**LOCAL GOVERNMENT ADMINISTRATION AND THE PERFORMANCE OF UNIVERSAL PRIMARY EDUCATION SCHOOLS IN UGANDA:**

**A CASE STUDY OF NABUYOGA SUB-COUNTY, TORORO DISTRICT.**

**BY**

**AKECH SEBURONSA**

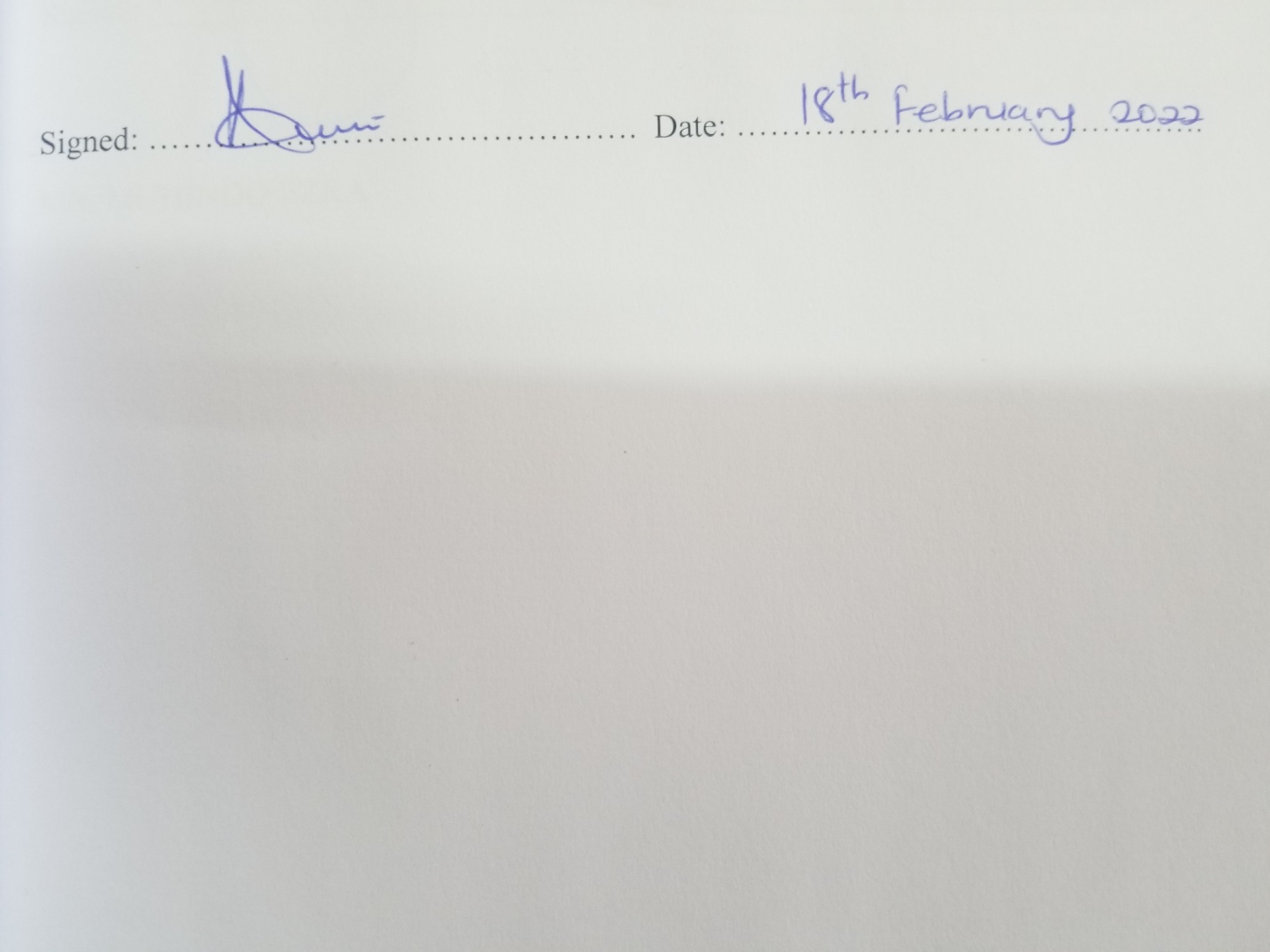
**INDEX: 2019/AUG/MPAM/M225604/WKD**

**A DISSERTATION SUBMITTED TO THE SCHOOL OF SOCIAL SCIENCES IN PARTIAL FULFILMENT OFTHE RECQUIREMENTS FOR THE AWARD OF A MASTERS DEGREE IN PUBLIC ADMINISTRATION AND MANAGEMENT OF NKUMBA UNIVERSITY**

**FEBRUARY 2022**

# DECLARATION

I Akech Seburonsa, do hereby declare that this dissertation entitled “Local Government Administration and the Performance of Universal Primary Education Schools in Uganda. A Case Study of Nabuyoga Sub-county, Tororo District, Eastern “is original and has not been presented in any other institution of learning for similar purposes.



# APPROVAL

This dissertation entitled, “Local Government Administration and the Performance of Universal Primary Education Schools in Uganda: Case Study of Nabuyoga Sub-county, Tororo District” has been done under my supervision and can now be submitted for examination.



# DEDICATION

I dedicate this dissertation work to my entire family, particularly my husband Mr. Owere Wilson.

# ACKNOWLEDGMENT

I am very grateful to the almighty God who has enabled me to have this research done. Otherwise it was not an easy walk considering the challenges I faced all this time I spent doing this course of Masters programme. First and foremost, I would like to thank my husband, Mr. Owere Wilson for having encouraged me and given a very big financial hand during the course of the study. To my family I owe you all for having persevered loneliness during the time I was up and down because of my studies. However, there is reason for us to enjoy together now.

In the same note I congratulate my supervisor, Dr. Olowo George Okongo for having been very parental, considerate and committed in guiding and directing me to do all that is required in order to attain this success in as far as this study is concerned. I also thank Nkumba University entirely and the school of social sciences together with the lecturers for their tireless advice during the period of study as the motto of Nkumba University says I Owe everybody who had a hand in my success and particularly to the omnipotent God.

# TABLE OF CONTENTS

[DECLARATION i](#_Toc78924843)

[APPROVAL ii](#_Toc78924844)

[DEDICATION iii](#_Toc78924845)

[ACKNOWLEDGMENT iv](#_Toc78924846)

[TABLE OF CONTENTS v](#_Toc78924847)

[LIST OF FIGURES x](#_Toc78924848)

[LIST OF TABLES xi](#_Toc78924849)

[ABBREVIATIONS/ACRONYMS xii](#_Toc78924850)

[ABSTRACT xiii](#_Toc78924851)

[**CHAPTER ONE:**](#_Toc78924852) [**GENERAL INTRODUCTION 1**](#_Toc78924853)

[1.0 INTRODUCTION 1](#_Toc78924854)

[1.1 Background of the Study 1](#_Toc78924855)

[1.1.1 Historical background 1](#_Toc78924857)

[1.1.2 Conceptual background 7](#_Toc78924859)

[1.1.3 Contextual background 11](#_Toc78924860)

[1.1.4 Theoretical background 12](#_Toc78924861)

[1.2 Problem statement 16](#_Toc78924862)

[1.3 Main objectives of the study 18](#_Toc78924863)

[1.4 Specific objectives 18](#_Toc78924864)

[1.4 Research objectives 18](#_Toc78924865)

[1.5 Scope of the study 19](#_Toc78924866)

[1.5.1 Content scope 19](#_Toc78924867)

[1.5.2 Time scope 19](#_Toc78924868)

[1.5.3 Geographical Scope 19](#_Toc78924869)

[1.6 Significance of the study 20](#_Toc78924870)

[1.7 Justification of the study 21](#_Toc78924871)

[1.8 Operational definition of key terms 21](#_Toc78924872)

[**CHAPTER TWO:**](#_Toc78924873) [**LITERATUREREVIEW 23**](#_Toc78924874)

[2.1 Introduction 23](#_Toc78924875)

[2.2 Literature Survey 23](#_Toc78924876)

[2.3 Theoretical Review 33](#_Toc78924877)

[2.3.1 The political Model Theory of Education Management 36](#_Toc78924878)

[2.3.2 The Limitations of the Political Models 37](#_Toc78924879)

[2.3.3 Validity of the political model theory of education management. 38](#_Toc78924880)

[2.4 Bargaining and negotiation practices influence decision making in the performance of 38](#_Toc78924881)

[2.4.1 Similar issues coming out structures and planning for primary education services 40](#_Toc78924883)

[2.5 The effectiveness of existing policies pursued by interest groups in the management of Universal primary schools 41](#_Toc78924884)

[2.6 How resources are controlled and distributed among Universal primary education schools 43](#_Toc78924885)

[2.6.1 Corruption 45](#_Toc78924886)

[Conceptual framework of the study 49](#_Toc78924887)

[**CHAPTER THREE:**](#_Toc78924889) [**METHODOLOGY 53**](#_Toc78924890)

[3.0 Introduction 53](#_Toc78924891)

[3.1 Research Design 53](#_Toc78924892)

[3.2 Study population 53](#_Toc78924893)

[3.3 Sampling strategy 54](#_Toc78924894)

[3.4 Sample size 54](#_Toc78924895)

[3.4 Source of data 55](#_Toc78924897)

[3.5 Data Collection Instruments 57](#_Toc78924898)

[3.6 The Questionnaire methods 57](#_Toc78924899)

[3.7 Interview method: 58](#_Toc78924900)

