created some extra logistical challenges for the researcher.

Lastly, the refusal by some participants to be recorded was not foreseen by the researcher. In such cases, the researcher only took notes as explained in Chapters 3 and 4 of this thesis.

5.5 GENERAL RECOMMENDATIONS BASED ON LITERATURE REVIEW

Based on literature findings in this study and taking into account the international trends in UPE management as observed in Kenya, Tanzania, Mexico and Sweden for best practices, in order to ensure successful management of the implementation of UPE in Uganda, the MoES needs to adjust and improve the current framework of planning and organising as core management functions of UPE policy implementation. The MoES needs to emphasise including all the stakeholders under a participatory governance mechanism while planning and organising the UPE implementation process. This is because stakeholder collaboration and willingness to cooperate and collaborate with other stakeholders is crucial for efficiency in implementing public policies (Waheduzzaman et al., 2018).

In addition to the above, the Ugandan MoES needs to ensure that:

5 robust cooperation, collaboration, communication and partnership takes place between all UPE stakeholders

6 sufficient financing is available for the UPE system.

7 relevant and effective UPE improvement programmes are introduced;

8 high-quality education is provided in all UPE schools as in Sweden for the realisation of the SDGs and other educational externalities. This is because accessible quality education is crucial for the realisation of SDGs (Bundy et al. 2018);

9 accountability and UPE performance monitoring programmes or systems are introduced so that the GoU is able to determine whether it is on the right track to achieve its intended educational agenda and if not seek for improvements;

10 all UPE students in Uganda without discrimination are given all guidance and support they need as in Sweden.

11 high-quality relevant and labour market-oriented curricula in UPE schools are introduced as has been observed in Sweden under international best practices, and

12 general financial budget allocations for UPE funding are increased relative to the Ugandan GDP to ensure the availability of adequate UPE financing in supplement to donor funding;

13 a balanced approach to UPE policy management is introduced, by implementing a bottom-up approach as opposed to a top-down UPE management approach so as to ensure that all stakeholders are consulted especially those at the frontline level or school level of the UPE implementation process. This will help to address issues of stakeholder motivation and attitude and eliminating corruption at all levels of implementation process by ensuring that all stakeholders are accountable, monitored and followed up in relation to how UPE funds are spent and their effectiveness.

5.6 RECOMMENDATIONS FROM THE EMPIRICAL FINDINGS

Considering the summary of the findings above, in order to alleviate the weaknesses (challenges) of the UPE management and implementation framework (planning and organising) as presented above and discussed in Chapter 4 (see section 4.3.3.2), specific recommendations that can be adopted by the MoES which is responsible for macromanaging the UPE programme in Uganda and other UPE stakeholders at the lower levels, are provided. The suggested recommendations can be adopted to address the management challenges hindering the efficient management of the implementation of UPE policy in Uganda primary schools.

Despite the achievements of the UPE programme in Uganda, considering the research findings on how the implementation of UPE policy in Ugandan primary is managed from the interviews conducted with the purposively selected participants, and the revelations from the relevant literature findings, a lot still needs to be done to ensure the efficient management and implementation of the UPE programme in Uganda (see section 4.3.3.2). Issues have been found in relation to the governance of the UPE programme due to the top-down implementation model; limited funding; misallocation and misuse of UPE funds; lack of stakeholder motivation; high dropout rates; human resource problems (inadequate qualified teachers); inadequate communication; collaboration and coordination between stakeholders; overcrowded classrooms; poor-quality education; access issues; low teacher wages; and limited

stake holder involvement in the policy formulation process. For these reasons, a viable or appropriate planning and organising management framework needs to be developed by the MoES to ensure the efficiency of the UPE management and implementation in Ugandan primary schools.

The following recommendations were influenced by the empirical findings as set out in Chapter 4. In addition, the recommendations, also draw lessons or trends from international best practices such as the *"Grundskola"* in Sweden and elsewhere as discussed in section 2.8.5 and 2.8.6. The recommendations presented below would help in developing an appropriate UPE management and implementation framework (viable planning and organising) for the successful and efficient management of the implementation of UPE policy in Ugandan primary schools.

Therefore, considering the literature review findings, the analysis of the interview findings with the purposively selected participants responsible for the management and implementation of the UPE programme in Uganda, and in view of the fact that the MoES macromanages the UPE programme under decentralisation (see section 4.3.3.2 & 2.4.1.3), it is recommended that the MoES adopts the following model as pillars of the UPE planning and organising framework to be enforced and applied at all levels, especially the district and school levels for the efficient management and implementation of UPE policy in Ugandan primary schools.