[3.8 Research Procedure 58](#_Toc78924901)

[3.9 Reliability and Validity of Instruments 58](#_Toc78924902)

[3.10 Data processing and analysis 59](#_Toc78924903)

[3.12 Ethical Consideration 59](#_Toc78924904)

[3.13 Limitations and Delimitations of the Study 59](#_Toc78924905)

[**CHAPTER FOUR:**](#_Toc78924906) [**PRESENTATION, DISCUSSION AND INTERPRETATION AND ANALYSIS OF FINDINGS 61**](#_Toc78924907)

[4.0 INTRODUCTION 61](#_Toc78924908)

[4.1 Bio-data/ Background information 61](#_Toc78924909)

[4.2 BARGAINING AND NEGOTIATING PRACTICES INFLUENCE DECISION MAKING IN THE PERFORMANCE OF UPE SCHOOLS. 64](#_Toc78924914)

[4.3 RESOURCEES ARE CONTROLLED AND DISTRIBUTED AMONG UNIVERSAL PRIMARY EDUCATION SCHOOLS. 65](#_Toc78924916)

[4.4 POLICES PERSUED BY INTEREST GROUPS IN THE MANAGEMENT OF UNIVERSAL PRIMARY SCHOOLS. 69](#_Toc78924919)

[**CHAPTER FIVE:**](#_Toc78924921) [**SUMMARY OF THE FINDINGS 80**](#_Toc78924922)

[5.0 Introduction 80](#_Toc78924923)

[5.1 Summary 80](#_Toc78924924)

[5.3: CONCLUSION 88](#_Toc78924925)

[5.4 RECOMMENDATIONS 91](#_Toc78924926)

[REFERENCES 94](#_Toc78924927)

[APPENDICES i](#_Toc78924928)

[APPENDIX I: SELF-ADMINISTERED QUESTIONNAIRE FOR RESPONDENTS i](#_Toc78924929)

[APPENDIX II: INTERVIEW GUIDE FOR RESPONDENTS iv](#_Toc78924930)

[APPENDIX III: Checklist for Focus Group Discussion (FGD) vi](#_Toc78924931)

[APPENDIX IV: PROPOSED BUDGET FOR THE RESEARCH viii](#_Toc78924932)

[APPENDIX V: WORK PLAN TIME TABLE ix](#_Toc78924933)

[APPENDIX VI: LETTER OF PERMISSION x](#_Toc78924934)

[APPENDIX VII: RESEARCHER'S LETTER TO THE CHIEF ADMINISTRATIVE OFFICER- TORORO DISTRICT. xi](#_Toc78924935)

[APPENDIX VIII: A MAP OF TORORO DISTRICT SHOWING INTERNATIONAL BOUNDARY, SUB-COUNTIES, DISTRICT HEADQUARTERS AND TRADING CENTRES. xii](#_Toc78924936)

# LIST OF FIGURES

[Figure 1. Conceptual framework of the study 4](#_Toc78371216)9

# LIST OF TABLES

[Table 1: Sample size and selection methods 55](#_Toc94842726)

[Table 4.1; Gender of the Respondents 61](#_Toc94842727)

[Table 4.1.2 Age bracket of the respondents 62](#_Toc94842728)

[Table 4.1.3 Marital status of the respondents 62](#_Toc94842729)

[Table 4.1.4 Level of Education of the Respondents 63](#_Toc94842730)

[Table 4.2.1Whether bargaining and negotiating practices influence decision making 64](#_Toc94842731)

[Table 4.3.1 Whether resources are effectively controlled and distributed among UPE schools 66](#_Toc94842732)

[Table 4.3.2 Whether the available resources are being misused 68](#_Toc94842733)

[Table 4.3.3 Local government administrators use management by supervision/walking around schools in ensuring they are efficient in Nabuyoga Sub County 69](#_Toc94842734)

[Table 4.3.4 Local government administrators employ management by objectives or goals to ensure efficiency in the management of UPE schools in Nabuyoga Sub County 70](#_Toc94842735)

[Table 4.3.5 Local government administrators use Education Committees in the various parishes to ensure there is accountability and efficiency in the management of UPE schools in Nabuyoga Sub County 72](#_Toc94842736)

[Table 4.3.6 Local government Administration uses periodical reporting from head teachers to the District to ensure accountability for all resources dispensed to UPE schools 74](#_Toc94842737)

[Table 4.3.7 Local administrators use Parents-Teacher Association (PTAs) to ensure accountability and efficient running of UPE schools 76](#_Toc94842738)

[Table 4.3.8 Local Administration in Tororo utilizes the association of Head teachers of UPE schools effectively to ensure proper planning and accountability in Nabuyoga 78](#_Toc94842739)

# ABBREVIATIONS/ACRONYMS

**CSOs** Civil Society Organizations

**DEO** District Education Officer

**DIS** District Inspector of Schools

**EFA**  Education for All

**EPRC**  Education Policy Review Commission

**ESIP** Education Strategic Investment Plan

**MDGs** Millennium Development Goals

**NRM**  National Resistance Movement

**PLE** Primary Leaving Examinations

**PTAs**  Parents Teachers Association

**RDCs** Resident District Commissioners

**UPE** Universal Primary Education

# ABSTRACT

This study was about local government administration and the performance of universal primary education schools in Uganda: a case study of Nabuyoga Sub-County, Tororo District, Eastern Uganda. The study was guided by three specific objectives namely; to establish how bargaining and negotiation practices influence decision making in the performance of Universal primary education schools in Nabuyoga Sub-County, Tororo District, to examine how resources are controlled and distributed among Universal primary education schools in Nabuyoga Sub-County, Tororo District and to assess the strategies used by local government administration in the management of Universal primary schools in Nabuyoga Sub-County, Tororo District. The literature was reviewed basing on the specific objectives of the study and the research design upon which the study revolved was descriptive research design. Data was collected using questionnaires, interviews and focus group discussion. The findings of the study were that bargaining and negotiation influenced performance of Universal Primary Education schools in Uganda. The findings further established that resources of UPE were not effectively controlled, distributed but they are inadequate. Finally, the findings revealed that the policies pursued by different interest groups in the management of UPE were not effective in achieving UPE program. Recommendations made to this effect are that bargaining should be part of the strategies by the stakeholders in achieving UPE schools and district local governments should be given chance to make their own budgets to be forwarded to the ministry of educationto that effect. The study also recommended that different stakeholders should be involved in the budgeting and management of UPE policies as it was originally proposed.On resource control, study recommended that the school Administrators should draw a method for controlling UPE resources. The study concluded that there should be total decentralization whereby the Local government is given full responsibility to plan for the education services at District level.

# CHAPTER ONE

# GENERAL INTRODUCTION

# 1.0 INTRODUCTION

This is an introductory chapter which comprises of the subsections needed for explaining the background of the study, statement of the problem, objectives of the study, the scope of the study, significance of the study, justification of the study and limitations/delimitations of the study.

# 1.1 Background of the Study

# The background of the study is divided into other four subsections namely; Historical background of the study, Conceptual background of the study, Theoretical background of the study and contextual background of the study.

# 1.1.1 Historical background

Uganda’s education history dates as far back as the 1880s when education was provided by the Christian missionaries with no government support (Syngellakis&Arudo, 2006; Ssekamwa, 2000; Ojijo, 2012). By the 1930s a few African elites decided to rebel against British colonialists and start their own schools to liberate their children from the colonial indoctrination and impart African values that gave birth to private schools’ set up. During the period between 1924 -1962, several commissions were set up to review the education policies and make recommendations (Ojijo, 2012). By the 1962 independence from colonial rule Uganda’s education system was still not clearly defined until the birth of the 1964 Education Act of Uganda formulated from Professor Edgar Castle’s 1963 Education Commission Report (Ssekamwa, 2000; Ojijo, 2012). From this report, it was decided that government takes over all the schools which gave birth to public school management system. The 1970s’ civil wars didn’t give much room for implementation of this policy given the manpower vacuum and the general political instability (Syngellakis&Arudo, 2006).

In Uganda and Kenya the Church Missionary Society, the Universities Mission to Central Africa, the White Fathers, and the London Missionary Society opened the first mission schools between 1840 and 1900. In 1925, the British colonial government in Uganda declared its intention of participating fully in the educational work of the country. However, its intention was not to stop the Missionaries from teaching and looking after their schools which they had already set up and from building new ones. Mainly the work of the British colonial government in education was to direct the conducting of education in the country, to build and administer some schools, to make sure that its advice was being followed in the, schools under the Missionaries and to give the Missionaries much of the required money to run the already built schools and to build new ones. From 1925 to 1962, the Missionaries continued to spend quite a lot of money from their own resources on education despite the government financial support. To carry out the above responsibilities, the Uganda Protectorate Government set up a Department of Education as one of the Departments within the administration. At that time, instead of having Ministries in Uganda, the British colonial government was organised on the basis of Departments. (Grogan, 2008)

Numerical increases in school enrollments, though occasionally spectacular, failed to correspond to the legitimate aspirations of the people or even, more modestly, to the initial objectives fixed by the governments themselves. The Conference of Nairobi in July 1968 viewed as rather alarming the lack of progress in education and literacy in the context of growing populations. Increasing emphasis was placed on improving and expanding vocational-technical, adult, and non-formal programs of education. (Ribbins, 1985)

There was also concern about the financial difficulties of the different states, the unsuitability of current educational systems to local needs, the waste and duplications in primary and secondary education, and the insufficient liaison between educational policy makers and the planners of economic and social development. In short, an educational crisis developed and ripened in Africa.

In all countries, the control over education is in the hands of a ministry of public education or a similar government unit. Its functions include planning, building, and administering schools; authorizing curricula and textbooks for public elementary and secondary schools; and supervising private ones. In some countries, the states sustain their own educational systems, which the federal government then supplements, but, because of the disparity between city and countryside, these federal governments often had to shoulder almost the total burden of rural elementary education.(Sekamwa, 2000)

The 1986 post- conflict government under the National Resistance Movement (NRM) started with rehabilitation and reconstruction of the education system and facilities (Ojijo, 2012). The NRM government instituted the Prof. SentezaKajubi Commission in 1987 that produced the Education Policy Review Commission (EPRC), which later led to the 1992 Government White Paper on Education (GWPE). The major aim of GWPE was to “to eradicate illiteracy and equip the individual with basic skills and knowledge to exploit the environment for self-development as well as national development, for better health, nutrition, and family life, and the capability for continued learning.”

With GWPE government acknowledges the importance of education in the transformation of society hence embarked on providing free education for all at primary level. This was the beginning of the era of Universal Primary Education (UPE) policy. The government thus started implementing the UPE programme through the Education Strategic Investment Plan (ESIP) in 1998 (MoESTS, 2015). This was directly in line with achieving the education-related Millennium Development Goals (MDGs) and the Dakar Education for All (EFA) goals (Penny, et al, 2008; Mbabazi, et al, 2015; Jansen, 2005). To date, Government continues to ensure promotion of the education aimed at improving inequalities and inefficiencies through several policy documents implemented through the Ministry of Education, Sports and Technology (MoESTS, 2015).

The main legal framework for Uganda's current local governments is the Decentralization Statute

1993, aimed to transfer power to the people and promote equitable distribution of resources. The

1995 constitution detailed the modalities of a decentralized government while the Local Governments Act of 1997 made Local Government Council responsible for ensuring implementation and compliance with government policies (GoU 1997). According to Saito (2003: 203), 'Uganda today probably has the most elaborate legal framework for decentralizing measures in Africa and is firmly committed to decentralization. The amount of financial resources transferred to local governments is one of the largest in Africa'.

Decentralization in Uganda happened within larger economic reforms driven by neoliberalism and structural adjustment policies that prioritized the role of the market and private actors. As a result, while services like primary education delivery were transferred to local governments, this process was implemented through a system of partnerships with the private sector and other development actors that reduced the role of the local state as the primary provider.

The Ugandan government undertook reforms to improve the provision of education at primary level and address the challenges that were hindering access, equity and efficiency. Although the access bit of these objectives has been achieved as observed from the high enrolment rates, the education sector still faces a major challenge in delivering quality education (Tumushabe&Makaaru, 2013; Zuze&Leibbrandt, 2011). Uganda continues to rank the worst in leaner achievement in East Africa where on average, less than 4 in 10 children aged 10-16 years show literacy and numeracy skills at primary two level clearly revealing the decline in the quality of education (UWEZO, 2013).

In a situation where government invests its scarce resources to avert a key governance challenge and still there are indications of inefficiency (Byamugisha&Ssenabulya, 2005), it can only be explained as government failure. One fundamental reason for government failure is the character traits of the personal and bureaucratic interests of the public servants involved in the implementation of government policies and programmes. A high level of bureaucracy in most cases transfers authority from politicians, policy-makers, managers and possibly users to front- line bureaucrats (Batley&Mcloughlin, 2015). Whenever the interests of the public servants or their organizations and those of the public they serve fail to meet, it creates a principal-agent problem (Stiglitz, 2000). The interests of principal (the public) should be able to meet with those of the agent (s)-the public officials and organizations who implement on their behalf.

Decentralization was one of the major reforms in the 1990s in Uganda, geared towards improving democratic governance and service delivery. However, districts have had variable performance, especially in providing primary education through public schools. In this article, I ask what explains the difference in local governments’ performance across two districts that were given similar powers and share a similar history. I explore this through in-depth interviews in the two districts and find that local governments are severely constrained in their performance by a lack of funds, which, along with development priorities, are controlled by the central government. Within this scenario, variable performance is explained to a great extent by the presence of donors and investments by the private sector, but that these funds are attracted to areas where greater capacity exists. While this improves education performance, it can contribute to growing inequality in educational attainment across districts.

The main legal framework for Uganda’s current local governments is the Decentralization Statute 1993, aimed to transfer power to the people and promote equitable distribution of resources. The 1995 constitution detailed the modalities of a decentralized government while the Local Governments Act of 1997 made Local Government Council responsible for ensuring implementation and compliance with government policies (GoU 1997). According to Saito (2003: 203), ‘Uganda today probably has the most elaborate legal framework for decentralizing measures in Africa and is firmly committed to decentralization. The amount of financial resources transferred to local governments is one of the largest in Africa’. Whereas it can be argued that the amounts of financial resources transferred are significant, what really matters is whether these financial resources have over the years translated to effective service delivery as promised in the decentralization objectives.

One of the areas of transfer of power is primary education, which became the responsibility of local governments after decentralization. The Universal Primary Education (UPE) programme was introduced in 1997, becoming part of the mandate of local governments. While initially the policy was to target four children per household, it later expanded to include all school-aged children. The reform led to the empowerment of ordinary Ugandans and improved implementation and monitoring of primary education (Mukunya 2007: 233). There was initial excitement about the policy as Ugandans would for the first time access free education (Buwembo 2016). Within this plan, local governments were to be responsible for education planning and management, school inspections, teacher management and classroom construction.

# 1.1.2 Conceptual background

Service provision refers to the whole process of planning public services while service delivery refers to mechanisms of policy implementation. In Uganda's local government system, service delivery approaches include: direct provision by the local government, public–private partnerships (PPPs), participation of civil society (CSOs) and privatization (GoU 2013: 10).

Local governments, and in particular district councils, have the power to deliver primary education services in Uganda with 'overall control over the expenditure on services for which they were responsible' (Golooba-Mutebi, 2004). Their roles include inspection of schools, funding, management of teachers, school administration and planning, and school construction (Saito 2003). However, transfer of responsibility is not synonymous with capacity. As Widmalm (2008: 44) reminds us that, the fact that responsibilities are given to a certain institution does not mean that the institution in question has the capacity to fulfill them… [nor] any possibility of influencing the method of implementation of the duties for which it is made responsible. Capacity, be it human, financial and infrastructural, is crucial. The lack of capacity to deliver has raised questions about the effectiveness of decentralization in Uganda.

Particular to the case of primary education, local governments are directly responsible not only for the delivery of primary education within the UPE framework, but also for the supervision of both public and private schools. Although private schools do not receive financial aid from the government, they still write the same exams and their performance contributes to the ranking of local government performance in a particular district. While schools depend on the district, local governments depend on the central government for funds. The UPE programme funds come with an expenditure formula for every district. Most of the education expenditure is earmarked for teacher salaries. District councils are mandated to mobilize local resources to supplement the regular flow of funds from the central government in order to support other activities. However, in both Nebbi and Arua districts local government contributes under 5 per cent of the total budget. The responsibility for providing development funds remains with central government and other stakeholders. (Golooba-Mutebi, 2004).

According to Golooba-Mutebi, (2004) an interesting indicator of the poor quality of primary education in public schools managed by local governments is the fact that the children of district government staff and even public school teachers attend private schools. A respondent in Arua local government echoed the views of many when he explained that, “our children are not in government schools. We sell the wrong thing to the people”. There are many children of the poor who are brighter than our children but are condemned to this [UPE school] education. (GoloobaMutebi, 2004) There is a sense of regret among government officials that they are aware UPE is not working well, and yet, they have to continue to present it as a great policy to enable all children access to education. A respondent from the civil society sector in Nebbi expressed a similar sentiment when he shared, Teachers in UPE schools send their children to private schools. They are better off having their children taught by private schools. They are sure their children will pass (Golooba-Mutebi, 2004).

Local government is a generic term for the lowest tiers of public administration within a particular sovereign state. This particular usage of the word government refers specifically to a level of administration that is both geographically localised and has limited powers. While in some countries, "government" is normally reserved purely for a national administration (government) (which may be known as a central government or federal government), the term local government is always used specifically in contrast to national government – as well as, in many cases, the activities of sub-national, first-level administrative divisions (which are generally known by names such as cantons, provinces, states, oblasts, or regions). Local governments generally act only within powers specifically delegated to them by law and/or directives of a higher level of government. In federal states, local government generally comprises a third or fourth tier of government, whereas in unitary states, local government usually occupies the second or third tier of government.

On the other hand, Universal Primary Education performance is the efficient delivery of education services focused on making all schools under the same program effective in planning, budgetary activities and execution of plans in these schools. At Local government level, schools ought to follow all the required standards of operation from establishing physical structures and being accountable and transparent in all these endeavors.