5.6.1 The Recommended Framework (Model) for the Management and Implementation of Universal Primary Education in Uganda

Considering the analysis of the interview data with the purposively selected UPE stakeholders responsible for the management and implementation of the UPE programme in Ugandan primary schools, the review of the related literature and the conclusion of this study, the researcher suggests a model that would facilitate an efficient UPE planning and organising framework. Figure 5.1 represents the hierarchy of the execution of tasks within the newly created department for preprimary and primary education at the Ministry of Education and Sports (MoES).
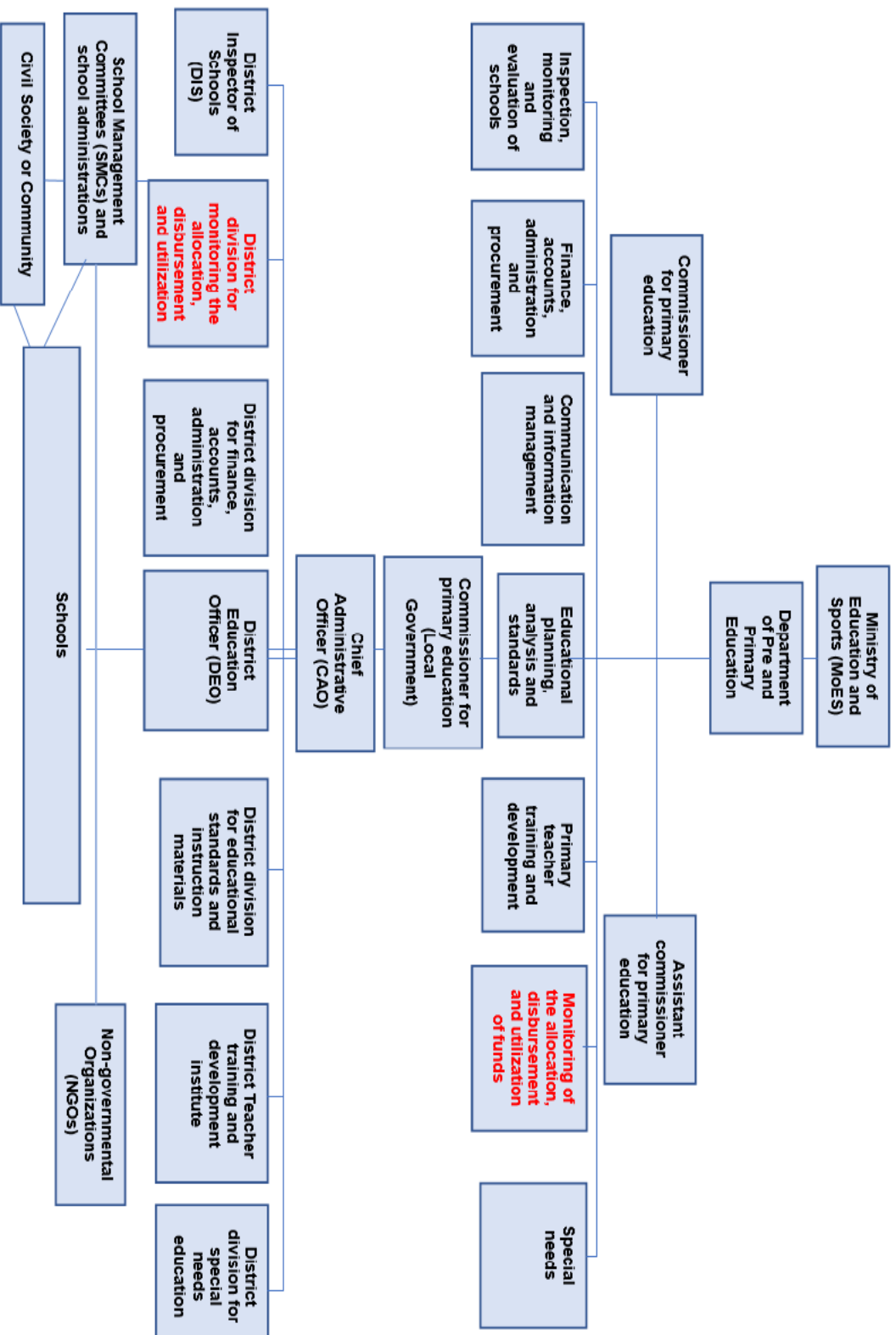
Figure 5.1: Proposed macrostructure for the implementation of Universal Primary Education in Uganda

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5.6.2 General Recommendations (National level – MoES)

Recommendation 1: Creation of a department or division responsible for monitoring the allocation, disbursement and use of UPE funds (MoES)

Within the suggested UPE planning and organising framework, in the newly created department of preprimary and primary education at the MoES, the researcher proposes the creation of the department responsible for monitoring the allocation, disbursement and use of UPE funds such as capitation grants at the school and district levels (see Figure 5.1). Besides collaborating and coordinating to ensure the timely and proper execution of tasks, this new proposed department needs to be independent from the finance department at the MoES as indicated in Figure 5.1.

In justification of the above, this study revealed that UPE funds are often misallocated, misused and embezzled especially at the school level, with some nonexistent and private non-UPE schools also receiving UPE funds due to corruption (see section 4.3.3.2). In addition, this study revealed that the late payment of teachers' wages and low teachers' wages, contributed to teacher school absenteeism, lack of motivation, negative UPE attitude and hence poor performance (see sections 4.3.3.2).

As postulated by the WB (2018) and Sakaue (2018), given the fundamental importance of adequate financial resources in UPE planning and organising for the successful management and implementation of the UPE programme, it is essential that the available funds are properly allocated, timeously disbursed and used at both the district and school levels. It is important to ensure that UPE schools do not inflate the school enrolment numbers to attract high UPE capitation grants, and that capitation grants are well used as set out in the UPE school budget guidelines.

Furthermore, at the district level, UPE funds should not be disbursed late, misappropriated or embezzled as this study revealed, but must be timeously received and properly used so as to execute the intended UPE tasks such as the inspection and monitoring of schools, procurement of learning aids, UPE sensitisation campaigns and training of teachers. The roles of the new department responsible for monitoring the allocation, disbursement and use of UPE funds (MoES) should include:

- Ensuring that UPE capitation grants are awarded to UPE schools only on the basis of actual/real enrolment figures, with a capability of conducting a head count at the school level if required;

- Collaborating and coordinating with the finance department, SMCs and LGs to ensure that teachers' wages are paid on time;

- Collaborating with SMCs and LGs and district councils to ensure that UPE funds are appropriately used at the school and district levels and report on misuse, late payments and misallocation of UPE funds;

- In collaboration with SMCs, ensuring that UPE school budgets align with UPE school budget guidelines and directives in relation to the required school departmental spending;

- Collaborating with the Department of Finance in ensuring that UPE schools can access extra funding in case of budget shortfalls, especially rural schools;

- Liaising with the Department of Finance (MoES) and Ministry of Finance to ensure that UPE schools and district administrations receive UPE funds on time;

- Setting up structures for UPE funds accountability, allocating and using monitoring guidelines and parameters for schools and district administrations and following up to ensure compliance;

- Liaising with other UPE stakeholders at the implementation and district levels and setting up mechanisms to mitigate bureaucracy in the process of allocation, disbursement and use procedures of UPE funds, so as to efficiently expedite the allocation, disbursement and use of funds.

In conclusion, if the above roles are properly executed by the newly created department (division), they will not only help in ensuring that UPE funds are properly and timely allocated, disbursed and used at the school and district level, but will also help in enhancing frontline UPE stakeholder motivation and attitudes. For example, real time payment of teachers' wages can enhance teachers' motivation, attitudes and consequently boost performance. In addition, ensuring that districts properly use UPE funds and receive them on time will help in the timeous execution of district level UPE-related activities such as the inspection and monitoring of schools and training of teachers.

Recommendation 2: Need for a bottom-up approach (UPE governance mechanism)

This research revealed that current governance of the management of the implementation of UPE is not efficient or effective because those at the UPE implementation/frontline level are not consulted during the formulation of UPE policies despite being the ones to implement the UPE policies (see section 4.3.3.2). It is therefore recommended that the MoES adopts a bottom-up UPE governance mechanism or approach as opposed to a top-down approach as a central pillar of the UPE planning and organising framework for the successful or viable management of the implementation of UPE policy in Uganda.

As already highlighted in this thesis, the top-down approach has failed to address key UPE management and implementation challenges and facilitates UPE stakeholders at the implementation level (school level) to indulge in sensemaking while implementing UPE policies at the school level (see sections 2.5.3 & 4.3.3.2). In other words, the macropolitics of UPE policy implementation ends up affecting the efficiency of the UPE primary schools due to lack of implementation of stakeholder engagement and consultation (see section 4.3.3.2).

A bottom-up approach would ensure that the members of the civil society, SMCs and district administrations are consulted when formulating and planning UPE policies. This considers the fact that different schools and regions have different challenges and some policies are not applicable in some areas.

Furthermore, the bottom-up approach would lead to the people's ownership of the UPE programme given that civil society would also be consulted while planning and formulating UPE policies. As this study revealed, a UPE bottom-up approach would engender a paradigm shift from the people's perception of UPE as a "government programme" to a "people's programme" perception (see section 4.3.3.2). Consequently, a people's programme could lead to a good perception of the UPE programme.

Recommendation 3: Need for the MoES to strengthen communication methods and channels in order to strengthen the unity of command

It is argued that effective communication is vital in efficient management and the consolidation of the unity of command under decentralisation especially when authority is delegated (see sections 2.5.5.3). It is therefore imperative that the MoES strengthens its communication channels and mechanisms that can facilitate the transfer of accurate or effective information to all UPE stakeholders at the different levels of the UPE management and implementation process. This would address issues of misinformation, ineffective communication and the distortion of the unity of command while managing and implementing the UPE programme nationwide.

Recommendation 4: Need for an increase and provision of adequate UPE funding or financial resources

Research findings revealed that most of the UPE management and implementation challenges emanate from inadequate funding (see section 4.3.3.2). In this regard, it is recommended that the GoU (MoES) provides adequate UPE funding or financial resources to UPE schools and district councils to facilitate an efficient execution of their respective UPE responsibilities and mandates without financial constraints for the effective implementation of UPE policy in Ugandan primary schools.

For example, interviewees from all UPE management and implementation levels argued that the current funding of 10 000 shilling per child per year provided under the current UPE capitation grants was inadequate to finance the school requirements and needs (see section 4.3.3.2). It was therefore argued that UPE school's capitation grants need to be increased to at least 40 000 or 50 000 Ugandan shilling per child each year.

Furthermore, the provision of more funding or financial resources to district councils and administrations would facilitate the efficient financing of the responsibilities and roles of the DEOs and DIS at the district level. This includes the financing of the inspection and monitoring of UPE schools, UPE sensitisation campaigns, seminars, teacher training and school infrastructure.

Recommendation 5: Adoption of a merit-based recruitment policy for all UPE stakeholders involved in the management and implementation of the UPE programme

It is recommended that school principals, teachers and education managers responsible for the management of the implementation of the UPE programme are recruited based on merit and are qualified for their job positions in order to effectively execute their UPE-related roles and mandates. This is because in the current planning and organising of UPE, some school principals and education officials responsible for the management and implementation of the UPE programme are not qualified for their specific jobs (see section 4.3.3.2).

Recommendation 6: Need for the enhancement of UPE stakeholder collaboration, coordination, engagement and cooperation.