Equality of educational and occupational opportunity and outcomes for women as well as for other previously underprivileged groups (working-class, rural, and minority children) is greatly dependent on mutually reinforcing economic and education policies. Comparative studies suggest that government policies favoring overall poverty reduction and wage equity can contribute to overcoming past educational and economic disadvantages. At the same time, there are strong convergent policies internationally that call for a diminished role for the state in the provision of social services such as education; for decentralization of educational governance and financing structures; for privatization of public education through school-voucher programs or by charging fees for services once provided free; and, generally, for the application of a market logic to the overall workings of public schooling. (Saito, 2006)

Despite these constraints, there are poor countries that have nonetheless achieved outstanding results on international standardized achievement tests in the areas of language, mathematics, and science while also providing near-universal secondary education. One such example is Cuba, where education and health have been viewed as fundamental components of the Cuban Revolution (1959). Alternatively, Finland exemplifies a wealthier country whose students on average have performed well on various measures of achievement and where differences between top- and bottom-scoring schools and between various categories of students have been minimal. Such successes tend to occur in countries that give priority to investments in education, health, and other social services, while other positive academic results can be seen from governments that are willing to experiment with alternative forms of education and to support innovative programs. (Saito, 2006)

# 1.1.3 Contextual background

Studies have in the past indicated the erosion of local government autonomy with the abolition of graduated tax (Golooba-Mutebi, 2006). Although local governments had the mandate to levy tax, central government abolished graduated tax, draining districts of the most reliable source of revenue. In addition to market dues, other sources include trading licenses (largely collected by the urban councils), licensing which is more of a regulatory service, and thus limited as a source of funds. Fees for a limited number of billboard advertisements are another potential source, but if they fall under road reserve, Uganda National Roads Authority collects it. The local service tax is a more reliable source but very small. Another revenue source is council court fees, but these provide revenue for the court system in most cases. In short, multiple state agencies collect revenue from districts.

Local governments are thus vessels through which resources from central government flow for specific activities, rather than units with power. The real question is whether local governments have any liberty to plan for activities. In the case of primary education, most of the grants are conditional and allow little flexibility. Central government controls, even though there may be good reasons for such controls, impact negatively on service delivery. The dysfunctional nature of decentralization is demonstrable through the practice of recruitment of teachers or making capital expenditures – for a district to recruit teachers or buy a vehicle, they need clearance from the central government. This is in line with what ACODE (2014) found, that dependence on the central government and inability to generate local revenues are highlighted by 75 per cent of the districts.

# 1.1.4 Theoretical background

This study will be led by the Political Model of Educational Management in order to assess how compatible the current management and leadership systems in Universal primary education are using the current decentralization policy and framework to achieve efficiency. This comparison will be very important since the current decentralization system supports similar systems in such organizations. It is from this that the researcher finds it appropriate to use the political model of education management and see how this can be aligned with the decentralization process in ensuring service efficiency in primary schools at Local government level.

Management is a series of actions and tasks relevant to highly well-organized and effectual application of resources within the organization in order to attain organizational objectives (Sapre, 2002, p.102) and educational management may be regarded as a discipline with respect to the management of educational organizations (Bush, 2011, p.1). From another perspective, Bolam (1999) believed that educational management is a function of execution for fulfilling decided policies and made a distinction between educational management and educational leadership. However, there should be a main link between goals and aims of education and actions of educational management (Bush, 2011, p.1) and thus, the process of determining goals of organizations is fundamental to educational management (Bush, 2011, p.3). The tag used to describe this field of study has altered over time from educational administration to educational management and finally to educational leadership (Gunter, 2004). Theories and models of educational management have been categorized by different scholars. Cuthbert (1984) classified educational management theories to five groups including analytic-rational, pragmatic-rational, political, and phenomenological and interactionist models.

Additionally, Bush (2011, p.34-35) based on four element including the level of agreement about objectives, the concept of structure, the level of environmental influences and the most appropriate strategies within the educational organizations has categorized the models of educational management into six clusters which are formal, collegial, political, subjective, ambiguity and cultural models and finally has linked these six models with nine different leadership styles in the context of educational organizations. These nine leadership styles are managerial, participative, transformational, distributed, transactional, postmodern, emotional, contingency and moral. It is notable that since the concentration of instructional or learning-centered leadership is mostly on learning and teaching (direction of influence rather than the essence and origin of influence), it has not been linked with any of the six models of management (Bush, 2011, p.17-18).

The third model of educational management is the political model (Bush, 2011, p.99) which assumes that educational policies and decisions in the institutions stem from a complicated process of bargaining and negotiation over the goals of subunits and specific policy objectives are pursued by interest groups through formation of alliances. Also conflict is a natural phenomenon based on this model and power accrues to coalitions with higher level of dominance instead of being the preserve of the formal leader in the organization. The practice of this model in educational settings has been called Micro- politics by Ball (1987) and Hoyle (1999) as well. Baldridge (1971, pp. 2324) has developed one of the classical political models. In his model, he suggested five stages in the policy process which are social structure, interest articulation, and legislative transformation, formulation of policy and finally execution of policy.

Power as one of the factors representing which sub group would have victory over other sub groups in any conflicts in educational settings encompasses positional power, personal power, authority of expertise, control of rewards, coercive power and control of resources (Bush, 2011).

In addition, Bolman and Deal (1991), Handy (1993) and Morgan (1997) posited some other power sources such as physical power, power of developing alliances and networks, power with regard to access to and control of agendas, power of controlling meaning and symbols, power of controlling boundaries and lastly power of gender relations management.

Transactional leadership is deemed as the most relevant leadership style to political model of educational management (Bush, 2011, p.119). According to Miller and Miller (2001), transactional leadership is a process of exchange and Judge and Piccolo (2004, p.755) suggested that transactional leaders concentrate on appropriate exchange process of resources. They identified three dimensions of transactional leadership as contingent reward, which is a degree to which constructive exchange process is built between the leader and the followers; active mode of management by exception, which implies monitoring members by the leader, problems prediction and taking corrective actions; and finally passive mode of management by exception which implies the behavior of passive leaders in facing problems. Passive leaders wait until some problems caused by the behavior of members happen and then take any required actions. It is notable that based on the concept of transactional leadership; exchange process is viewed by the members of the organization as a reputable political strategy.

Evidence from the annual reports series, Are Our Children Learning (UWEZO Uganda, 2011) and from Local Government scorecards (ACODE 2014) seems to confirm this discouraging perspective in the area of service delivery and in particular primary education provision. According to an analysis of the last 2016 UWEZO report, 60 per cent of P.3–P.7 pupils attending private schools could read and understand a P.2 English story and P.2 Math division while 49 per cent of P.3–P.7 pupils attending government schools could read and understand the same work (Nassaka 2016: 17). All six reports Uwezo have released so far indicate that the quality of education within the UPE framework, which is the direct provision option, is something the government needs to be concerned about, with persistent low learning outcomes.

The same report indicates that the performance based on districts reflects regional inequalities. All the ten best performing districts were from central and south-west Uganda while all the ten worst performing districts were from the East, North and West Nile regions (Uwezo Uganda, 2016). Despite this gloomy outlook, rankings such as these of Uwezo, based on primary education, and ACODE, based on performance of local government in various social service delivery areas, indicate that there are variations in outcomes, with some performing well and others dismally.

The abolition of graduated tax has impacted very much on the district revenue as the district remained with petty taxes like market dues. Most of the local government taxes not are directly controlled by the central government and they are specifically allotted for specified departments not necessarily educated. Hence the district local government has very little to contribute towards the management of Universal Primary Education Schools. Yet being a policy of government the school administration is not allowed to collect any money from the parents. I a stringent manner, some schools/management committees have done it forcefully because the situation has gone out of hand. This alone leaves decentralization in jeopardy hence district local government accomplishment enjoy complete autonomy from the central government.

# 1.2 Problem statement

In Uganda there is growing public concern over the quality of service delivery by local governments. Existing research shows that local government delivery failures are connected to a host of factors, including multiple leadership conflicts across different tiers of government, low levels of revenue collection and limited financial autonomy, distortions inherent in the decentralization policy, and central government's control of the national budget resources (ACODE 2014: 3). Yet, not all local governments are performing badly. Some local governments are able to perform well in delivering their functions as per their mandate while others are not (ACODE 2014). What are the reasons for this differential performance? One of the areas of transfer of power is primary education, which became the responsibility of local governments after decentralization.

In all countries of Africa, in which UPE was instituted, the elimination of the direct costs of schooling created an instantaneous large increase in school enrollment. Grogan (2008) notes that enrollment increased nearly by 70% in Malawi, 75% in Lesotho, and 22% in Kenya. However, the aggregate increase in primary school enrollment in Uganda was far beyond service delivery. In reference to Uganda, Aguti (2002) furthermore adds that UPE quality may have been compromised by the low morale of teachers. First-grade classes might have an age range from 6 to 11. Overall, primary-school enrollments more than tripled in the last half of the 20th century, from slightly more than 200 million to some 670 million; secondary education increased more than ninefold, from more than 40 million to nearly 400 million; and tertiary education increased more than 12-fold, from about 7 million to nearly 90 million.

While concurring with Crook (2010) that lack of organizational commitment is a key variable to explain why some districts underperform, however it likely that this gets exacerbated in contexts where local governments have little capacity to deliver services, limited financial autonomy and decision-making powers, and remain dependent on central government, with their powers limited to legal frameworks only. Tororo district being largely rural, among the poorest in the country, and with literacy rates below national averages, this region's limited access to government services – due to its remoteness, a history of political instability during the years after independence, and a continuing lack of community voice – makes for an interesting case. Tororo District’s level of relative deprivation in comparison to other regions of Uganda means that if there are pockets of better performance here, we may be able to identify the factors that can work to raise the quality of service delivery. It is from this gap in local government efficiency and under performance of universal primary education schools that drives this further study on the effect of the current Local Government administration in the performance of Universal primary education schools in Nabuyoga Sub country in Tororo District.