Since the management and the implementation of UPE are executed at different levels, it is recommended that the MoES enhances UPE stakeholder collaboration, coordination and cooperation as part of the UPE organising and planning framework to boost UPE stakeholder efficiency and performance (see sections 4.3.3.2 & 2.4.1.3). Stakeholder collaboration and coordination are important organising variables as part of the management functions. Hence, as participants suggested and considering the literature review findings, for the successful management and implementation of UPE in Uganda, the enhancement of UPE stakeholder collaboration, coordination, cooperation and engagement at the different levels of the UPE management and implementation process, is a necessity. If adopted and enforced by the MoES, it will boost UPE stakeholder performance and efficiency, crucial for the effective and efficient management and implementation of the UPE programme.

Recommendation 7: Capacity building for low-income families, support for orphans and eradication of poverty

It is recommended that the GoU financially empowers families, eradicates poverty and improves the Ugandan economy in relation the provision of jobs that can provide incomes to families. As interviewees suggested, capacity building for poverty-stricken families needs to be taken seriously because families are drowning in poverty which

stops them from providing the support needed for their children to stay in UPE schools (see section 4.3.3.2).

Furthermore, given that the general economic and political environment of the country is important for the successful implementation of educational programmes such as UPE (Datzberger, 2018), the eradication of poverty especially in rural communities of Uganda is essential (WB, 2018). Furthermore, the GoU needs to focus on the eradication of poverty and building a strong economy so as to efficiently and sustainably finance the education sector through taxation, as observed with the *Grundskola* in Sweden as an example of international best practices (see section 2.8.5). The eradication of poverty in rural communities would also help in mitigating and alleviating the disparities in performance between rural and urban UPE schools (see section 4.3.3.2).

In the same context, participants called for the MoES (GoU) to provide extra financial support as part of UPE financing to cover children that are from very poor families and orphans with no parental support. This measure would enable children to complete their schooling and avoid dropping out. Adopting the above measures as part of the UPE planning and organising framework would improve the UPE school retention rate and significantly reduce the UPE school dropout rate for children from very poor families and orphans.

Recommendation 8: Need for the elimination of gender-based violence to ensure equal UPE access

In the context of empowering girls to enrol and remain in school, the eradication of gender-based violence was suggested. Participants commented on the problem of gender-based violence especially in schools and communities in Uganda. Many young girls were unable to fully participate in primary education due to issues related to gender-based violence (see section 4.3.3.2). They called for a need to sensitise the community and take measures to root out gender-based violence in Ugandan communities. This would facilitate more girls enroling and remaining in school.

Recommendation 9: Gathering the voices of the civil society in UPE planning and implementation

Considering the findings, it is recommended that the MoES ensures that the public or civil society (grassroots) is engaged and involved in the planning and implementation of the UPE programme in Uganda (see section 4.3.3.2). This would precipitate community ownership and a perception of the UPE programme as a community programme as opposed to being perceived as a government programme. As Waheduzzaman et al. (2018) argues, the support of the local communities is important for the efficient delivery, management and implementation of public policies at the local level. Furthermore, " ... citizens' participation can be seen as a subset of integrated governance that itself envisages participation of a broad set of actors across government, the private sector, and communities" (Waheduzzaman et al., 2018:311). This has proven to be a success in Mexico with PROGRESA, UPE in Tanzania and Kenya as discussed in chapter two (see sections 2.8.3 & 2.8.6.2).

5.6.3 Recommendations for the District Level

Recommendation 1: Enhancement of monitoring, inspection and evaluation of UPE primary schools

It is recommended that the MoES ensures regular and frequent monitoring and evaluation of all UPE primary schools both in rural and urban areas, in order to ensure that schools are well managed, performing efficiently and complying with UPE directives. For example, participants highlighted the need to monitor teachers and students' attendance and performance, school facilities, sanitation, wellbeing of children and school management (see section 4.3.3.2).

In order to facilitate the above, it is further recommended that the MoES provides adequate financial resources to the DIS present in each district to facilitate enhanced and comprehensive monitoring and inspection of all UPE schools in Uganda. Furthermore, there is a need for empowering SMCs, community members and grassroots to inspect schools and report issues found.

Recommendation 2: Motivation and empowerment of UPE stakeholders

Given the importance of stakeholder motivation on performance and efficiency as explained in section 2.5.2, it is recommended that the district councils and the MoES ensures that UPE stakeholders such as school principals, teachers, students, parents and members of the local government are motivated for better performance and efficiency while managing and implementing the UPE policy. For example, teachers at the frontline level need to be motivated to teach by increasing their wages and giving them free housing; parents need to be motivated to motivate their children to go to school and take responsibility for their children and not to neglect them; frontline UPE stakeholders need to be motivated by involving them in UPE policy planning and formulation in order to prevent sensemaking during UPE policy implementation, and to boost performance and efficiency while executing their UPE responsibilities, roles and mandates at the district and school levels (see section 4.3.3).

Recommendation 3: Need for the provision of special funding for disabled children and orphans and adoption of targeted NGO funding for UPE

This research revealed the lack of funding and services for disabled children under the current UPE management and implementation framework (see section 4.3.3.2). Hence, it is recommended that the MoES in cooperation with donor agencies and NGOs provides extra funding for disabled children and orphans as part of capitation grants or extra funding.

Participants also recommended a need for an increase in donor (NGO) funding and the adoption of a targeted donor funding formula while executing the funding of UPE-related projects. Donor funding needs to be targeted and should strictly go to the activities that help the children in need. In this regard, most of the interviewees were of the view that since government funding for the UPE programme was inadequate, NGO funding was crucial. NGO funding should be increased especially for schools in the rural areas and should target those activities that would be of most help to the needy child (see section 4.3.3.2).