# 1.3Main objective of the study

To examine the effects of local Government Administration in the performance of Universal Primary Education Schools in Nabuyoga Sub County in Tororo District in order to come up with best practices to improve current performance levels

# 1.4 Specific objectives

1. To establish how bargaining and negotiation practices influence decision making in the performance of Universal primary education schools in Nabuyoga Sub-County, Tororo District.
2. To examine how resources are controlled and distributed among Universal primary education schools in Nabuyoga Sub-County, Tororo District.
3. To assess the effectiveness of strategies used by Local Government Administration in the management of Universal primary schools in Nabuyoga Sub-County, Tororo District.

# 1.4 Research objectives

1. How does bargaining and negotiation practices influence decision making in the performance of Universal primary education schools in Nabuyoga Sub County, Tororo District?
2. How are the resources being controlled and distributed among Universal Primary Education Schools in Nabuyoga Sub County to ensure performance, Tororo District?
3. How effective are the educational management strategies used by the Local Government Administration to determine the performance of Universal primary schools in Nabuyoga Sub-County, Tororo District?

**1.5 Hypothesis of the Study**

*H1 Local Government Administration is efficient in ensuring performance of Universal Primary Schools in Nabuyoga Sub County*

*H2 Local Government Administration is inefficient in ensuring performance of Universal Primary Education schools in Nabuyoga Sub County*

# 1.6 Scope of the study

# 1.6.1 Content scope

The study covered the following areas in the management of universal primary schools in as far as objectives of the study are concerned; to establish how bargaining and negotiation practices influence decision making in the performance of Universal primary education schools; to find out the effectiveness of existing policies pursued by interest groups in the management of Universal primary schools; and to examine how resources are controlled and distributed among Universal primary education schools.

# 1.6.2 Time scope

The study covered the period between 2016-2019. This three year period is chosen because it is the latest in the operation of schools before the 2020 lockdown which has seen schools remain closed up-to date.

# 1.6.3 Geographical Scope

The study covered Nabuyoga Sub-County in Tororo district. Nabuyoga sub-county is made up of four parishes and 55 villages currently with 15 primary schools. The reason the researcher chose this area of study was because she is acquainted with the area as her area of residence making it more convenient to make the field survey and get useful information easier. On the other hand it is because the District suffers from high levels of school drop outs, failing public education and this could provide formidable findings on the study cases in as far as Local government administration was concerned. Tororo District has 17 sub counties, 76 parishes and 875 villages. Tororo District is bordered by Mbale District to the north, Manafwa District to the northeast, Kenya to the east, Busia District to the south, Bugiri District to the south-west, and Butaleja District to the north-west. Tororo, the largest town in the district and the location of the district headquarters, is approximately 230 kilometers (140 miles), east of Kampala, the capital and largest city of Uganda. The 2002 national census estimated the population at 379,400, with an annual population growth rate of approximately 2.7 percent. In 2012, the mid-year population was estimated at 487,900. The geographical coordinates of the town are 0°41'34.0"N, 34°10'54.0"E (Latitude: 0.692780; Longitude: 34.181655). Tororo town lies at an average elevation of 1,278 meters (4,193 ft.) above sea level. (Google search, 2018)

# 1.6 Significance of the study

The study was important to the following stakeholders;

**The Central Government:**

The study would be important to the central government for it seeks to give policy recommendations on how best decentralized can be used to deliver education services such as in the universal primary education in the whole country.

**The Local Government of Tororo District:**

The study might be of importance to the Local Government of Tororo District by giving policy recommendations and strategic measures to increase efficiency in the planning and management of Universal primary education services.

**Universal Primary Schools in Tororo District:**

The study might be important to the Universal primary schools in Tororo District and the country at large by giving recommendations into the best practices to increase planning, management and leadership systems influencing efficiency in these schools.

**To Researchers:**

The study might be important to future researchers for it will seek to cover existing research gaps from past studies and establish the need for further research where found necessary.

# 1.7 Justification of the study

The study is justifiable because if this research is not carried out, the continued mistakes and challenges facing UPE is going to continue hence the success of this study will help avert the obstacles that are currently facing UPE in Tororo District and the entire country at large.

# 1.8 Operational definition of key terms

**Administration:** Is the efficient organization of people; also are information, and other resources to achieve organization’s objectives. Also is an information key to business operations, and people are the resources who make use of information to add value in an organization.

**Management:** Management is the coordination and administration of tasks to achieve a goal. Such administration activities include setting the organization’s strategy and coordinating the efforts of staff accomplishes these objectives through application of available resources. Management can also refer to seniority structure of staff members in the organization (Indeed Editorial Team 2021).

**Local government:** Refers collectively to administrative authorities over areas that are smaller than a state which acts within the powers delegated to it by legislation or directives of higher level of government.

**Performance:** Performance is defined as the potential for future successful implementation of actions in order to reach the objectives and targets or the actual output of results of an organization as measured against intended outputs (or goals and objectives).

**Universal:** Relating to or done by al people or things in the word or in a particular group; applicable to all cases.

**CHAPTER TWO**

# LITERATUREREVIEW

# 2.1 Introduction

This chapter presents the literature review of existing studies and also analyses the sub themes as objectives of the study.

# 2.2 Literature Survey

Several researchers have done research on the role of decentralization and service delivery and also education service delivery in Uganda. It is important to assess and examine their findings which will enable us come to the real findings as according to our objectives to ensure efficiency in this study endeavor.

A study by Byabashaija D. &MuganziV.S. (2020) assessed that, the correlation between Decentralization Policy implementation and Universal Primary Education (UPE) performance in Uganda. It was guided by the objective of assessing the relationship between political decentralization and Primary Leaving Examinations (PLE) performance in Katerera County in Rubirizi District, in Uganda. The study adopted a descriptive research design with quantitative and qualitative approaches. A sample of 139 respondents were selected using Slovene’s Formula. Data was collected using questionnaire and interview guide and analyzed using frequencies, percentages, Pearson’s Correlation and Regression analysis for quantitative data and thematic analysis was used for analyzing qualitative data.

The study findings established a significant relationship between political decentralization and PLE performance of UPE schools in Katerera County and a unit increase in political decentralization affects the PLE performance of UPE schools in Katerera County by 17%. The study concluded that decentralization policy implementation contributes 61% to the PLE performance of UPE schools in Katerera County; Rubirizi District from the study findings, the researcher recommended that Central Government should put much efforts in implementing decentralization policy since it was found to have a significant relationship with performance of UPE schools, reduce bureaucracies for releasing money for buying scholastic materials, encourage parents to give financial support to their respective schools and increasing funding for Local Governments especially in the education sector.

The study found out that political decentralization significantly (p=0.000<0.05) influenced the performance of UPE schools in Katerera County in Rubirizi district in Uganda. Also, there was a moderate positive relationship (r=0.593) between political decentralization and PLE performance of UPE schools in Katerera County. In this context, political decentralization improved the performance of UPE schools in Katerera County because it improved supervision of schools for example the councilors and LCIII chair persons in Katerera County were responsible of supervising the day to day activities and the performance of the UPE schools in their sub counties as it was part of their political manifestos to improve education service delivery.

However, this study put much of its focus on the general Decentralization policy hence putting less focus on the performance of the Local Administration in planning, supervising and rightfully allocating what amount of resources to Universal primary schools. The focus on the current study focuses on the how effective are local administrative units in managing or running universal primary education. The focus must take down to the efficacy and shortfalls of these administration as established within the theory this study seeks to employ the “Political Model Theory” which will give us an inner view of how these local administrations run their roles and tasks in as far as education service delivery are concerned in the universal primary education program.

Another study was undertaken by Namara R.S (2020) on the topic, “Does Decentralized governance of primary education improve performance of pupils in Eastern Uganda? – Perspectives of education managers”. This study sought to establish the role decentralized governance has played in the performance of primary schools in eastern Uganda.

The performance of primary education is also characterized by regional disparities. Although UPE has equalized access to education, it has not equalized education quality and performance (Higgins 2009). Essama-Nassah (n.d) have found that the eastern and northern regions in Uganda have the highest pupil-teacher and pupil-classroom ratios compared to their counterparts in central and western regions and this points to a wide variation in the quality of primary school education.

Urban schools also perform better than rural schools, and private schools tend to perform better than public schools, Private schools have relatively better school management which leads to higher pupil and teacher attendance, better motivated teachers, better management of resources and better school environment (NPA 2015) and good school management is necessary for improved school outcomes.

There are several documented governance challenges facing education systems in Sub-Sahara Africa, including lack of funding, inadequate infrastructure especially in rural areas, insufficient qualified and motivated teachers, lack of qualified education managers, inadequate quality frameworks, inadequate issues, lack of participatory decision-making, and difficulties in implementing appropriate accountability and supervision systems (Baghdady and Zaki 2019; Kadir 2019). For instance, in Cameroon primary education has been characterized by poor quality standards and disparities between rich and poor, boys and girls, rural and urban areas, and regions (World Bank 2012b). This report suggested that challenges faced by the education system in Cameroon are significantly linked to governance and management issues, concluding that *“accountability for school functioning and performance is weak and the monitoring of teachers*’ *performance in the classroom is fractured and ineffective*” (p.1). Resource allocation was ineffective, and citizen participation had little impact, both of which affected performance in primary schools.

Uganda is therefore not alone in having a governance dilemma in the management of primary education, Despite the stated partnership between policy-makers, implementers and beneficiaries in its decentralized governance, there is declining performance and quality of primary education. Although stakeholders at local districts, schools and parents are expected to contribute towards attaining education goals, these beneficiaries are under-researched and neglected in terms of documenting the critical contribution and views about their impact (Okurut-Ibore 2015).

With this backdrop in mind, this study seeks to analyse in what ways school managers feel decentralized governance of primary education affects performance outcomes.

The study was conducted among primary school managers (comprising district education officials, head teachers and deputy head teachers of primary schools). In the districts of Bukedea, Tororo, Budaka and Butaleja in the eastern region of Uganda. These managers were participating in a World Bank-funded project entitled the Global Partnership for Education (GPE), organized by the MoES and implemented by the Uganda management institute, where the author is a research academic. The GPE is a leadership and management capacity-building course targeting school manager in public schools in all regions of the country.

The spur for the present research was first interaction of the author with one of the GPE classes in Bukedea training Centre. Within this class of 45 school managers, only six had students who had obtained any division 1 results in the 2015 PLEs. The managers attributed this to poor governance of the education system. One went so far as to say that “If there is something detrimental this government has done to this country, it is to decentralize the education sector” This stark statement triggered the author’s awareness of the need to investigate the link between decentralization and performance in primary education.

The four districts studied were selected for convenience, because they converged at Bukedea Training Centre, where the author was a trainer. School managers as a group were selected on the basis that they were present at the training Centre and willing to participate in the study. It was

felt that school managers were also the right category of respondent because they are in close contact with many education stakeholders: teachers, parents, the community and learners, among others. They therefore had up-to-date first-hand experience and information pertaining to decentralization of primary education and pupil performance. The study comprised 104 participants, 68 male (65.4%) and 36 female (34.6%); the unequal gender split arose because leadership positions in primary schools are largely occupied by men. Almost half of respondents (56/53.8%), were aged 40–49 years, and a quarter (27/25.9%) were aged 50+ years; there was only one (1.0%) respondent in the 20–29 age bracket with the remaining 21 (20.1%) being 30–39 years. This age distribution reflects that headship in schools is mainly awarded to more mature teachers.

The research adopted a two-phased qualitative approach. The first phase was an exploratory study designed to establish whether education managers believed decentralized governance of primary education has enhanced pupils’ performance. This phase was also used to examine whether school managers thought primary education should be recentralized. The data in the first phase was captured using a questionnaire survey. Self-administered questionnaires were distributed to 150 participants and returned by 104 respondents (69.3%) and aimed at establishing why education managers thought decentralized governance had or had not improved performance of pupils in primary schools.

The results from the first phase informed the second phase which sought to establish the rationale for the education managers’ views on decentralized governance. Data for the second phase was drawn from the same respondents, using semi-structured self-administered questionnaires. Additionally, in the second phase in-depth semi-structured interviews were conducted in each of

the four districts with two district education officials: the DEO and the district inspector of schools (DIS) – making a total of eight interviews. These district officials were purposively selected as key informants because they were frequently cited by head teachers and deputy head teachers during informal discussions as appropriate persons to give a reliable overview of the effect of primary school decentralized governance on pupil performance.

Combining a semi-structured questionnaire and in-depth interview guide to collect data can help provide broader and more in-depth insights into the governance of primary education. The data captured from the semi-structured questionnaires was coded using Excel and analyzed by thematic analysis. Raw data drawn from semi-structured questionnaires and in-depth interviews were studied, using Excel to code and develop patterns from it across different interviews and questionnaires.

Exploratory and descriptive data drawn from 104 school managers and district officials participating in the study indicated that decentralized governance has strengthened management of the payroll, increased regularity of monitoring and supervision and introduced school management committees. Despite these improvements in governance, there was evidence that the quality of primary education continues to be low. Only a small and declining percentage of pupils complete primary education, and with increasingly poor grades. This was found out to be so because, for a number of reasons, both the supply and demand side of governance are still weak. Despite this, overall the author finds that decentralized governance of primary education is a positive development, as it has enhanced the supply side of governance.

Several concerns were raised in relation to decentralized governance of primary education. These included nepotism, intimidation, politically motivated transfers of teachers and head teachers, and poor monitoring and supervision. Although decentralization was commended for increasing opportunities to employ ‘native’ (i.e. locally born) teachers, and also to boost ownership of school programmes, respondents also had concerns over increased nepotism, which is seen to have a negative impact on performance. Not only does nepotism makes supervision and accountability difficult – since workers failing to perform up to expectation are less likely to face sanctions – it also has results in the deployment of inexperienced teachers, who remain cocooned in their districts of origin and fail to gain necessary experience in a range of environments. Namara (2020) said there was, however, a need to control negative practices in the supply side of governance, and to systematically develop the demand side of governance, if the performance of Ugandan pupils is to improve.

From Namara’s findings, it is also evident that there is a still a gap in the “*supply side*” of government efficacy and from this the current study sets in to find the internal negative limitations. And this current study seeks to cover this gap in ensuring that supply side of government such as in the political organization and efficiency is examined to find the causal factors to the current inefficiency of the performance of universal primary schools in the case of Tororo District.

Another study was done by Maractho E.C. (2016) on “Local Governments and Primary Education in Uganda the case of Nebbi and Arua Districts”. The researcher asks what explains the difference in local governments' performance across two districts that were given similar powers and share a similar history. The researcher explores this through in-depth interviews in the two districts and finds that local governments are severely constrained in their performance by a lack of funds, which, along with development priorities, are controlled by the central government. Within this scenario, variable performance is explained to a great extent by the presence of donors and investments by the private sector, but that these funds are attracted to areas where greater capacity exists. While this improves education performance, the researcher asserts that it contributes to growing inequality in educational attainment across districts.

The researcher draws three broad conclusions, which manifest the difference between decentralization rhetoric and reality. First, that there is a disconnect between decentralization as policy and as practice, as demonstrated by local government delivery of primary education. Second, with central government controlling at least 95 per cent of the financing of districts, development priorities are still decided by central government, through pre-determined indicative figures to guide budgeting. According to the researcher, Local governments have little power and freedom to decide what their priorities might be and even if they do, even less power to act upon them. Third, because local governments fail to achieve meaningful local revenue collection, the quality of the delivery of public services suffers, as central government disbursements are, by themselves, inadequate and local governments have minimal capacity to contribute. The case of West Nile suggests that the performance of districts in delivering services such as education has much to do with donor presence and the extent of involvement by the private sector. Local governments that succeed do so through the strength of partnerships with donors and the private sector.

According to the researcher this calls for greater coordination among central government, local government, the private sector and donors in defining where donors and other partners are most needed depending on existing challenges, and so that available funds can be distributed more evenly across districts. Results of the 2016 Uwezo survey show that the ten best performing districts are all located in Central and South-Western Uganda while the ten worst performing districts are all located in the East, North and West Nile regions. If this continues, not only will inequalities increase between poorer and less poor children attending public and private schools respectively, but also regional inequalities are bound to become worse. There is a need for a comprehensive review of the powers of local governments and the services they can realistically deliver in line with the resources they can mobilize. While many of their powers remain as stipulated in the constitution, the context has greatly changed in the face of liberalization, privatization and government re-centralization of some functions.

From the study by Maractho he arrives at the fact that there is a divide between decentralization and practice in the efficiency that comes with service delivery (in our case with universal primary education). This study was aimed at analyzing the factors such as concerning decentralization and findings the bottlenecks in service delivery in two districts of Nebbi and Arua. However the findings found that the level or quality of service delivery is from the access to direct finance from donors at district level determining efficiency. Which is actually seemingly true from the study findings as he compares the Northern Districts, Eastern and the more efficiency Central region service delivery patterns and efficiency. However the researcher was aiming to see the extent of decentralization without any theory guiding in his finding of the internal local administrative performance as this current study seeks to address.

Leaving the donor factor constant the current study seeks to find the nature of organization of local administration in ensuring such services as universal primary education are made effective. This is the reason for employing the “Political Model Theory of Education Management” so as to assess the readiness or preparedness of these local administrative units in handling the current challenges of universal primary schools whether they have enough funding or with limited resources still.

# 2.3 Theoretical Review

School aims are strongly influenced by pressures from the external environment. Many countries have a national curriculum and these often leave little scope for schools to decide their own educational aims. Institutions may be left with the residual task of interpreting external imperatives rather than determining aims on the basis of their own assessment of student need. The key issue here is the extent to which school managers are able to modify government policy and develop alternative approaches based on school-level values and vision. Do they have to follow the script, or can they ad lib?

The concept of management overlaps with two similar terms, leadership and administration. Management is widely used in Britain, Europe, and Africa, for example, while administration is preferred in the United States, Canada, and Australia. Leadership is of great contemporary interest in most countries in the developed World. Dimmock (1999) differentiates these concepts whilst also acknowledging that there are competing definitions: School leaders [experience] tensions between competing elements of leadership, management and administration. Irrespective of how these terms are denied, school leaders experience difficulty in deciding the balance between higher order tasks designed to improve state, student and school performance (leadership), routine maintenance of present operations (management) and lower order duties (administration). (p. 442) Administration is not associated with lower order duties in the U.S. but may be seen as the overarching term, which embraces both leadership and management.

Cuban (1988) provides one of the clearest distinctions between leadership and management. By leadership, he means influencing others’ actions in achieving desirable ends ...*Managing is maintaining efficiently and effectively current organizational arrangements . . .. I prize both managing and leading and attach no special value to either since different settings and times call for varied responses*. (p. xx) Leadership and management need to be given equal prominence if schools are to operate effectively and achieve their objectives. Leading and managing are distinct, but both are important … The challenge of modern organizations requires the objective perspective of the manager as well as the ashes of vision and commitment wise leadership provides. (Bolman& Deal, 1997, p. xiii-xiv).