5.6.4 Recommendations for the School Level

Recommendation 1: Need for proper implementation of all UPE policy directives and guidelines at the school level and UPE policy flexibility

It is recommended that the MoES ensures that all UPE schools fully comply with, follow and adopt all UPE policy directives and guidelines without subjective interpretation (sensemaking) to ensure proper UPE implementation at school level (see section 4.3.3.2). In so doing, the MoES as it macromanages the UPE programme, needs to robustly collaborate with SMCs, school administrations and district councils to ensure that all UPE schools are fully following UPE policy directives and guidelines to mitigate poor UPE implementation at the school level. Furthermore, the MoES should engage and consult with frontline UPE stakeholders during the planning and formulation of UPE policies to mitigate the macropolitics of UPE policies being caught up in the micropolitics of UPE schools.

Furthermore, participants recommended that UPE policies need to be flexible and accommodative, due to variations and disparities in the UPE implementation environments and the unexpected changes in the circumstances of the UPE primary schools. In this case, the MoES needs to allow UPE schools in difficult environments to adopt some measures to address their needs without deviating from UPE directives and guidelines.

Recommendation 2: Increase in the teachers' wages to enhance teacher motivation, attitudes and performance

Given the central role the teachers play in the implementation of UPE policy at the school level, participants called for an increase in the teachers' wages and welfare in order to boost their motivation, attitudes and performance in UPE schools.

This is based on the fact that the research indicated that low pay of the teachers negatively affected their motivation levels and the zeal to teach is in most cases lost (see section 4.3.3.2). An increase in teachers' wages would also encourage people to take up teaching jobs as opposed to rejection of teaching as a profession due to low pay.

Recommendation 3: Recruitment of more teachers, improvement of teacher training and teacher-parent-student relationships

Due to a high UPE enrolment rate, most of the participants recommended the training and recruitment of more teachers in order to address the challenges associated with the lack of UPE trained teachers in Uganda (see section 4.3.3.2). This would facilitate an improvement in the teacher-student ratio, reduce teacher fatigue and alleviate classroom overcrowding. Considering the participants' views, it is thus recommended that the standard teacher-student ratio be reduced from 1:53 to 1:25

In addition, the improvement in teacher training is recommended because it would enhance the quality of primary school teachers and lead to an improvement in the quality of UPE. As some interviewees suggested, it is thus recommended that the access level for primary teacher training be increased from senior four (S4) to senior six (S6), then two years of PTC and only joining the profession after qualifying for university studies (see section 4.3.3.2).

Furthermore, most of the participants argued for the improvement of the relationships between teachers, parents and students. They argued that such an improvement would help to address the education needs specific to the children, while simultaneously engaging them to be more supportive of the schooling of their children.

Recommendation 4: Renovation and construction of more school infrastructure including teachers and student's accommodation

Most of the participants commented on high student enrolments vis-à-vis the availability of school infrastructure like classrooms, washrooms and latrines. Most of the schools especially in the rural areas had almost no classroom blocks despite having a high number of students (see section 4.3.3.2). This meant that some children had to study outside, there was classroom overcrowding and teachers taught in shifts (see section 4.3.3.2).

It is therefore recommended that more classrooms, latrines, sanitation and sports facilities are constructed, and the old school infrastructure is renovated to accommodate high student enrolments and improve the school learning environment. The construction of teachers and student accommodation in UPE schools is

specifically recommended. This would alleviate the problem of teacher and students having to commute from far away to school and vice versa and boost performance (see section 4.3.3.2).

Recommendation 5: Provision of high-quality labour market-oriented education in UPE schools

It is recommended that the MoES ensures that high-quality education that is labour market-oriented is provided in UPE schools in Uganda, as observed in Sweden under international best practices (see section 2.8.5). This will also provide and increase the return on investment in education for UPE graduates and help in reducing poverty and unemployment for UPE graduates while simultaneously making the UPE programme management and implementation efficient and sustainable. Importantly as indicated in section 2.4.1.4, it is argued that the provision of high-quality education is essential for the realisation of SGDs in Uganda (Bundy et al. 2018).

Recommendation 6: Creation of a direct link between UPE primary schools (SMCs) and the MoES in order to mitigate bureaucracy

Many participants at the school level, highlighted the problems of bureaucracy that hamper the effective management and implementation of UPE, by delaying service provision including the payment of UPE funds (see section 4.3.3.2). They argued for a need to work directly with the MoES as opposed to going through the district officials and administrations in executing their demands or requests.

Hence, considering the research findings, for the successful management and implementation of UPE policy in Uganda, it is recommended that the MoES creates a direct link between UPE schools and the ministry as opposed to the current model in order to expedite service provision. It would also help in mitigating the embezzlement of funds at the district level.

Recommendation 7: Provision of good quality instructional and scholastic materials to UPE schools

It is recommended that the MoES should ensure and provide UPE schools especially in rural areas, with good quality instructional and scholastic materials or learning aids

such as good quality textbooks, to facilitate learning and good quality education as part of UPE planning and organising framework.

Participants commented on the general lack of scholastic materials for the children and also textbooks (see section 4.3.3.2). Under the current UPE delivery arrangements, the government does not provide funding for scholastic material according to most of the interviewees and literature findings.

Recommendation 8: Need for government provision of school meals

Participants recommended the need for the GoU to provide school meals as part of UPE planning and organising. This is because, as this research revealed, some parents are too poor to afford paying for their children's school meals (see section 4.3.3.2). School meals are provided by the governments in other UPE management and implementation frameworks elsewhere such as in Kenya, Mexico and Sweden as discussed in sections 2.8.6.4 and 2.8.5. This also takes into account that, under current UPE guidelines, school meals are provided by parents (see section 4.3.3.2). Free meals would allow children to learn without going hungry and attract them to schooling.

In the context of the above, the involvement of civil organisations such as NGOs as part of civil society and local communities would be an asset in relation to the provision of extra support for UPE funding, management and implementation in collaboration with the district, local councils and the central government.

5.7 AVENUES FOR FURTHER RESEARCH

The researcher believes that the following propositions among others, are avenues for further research in the context of the management and implementation of UPE policy in Uganda, these include:

- The impact of decentralisation and delegation of authority on the management and implementation of UPE policy in Uganda: Given that decentralisation is preferred to centralisation because it establishes some form of accountability and involvement of those delegated in policy management and implementation, it is argued that this ought to improve stakeholder performance, policy management and implementation efficiency in areas delegated. However, this has proved to be

the opposite in relation to the management of the implementation of the UPE programme in Uganda. Hence, further research is warranted in this regard.

- Disparity in performance between urban and rural UPE primary schools: It is argued that all UPE schools benefit from the same UPE planning and organising arrangements that facilitate the efficient management and implementation of the UPE programme in primary schools. This is because they all follow the same UPE management and implementation guidelines and directives. It would be interesting to know more why rural primary schools perform poorly compared to urban UPE primary schools.

- The impact of UPE implementation on poverty alleviation in Uganda: It is argued that investments in education have a positive impact on poverty alleviation. However, the role of UPE on poverty alleviation implementation in Uganda is not yet clear. Therefore, further research is warranted since the GoU spends a lot of funds on UPE financing. In this regard, there is a need for justification of UPE funding in relation to the achievements of the UPE educational objectives and externalities in the context of return on investment for the GoU and the UPE students or school system.

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APPENDIX A: ETHICAL CLEARANCE

UNISA | university of south africa

UNISA COLLEGE OF EDUCATION ETHICS REVIEW COMMITTEE

Date: 2019/11/13

Ref: **2019/11/13/43196624/02/AM**
Name: Mr Kyambadde
Student No.: 43196624

Dear Mr Kyambadde

Decision: Ethics Approval from 2019/11/13 to 2024/11/13

Researcher(s): Name: Mr Kyambadde
E-mail address: 43196624@mylife.unisa.ac.za
Telephone: 0032484662736

Supervisor(s): Name: Professor V. P. Mahlangu
E-mail address: mahlavp@unisa.ac.za
Telephone: 012 429 8550

Title of research:

MANAGING THE IMPLEMENTATION OF UNIVERSAL PRIMARY EDUCATION POLICY IN UGANDAN PRIMARY SCHOOLS.

Qualification: PhD in Education Management

Thank you for the application for research ethics clearance by the UNISA College of Education Ethics Review Committee for the above mentioned research. Ethics approval is granted for the period 2019/11/13 to 2024/11/13.

The **low risk** application was reviewed by the Ethics Review Committee on 2019/11/13 in compliance with the UNISA Policy on Research Ethics and the Standard Operating Procedure on Research Ethics Risk Assessment.

The proposed research may now commence with the provisions that:

1. The researcher(s) will ensure that the research project adheres to the values and principles expressed in the UNISA Policy on Research Ethics.
2. Any adverse circumstance arising in the undertaking of the research project that is relevant to the ethicality of the study should be communicated in writing to the UNISA College of Education Ethics Review Committee.

Rubric

3. The researcher(s) will conduct the study according to the methods and procedures set out in the approved application.

4. Any changes that can affect the study-related risks for the research participants, particularly in terms of assurances made with regards to the protection of participants' privacy and the confidentiality of the data, should be reported to the Committee in writing.

5. The researcher will ensure that the research project adheres to any applicable national legislation, professional codes of conduct, institutional guidelines and scientific standards relevant to the specific field of study. Adherence to the following South African legislation is important, if applicable: Protection of Personal Information Act, no 4 of 2013; Children's act no 38 of 2005 and the National Health Act, no 61 of 2003.

6. Only de-identified research data may be used for secondary research purposes in future on condition that the research objectives are similar to those of the original research. Secondary use of identifiable human research data requires additional ethics clearance.

7. No field work activities may continue after the expiry date **2024/11/13**. Submission of a completed research ethics progress report will constitute an application for renewal of Ethics Research Committee approval.

Note:

The reference number **2019/11/13/43196624/02/AM** should be clearly indicated on all forms of communication with the intended research participants, as well as with the Committee.

Kind regards,

Prof AT Motlhabane
CHAIRPERSON: CEDU RERC
motlhat@unisa.ac.za

Prof PM Sebate
ACTING EXECUTIVE DEAN
Sebatpm@unisa.ac.za

Approved - decision template – updated 16 Feb 2017

APPENDIX B: PERMISSION FOR RESEARCH

<div align="right">PO Box 392

UNISA 0003</div>

ATT:

District Education Officer

Lyantonde District Department of Education

P.O.BOX 41

Lyantonde, Uganda.