Educational management as a field of study and practice was derived from management principles first applied to industry and commerce, mainly in the United States. Theory development largely involved the application of industrial models to educational settings. As the subject became established as an academic field in its own right, its theorists and practitioners began to develop alternative models based on their observation of, and experience in, schools and colleges. By the 21stcentury the main theories, featured in this chapter, have either been developed in the educational context or have been adapted from industrial models to meet the specific requirements of schools and colleges. Educational management has progressed from being a new held dependent upon ideas developed in other settings to become an established held with its own theories and research.

Leadership and management are often regarded as essentially practical activities. Practitioners and policy- makers tend to be dismissive of theories and concepts for their alleged remoteness from the real school situation. Willower (1980, p. 2), for example, asserts that the application of theories by practicing administrators [is] a difficult and problematic undertaking. Indeed, it is clear that theories are simply not used very much in the realm of practice. This comment suggests that theory and practice are regarded as separate aspects of educational leadership and management. Academics develop and refine theory while managers engage in practice. In short, there is a theory/ practice divide, or gap (English, 2002):

The theory-practice gap stands as the Gordian knot of educational administration. Rather than be cut, it has become a permanent mixture of the landscape because it is embedded in the way we construct theories for use . . . The theory-practice gap will be removed when we construct different and better theories that predict the effects of practice. (p. 1, 3).

If practitioners shun theory, then they must rely on experience as a guide to action. In deciding on their response to a problem they draw on a range of options suggested by previous experience with that type of issue. However, it is wishful thinking to assume that experience alone will teach leaders everything they need to know (Copland et al, 2002, p. 75). Teachers sometimes explain their decisions as just common sense. However, such apparently pragmatic decisions are often based on implicit theories. When a teacher or a manager takes a decision it reflects in part that person's view of the organization. Such views or preconceptions are colored by experience and by the attitudes engendered by that experience. These attitudes take on the character of frames of reference or theories, which inevitably influence the decision-making process. Theory serves to provide a rationale for decision-making. Managerial activity is enhanced by an explicit awareness of the theoretical framework underpinning practice in educational institutions.

There is no single all-embracing theory of educational management. In part this reflects the astonishing diversity of educational institutions, ranging from small rural elementary schools to very large universities and colleges. It relates also to the varied nature of the problems encountered in schools and colleges, which require different approaches and solutions. Above all, it reflects the multifaceted nature of theory in education and the social sciences: Students of educational management who turn to organizational theory for guidance in their attempt to understand and manage educational institutions will not and a single, universally applicable theory but a multiplicity of theoretical approaches each jealously guarded by a particular epistemic community (Ribbins, 1985, p. 223). The existence of several different perspectives creates what Bolman and Deal (1997, p. 11) describe as conceptual pluralism: a jangling discord of multiple voices. Each theory has something to offer in explaining behavior and events in educational institutions. The perspectives favored by managers, explicitly or implicitly, inevitably influence or determine decision-making.

Several writers have chosen to present theories in distinct groups or bundles but they differ in the models chosen, the emphasis given to particular approaches and the terminology used to describe them. Two of the best known frameworks are those by Bolman and Deal (1997) and Morgan (1997). This study will employ the Political Model to analyze how Local Administration influences the level of performance of Universal Primary Education schools in Nabuyoga Sub County.

# 2.3.1 The political Model Theory of Education Management

The leadership model most closely aligned with political models is that of transactional leadership. Transactional leadership is leadership in which relationships with teachers are based upon an exchange for some valued resource. To the teacher, interaction between administrators and teachers is usually episodic, short- lived and limited to the exchange transaction (Miller & Miller, 2001, p. 182). This exchange process is an established political strategy. As we noted earlier, principals hold power in the form of key rewards such as promotion and references. However, they require the co-operation of state to secure the effective management of the school. An exchange may secure benefits for both parties to the arrangement. The major limitation of such a process is that it does not engage state beyond the immediate gains arising from the transaction. Transactional leadership does not produce long-term commitment to the values and vision promoted by school leaders.

# 2.3.2 The Limitations of the Political Models

Political models are primarily descriptive and analytical. The focus on interests, conflict between groups, and power provides a valid and persuasive interpretation of the decision-making process in schools. However, these theories do have four major limitations:

Political models are immersed so strongly in the language of power, conflict and manipulation that they neglect other standard aspects of organizations. There is little recognition that most organizations operate for much of the time according to routine bureaucratic procedures. The focus is heavily on policy formulation while the implementation of policy receives little attention. The outcomes of bargaining and negotiation are endorsed, or may falter, within the formal authority structure of the school or college.

Political models stress the influence of interest groups on decision-making. The assumption is that organizations are fragmented into groups, which pursue their own independent goals. This aspect of political models may be inappropriate for elementary schools, which may not have the apparatus for political activity. The institutional level may be the center of attention for staff in these schools, invalidating the political model's emphasis on interest group fragmentation.

In political models there is too much emphasis on conflict and a neglect of the possibility of professional collaboration leading to agreed outcomes. The assumption that teachers are engaged in a calculated pursuit of their own interests underestimates the capacity of teachers to work in harmony with colleagues for the benefit of their pupils and students.

Political models are regarded primarily as descriptive or explanatory theories. Their advocates claim that these approaches are realistic portrayals of the decision-making process in schools and colleges. There is no suggestion that teachers should pursue their own self-interest, simply an assessment, based on observation, that their behavior is consistent with apolitical perspective. Nevertheless, the less attractive aspects of political models may make them unacceptable to many educationists for ethical reasons.

# 2.3.3 Validity of the political model theory of education management.

Political models provide rich descriptions and persuasive analysis of events and behavior in schools and colleges. The explicit recognition of interests as prime motivators for action is valid, as are the concepts of conflict and power. For many teachers and school leaders, political models fit their experience of day-to-day reality in schools. Lindle (1999), a school administrator in the United States, argues that it is a pervasive feature of schools.

# 2.4 Bargaining and negotiation practices influence decision making in the performance of

# Universal primary education schools

Grogan (2008) succinctly argues that the rapid elimination of school fees at the primary school level was likely accelerated by the first direct elections for the president of Uganda which took place in 1996. As a campaign strategy, President Museveni made a promise to provide free primary schooling. An enumeration and advertising campaign was undertaken and the new school entrants began learning within few months of the presidential announcement. At the district level, the program was supervised by Resident District Commissioners (RDCs), some of whom had no technical know-how of education issues.

A politician can be an influential person in the community. By and large, his or her dictates and likes affect societal needs and demands. In instances where politicians dominate policy formulation and enforce policy implementation, there is likely to be an unplanned economic outcome. The politician can persuade the uninformed member of society and some of the elites to comply with government policies. Despite the resistance the civil society may put across to protest such imbalance, the politician has a way of quelling such resistance and silencing intellectual voices that are advocating for change. In Uganda, a politician has become an important person, even at the Local Council 1; the Chairperson in a village wields a lot of influence in the management of a primary school in that village.

The solution to the above problem is proper consultation with and respect of technocrats. Education policy and review should be done by professionals in Teacher Training Institutions. Such is the system in Japan, where university professors, among other things, are also charged with supervising and reforming the education system as part of their outreach programs. Much as the government is credited for using technocrats to draft the Kajubi report, the accruing Government White Paper has never been debated. Besides, it is observed that copies of the Kajubi Commission Report are very rare and hard to get, to balance the debate in case it is allowed. Moreover, it is not clear why the Government White Paper has never been put forward for public debate. Nonetheless, it is important to use technocrats in reforming the country’s primary education because as the age-old adage goes, “*knowledge, unlike money, increases when it is shared*”.

# 2.4.1 Similar issues coming out structures and planning for primary education services

There are many other challenges that are worth of mention. Grogan (2008) argues that, because school fees were abolished at primary school level in Uganda before infrastructural improvement in the school system had been carried out, the access shock resulted in decrease in resources available per pupil and per teacher. There was also a large increase in the pupil - teacher ratio at 83:1. Therefore, there are fewer text books, classrooms, desks, teachers, and teachers houses (Rajani, 2011). Furthermore, the abolition of payment of fees means that PTAs have reduced influence upon primary schools, although they remain resilient as a powerful, though informal management body.

Conflicts have arisen between the School Management Committees which are official organs, and the informal PTAs. Capitation grant sent by government was not enough to run administrative costs in schools. The budget of 14.8% allocated to education was not enough as the Ministry of Education and Sports had to run with deficit at times creating management crises. Furthermore, unlike in developed countries, the language of instruction remains different from what the child uses at home and in the community. Prioritization by government would be required for solving the above problems. According to President Museveni, political opportunism, eminent in Uganda, involves failure to tell people what the country needs. This chapter notes that the president’s pronouncement denotes lack of proper prioritization, putting more investments to where it should not go. Primary education should be among the sectors given top priority.

# 2.5 The effectiveness of existing policies pursued by interest groups in the management of Universal primary schools

The structure of Uganda Primary Education is seven years, after which the pupil sits for Primary Leaving Examination (PLE) for admission to lower secondary school known as ordinary level, or to a trade school (technical or agricultural). According to Grogan (2008), the introduction of UPE raised hope that the state was stressing education as a top priority for securing sustainable socioeconomic development. The government has, further, developed a philosophy of education for primary education, enshrined in the aims and objectives espoused in Education Policy Commission Review Report (1989). According to the Report, the specific aims and objectives of primary education in Uganda are to enable individual children to acquire basic literacy, numeracy and communication skills, to develop and maintain mental and physical health. Furthermore, the aims and objectives are to instill the social, cultural and spiritual values of life, to appreciate and protect the environment, to develop a sense of patriotism so as to understand the rights and civic matters, and to develop adequate skills for making a living.