Ethics Reference No: 2019/11/13/43196624/02/AM

Dear Madam/Sir,

REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN AT LEAST TWO PRIMARY SCHOOLS IN LYANTONDE DISTRICT

I am a PhD student in the field of Education (Education Management) studies at the University of South Africa (UNISA). The main purpose of my study is to understand how the implementation of Universal Primary Education (UPE) policy in Ugandan primary schools is managed. To this end, please find attached a completed Lyantonde district department of education form regarding the research which I would like to conduct in two primary schools in Lyantonde district. As required on the form, all details regarding how the study will be conducted as well as the significance of the study are included.

Importantly, there will be no risks involved and all information will be kept confidential. The school principal and school's name will not be revealed. Participation is voluntary and there will be no monetary rewards given. School principals are free to withdraw from the study at any point without being penalized. School principals are expected to indicate whether they agree to participate by completing a consent form. As required, the results of the study will be made available to the Lyantonde district department of education and the participants. The school will receive a summary of the findings on request. The findings of the research will be published in the thesis for which this study

is being conducted and may be published in an academic journal or presented at a scientific meeting.
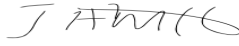
This research is conducted under the supervision of Prof Vimbi P. Mahlangu and Dr Shuti Steph Khumalo as a co-supervisor at UNISA (Department of Educational Leadership and Management). The supervisor Prof V.P. Mahlangu can be contacted at mahlavp@unisa.ac.za and the Co-supervisor Dr Shuti Steph Khumalo can be contacted at ekhumass@unisa.ac.za respectively. Please feel free to contact me if you have any queries regarding the research or any other related matter.

Your permission and support for this research will be highly appreciated.

Thank you.

James Mbabaali Kyambadde

Student Number: 43196624

Signature: _____ Date: 5th July 2019

E-mail: james.m.kyambadde@gmail.com   Tel: 0788027222   Cell: 0788027222

APPENDIX B: REQUEST FOR PERMISSION TO CONDUCT RESEARCH

PO Box 392

UNISA 0003

ATT:

Director

Ministry of Education and Sports

Department of Universal Primary Education

P.O.BOX 4100

Kampala, Uganda.

Ethics Reference No: 2019/11/13/43196624/02/AM

Dear Madam/Sir,

REQUEST FOR PERMISSION TO CONDUCT RESEARCH AT THE MINISTRY OF EDUCATION AND SPORTS DEPARTMENT OF UNIVERSAL PRIMARY EDUCATION.

I am a PhD student in the field of Education (Education Management) studies at the University of South Africa (UNISA). The main purpose of my study is to understand how the implementation of Universal Primary Education (UPE) policy in Ugandan primary schools is managed. Your department has been purposively selected to participate in this research which involves interviewing at least three officials from your department.

This research will add to the body of knowledge in relation to understanding how the implementation of Universal Primary Education policy in Ugandan primary schools is managed and further lead to the generation of recommendations that can help in addressing UPE policy management and implementation challenges in Ugandan primary schools.

Importantly, there will be no risks involved and all information will be kept confidential. The participating officers' names will not be revealed. Participation is voluntary and there will be no monetary rewards given. The participating Ministry of Education and

Sports (MoES) officials are free to withdraw from the study at any point without being penalized. Selected officials are expected to indicate whether they agree to participate in the research by completing a consent form. As required, the results of the study will be made available to the participants. Participating MoES officials will participate in a face-to-face individual interview with the researcher or in a focus group discussion for about 30-60 minutes. The findings of the research will be published in the thesis for which this study is being conducted and may be published in an academic journal or presented at a scientific meeting.

This research is conducted under the supervision of Prof Vimbi P. Mahlangu and Dr Shuti Steph Khumalo as a co-supervisor at UNISA (Department of Educational Leadership and Management). The supervisor Prof V.P. Mahlangu can be contacted at mahlavp@unisa.ac.za and the Co-supervisor Dr Shuti Steph Khumalo can be contacted at ekhumass@unisa.ac.za respectively. Please feel free to contact me if you have any queries regarding the research or any other related matter.

Your permission and support for this research will be highly appreciated.

Thank you,

James Mbabaali Kyambadde

Student Number: 43196624

Signature: _____ Date: 8th July 2019

E-mail: james.m.kyambadde@gmail.com   Tel: 0788027222

APPENDIX C: INFORMED CONSENT TO PARTICIPATE IN STUDY

To: The School Principal, Primary School A

From: James Mbabaali Kyambadde

Subject: Informed Consent to Participate in Study

Date: 8ᵗʰ July 5, 2019

Ethics Reference No: 2019/11/13/43196624/02/AM

Dear: Madam/Sir,

My name is James Mbabaali Kyambadde, and I am a PhD student in the field of Education (Education Management) studies at the University of South Africa (UNISA). The main purpose of my study is to understand how the implementation of Universal Primary Education (UPE) policy in Ugandan primary schools is managed. To this end, please find attached the completed district department of education form regarding the research which I would like to conduct in at least two different primary schools in this district. As required on the form, all details regarding how the study will be conducted as well as the significance of the study are included (see attached proof thereof).

Your school has been purposively selected to participate in this research which involves interviewing you as the school principal. This research and your participation will add to the body of knowledge in relation to understanding how the implementation of UPE policy in Ugandan primary schools is managed, and consequently lead to the generation of recommendations that can help in addressing UPE policy management and implementation challenges in Uganda. I am requesting you to grant an appointment on any convenient date and time to enable me to conduct a one to one interview with you. I am sure your contribution will go a long way not only for the purpose of my research but also for changing the landscape of educational policy management and implementation in Uganda.

Thank you for your willingness to participate in the interview. Your participation is voluntary. You do not have to answer any questions you do not want to answer. If at any time you do not want to continue with the interview, you may decline. Your time

and involvement are profoundly appreciated. The entire interview will take approximately 30-60 minutes. To maintain the essence of your words for the research, I will record the information. At any time, you may request to see or hear the information I collect.

The interview will be audio-recorded using an IPAD voice recorder and the interviewer will take notes. This is done for data analysis. The tape will be transcribed by the interviewer and kept confidential in a password-protected computer. All individual identification will be removed from the hard copy of the transcript. Participant identity and confidentiality will be concealed using coding procedures. The researcher will also maintain a copy of the data on a password-protected computer.

Excerpts from the interview may be included in the final dissertation report or other later publications. However, under no circumstances will your name or identifying characteristics appear in these writings. If, at a subsequent date, biographical data were relevant to a publication, a separate release form would be sent to you. I would be grateful if you would sign this form on the line provided below to show that you have read and agree with the contents. Please return it by email to me at james.m.kyambadde@gmail.com . An electronic signature is acceptable.

_____

Your electronic signature above

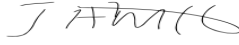(If you have problems with the electronic signature please call me at Tel: 0788027222)

This research is conducted under the supervision of Prof Vimbi P. Mahlangu and Dr Shuti Steph Khumalo as a co-supervisor at UNISA (Department of Educational Leadership and Management). The supervisor Prof V.P. Mahlangu can be contacted at mahlavp@unisa.ac.za and the Co-supervisor Dr Shuti Steph Khumalo can be contacted at ekhumass@unisa.ac.za respectively. Please feel free to contact me if you have any queries regarding the research or any other related matter.

Your support and willingness to allow your school and yourself to participate in this research is appreciated.

Thank you,

James Mbabaali Kyambadde

Student Number: 43196624

Signature: _____ Date: 8th July 2019

E-mail: james.m.kyambadde@gmail.com   Tel: 0788027222   Cell: 0788027222

APPENDIX D: FOCUS GROUP QUESTIONS:

The pattern for introducing the focus group discussion included:

(1) Welcome, (2) Overview of the topic (3) Ground rules and (4) First question. Here is an example of the focus group interview questions *(open-ended)* for this research:

1) How have you been involved in managing the implementation of Universal Primary Education (UPE) policy in Ugandan primary schools?
2) Think back over the past year of how the UPE program was managed and implemented, what went particularly well and what went wrong?
3) How do you understand, experience and perceive UPE policy implementation in Ugandan primary schools?
4) Is UPE policy implementation in Ugandan primary schools achieving its goals and objectives, please elaborate?
5) What are the challenges facing the management of the implementation of UPE policy in Ugandan primary schools?
6) What needs to be done to improve UPE policy implementation in Uganda generally?
7) What can each one of you do in your respective roles to improve the management of the implementation of UPE policy in Ugandan primary schools?

Thank you for participating in this interview

APPENDIX E: SEMI-STRUCTURED INTERVIEWS (FACE to FACE) QUESTIONS

The questions that were asked, sought to gather data and information on the practices, experiences and perspectives of the purposively selected officials responsible for managing, implementing and supervising the Universal primary Education (UPE) program in Uganda. Questions that were asked the purposively selected participants included the following:

1) Please describe how the implementation of UPE policy in your school, district or nationally is managed?
2) Think back over the past year of how the implementation of the UPE program was managed, what went particularly well and what went wrong?
3) What challenges or constraints do you face while managing the implementation of UPE policies in your school, district or nationally?
4) How do you perceive the government of Uganda's UPE policy management and implementation directives?
5) Please describe the state of stakeholder motivation, collaboration and cooperation while managing the implementation of UPE policies in your school, district or nationally?
6) Please describe your experience while managing the implementation of UPE policies in your school, district or nationally?
7) Is UPE policy implementation in your school, district or nationally achieving its goals and objectives?
8) What needs to be done to improve the management and implementation process of UPE policy in your school, district or Uganda generally?

Thank you for participating in this interview.

APPENDIX F: DECLARATION OF PROFESSIONAL EDITING

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Website: www.jaybe9.wixsite.com/bluediamondsediting

13 July 2020

Declaration of professional edit

MANAGING THE IMPLEMENTATION OF UNIVERSAL PRIMARY EDUCATION POLICY IN UGANDAN PRIMARY SCHOOLS

by

JAMES MBABAALI KYAMBADDE

I declare that I have edited and proofread this thesis. My involvement was restricted to language usage and spelling, completeness and consistency, referencing style and formatting of headings, captions and Tables of Contents. I did no structural re-writing of the content.

I am qualified to have done such editing, being in possession of a Bachelor's degree with a major in English, having taught English to matriculation, and having a Certificate in Copy Editing from the University of Cape Town. I have edited more than 200 Masters and Doctoral theses, as well as articles, books and reports.

As the copy editor, I am not responsible for detecting, or removing, passages in the document that closely resemble other texts and could thus be viewed as plagiarism. I am not accountable for any changes made to this document by the author or any other party subsequent to the date of this declaration.

Sincerely,

UNISA: D. Ed. Education Management
University of Cape Town: Certificate in Copy Editing
University of Cape Town: Certificate in Corporate Coaching

Professional
EDITORS
Guild

Jacqui Baumgardt
Full Member

Membership number: BAU001
Membership year: March 2020 to February 2021

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Member: Prolingua