The seven year primary education structure, however, has remained as opposed to the eight or nine years recommended by the Education Policy Review Commission Report (1989). As earlier said, there was devolution of power to the districts. Aguti (2002), furthermore, contends that the governance of primary education in Uganda is still a top-down structure initiated by the central government and implemented by local governments and schools. The central government is represented by the Commissioner for Pre-primary and Primary Education who is answerable to the Director of Education (SACMEQ, 2012). At the district level, there is a District Service Commission which is the body in charge of managing human resource recruitment in the district. When considering recruitment of staff by the District Service Commission, the guidelines provided by education Service Commission are followed.

The local Government coordinates with the central government in the management of primary schools. The Ministry of Education and Sports, in this regard, gives technical support for purposes of ensuring implementation of national policies and adherence to performance standards. As a result, the Ministry of Education and Sports inspects and monitors activities at the district level. The local government does the inspection and monitoring at the school level. Besides, the ministry assists the local government by providing technical education officers.

The law of Uganda provides that the education officers appointed to act as district inspectors of schools and district education officers shall be under the direction of the Director of Education. The officers perform their roles at the local level. For example, a district inspector of schools is mandated at any time to enter into any school in the district under his jurisdiction and inspect and provide a report to the permanent secretary or other relevant officers with respect to the school buildings and standard of teaching. The inspector may order the auditing of the school accounts.

The District Council’s Standing Committee Responsible for Education is charged with the responsibility of overseeing the role of all educational services decentralized in a district, division or sub-county. It is supposed to make part of the comprehensive and integrated development plan of the district.

The Ministry of Education and Sports, through the District Education Office is mandated to put in place a School Management Committee. That committee comprises twelve members, six, including chairperson, at least two of whom are women, are nominated by the foundation body, one local government representative nominated by the district council standing committee responsible for education. More members are: one representative of local council executive committee, one person elected by sub-county or division or municipal council, one representative of parents, one representative of staff, and one representative of former students. The School Management Committee manages the school in accordance with the Education Act of 2008 and is subject to regulations and directions which may be given under the Act by the Ministry of Education and Sports on matters of general policy.

# 2.6 How resources are controlled and distributed among Universal primary education schools

There are fears that perhaps with the massive number in primary school enrollment without commensurate expansion in facilities, teachers and teaching learning materials may have compromised the quality of education. The Ministry of Education and Sports has raised this concern in its reports which say that the quality of teaching has probably been affected by the adverse pupil - teacher ratio after the introduction of UPE. In all countries of Africa, in which UPE was instituted, the elimination of the direct costs of schooling created an instantaneous large increase in school enrollment. Grogan (2008) notes that enrollment increased nearly by 70% in Malawi, 75% in Lesotho, and 22% in Kenya. However, the aggregate increase in primary school enrollment in Uganda was far beyond service delivery. In reference to Uganda, Aguti (2002) furthermore adds that UPE quality may have been compromised by the low morale of teachers.

There is an overemphasis of increased number of enrollment to the detriment of quality education. Issues to do with quantity and quality of primary education cannot be addressed or achieved in isolation from each other. Expanding accessibility is relatively meaningless, unless the education provided contributes to the acquisition of knowledge and development of skills.

During the year 2015, Uganda set toachieve Millennium Development Goals, citizens were worried that national efforts had focused, almost singularly, on the easy-to-measure goal of accessibility. National commitment to improve the quality of school education remained unclear since current country success was measured by achievement levels of universal access to school by boys and girls. Unfortunately, appropriate school education is overlooked in the pledge to get every child to school.

No doubt, the benefits that can accrue from access to basic education are commendable. It may be argued that access to education will contribute to higher personal life- time gaining, smaller and healthier families reduced incidence of HIV/AIDS, higher economic growth and increased participation in the democratization process among other things. But, this section would like to add that true benefits of schooling are derived from the learning that takes place in school. The quality of education matters just as much as the quantity. Indeed, improving the quality of education requires more than just increasing the level of in-puts at school level. Improving quality requires the government to make necessary structural changes in the institutions, including accountability systems that measure pupil performance, incentives to improve performance and local level autonomy that gives schools and parents the power to suggest change.

Prior to the introduction of UPE in Uganda, most schools charged additional fees through Parents Teachers Association (PTA). Some of that money was used to supplement teachers’ salaries. That is because the remuneration of a primary school teacher is quite low. Aguti (2002) candidly stresses that teachers must rely on extremely low salaries. With the introduction of UPE, parents no longer pay this PTA, and the teachers cry for a reasonable increase of salaries has fallen on deaf ears. Their struggle for using legitimate means to let the bureaucrats understand the situation has been harshly dealt with. A teacher therefore continues to struggle in this world of high cost of living, with a daily remuneration of about $3.5, in a country where some politicians earn $400 per day. Such disparity in remuneration keeps the teacher’s morale low.

Equitable sharing of national resources is a right for every Ugandan including teachers. This chapter furthermore recommends that there should be national restructuring of salaries in Uganda, not done by politicians, but by a Salary Review Committee preferably from the Ministry of Public Service. Politicians, particularly parliamentarians, in fixing their own salaries, get a lion’s share due to hedonism. There should be rational salary structuring for all public servants. Muzzling teachers will not make them teach well enough because, as the saying goes, “*you may take the donkey to the well, but you cannot force it to drink*”. A teacher may be suppressed, and seemingly goes to class, but may not teach to maximum capacity. It is one thing for the children to go to school under UPE policy, and quite another for them to learn adequately in school.

# 2.6.1 Corruption

Corruption is a major problem in Uganda. Paradoxically, corruption is extensively condemned at all levels in Uganda, right from the president’s office up to Local Council 1. But it is abetted by the very people who claim to abhor it. Such hypocrisy keeps the vice much alive in the country. Graft, therefore, is discouraged only in theory, while in practice, people in public office embezzle public funds at all levels. Measures against corruption are, but mere lip-service, with a few junior officers tried and released on a bond paid using the embezzled public funds. No measures are imposed to ensure due return of stolen money!

That said, the capitation grant that is sent to UPE schools dwindles before it reaches the schools because it is embezzled at every level where it passes. Grogan (2008) posits that of the money remitted by government to UPE schools; only about 13% reaches schools. He adds that, most of the grant is absorbed by local politicians and administrators. That suggests that schools in Uganda which were dependent on revenue from school fees collection have suffered greatly for there is little operational capital. That is even worse in rural areas: because, as Reinikka and Swenson (2004) intimate, schools in better off communities receive larger fractions of the original grant money because less is embezzled. Ugandans need to walk the talk right from the top to the lowest levels if corruption is to be eliminated.

**Analysis**

Toward the end of the 20th century, comprehensive theories—such as those represented by the consensus and conflict models—were increasingly viewed as oversimplifications of social processes and, in many quarters, gave way to more particularized interpretations. One such perspective viewed educational expansion and extension less as a function of national interest and more as a by-product of religious, economic, political, and cultural changes that had occurred across most of Europe. Especially in the wake of the Enlightenment, an emphasis on the glorification of God was joined by the growing celebration of human progress (ultimately defined as economic growth), while concerns for the salvation of the soul were augmented by the cultivation of individual potential. As nation-states with centralized governments extended citizenship rights in the 18th century, state sponsorship of schools began to supersede the church-supported instruction that had become the norm in the 16th and 17th centuries (Education, history of: Central European theories and practices).

According to such scholars as John Meyer and Michael Hannan in National Development and the World System: Educational, Economic, and Political Change, 1950–1970 (1979), formal systems of education not only represent the means by which nation-states have modernized and prospered economically but are also the surest route to enhancing the talents of individuals. As a requirement for all children and youths between certain ages and as an institution regulated by the state, schooling also became the primary agency for creating citizens with equal responsibilities and rights.

Critics of these decentralized, more market-oriented approaches acknowledge that they are well-intentioned and are aimed at increasing the equity, quality, and efficiency of education systems through greater local participation in decision making about school standards, competitiveness, and accountability. But critics believe such policies may contribute to disappointing and contradictory results. For example, in countries with great disparities in the wealth and resources of different regions, the transfer of funding and administrative responsibilities to subnational governmental units (on provincial, departmental, municipal, and even specific-school levels) may lead to increasing gaps between educational outcomes for the rich and the poor.

Moreover, scores on standardized achievement tests tend to reflect differences in family background and community resources; test results tend to show that urban children from affluent backgrounds attending better schools (whether public or private) typically outperform less-well-off rural children in public schools, and achievement tests similarly document the continuation of past inequities in educational opportunities for ethnic minorities and indigenous peoples. (Jansen, 2005)

Furthermore, some government policies that reduce basic social services have increased the overall level of poverty and the distance between top and bottom income earners within and between countries. In poorer countries the rate of school expansion is decreasing, and in some cases a process of “deschooling” (keeping children out of school) is occurring not only for economic reasons but also because of the inappropriateness of education systems that do not recognize the particular needs stemming from local cultural values and languages. In the long run, however, there is the possibility that local values will be complemented or supplanted by more cosmopolitan ones. (Miller & Miller, 2001)

Finally, it should be noted that, in addition to state-regulated schooling, there are many parallel or supplementary systems of education often designated as “nonformal” and “popular.” Many private and public agencies provide various forms of instruction, aimed at specific populations, to serve needs not met by public schooling. In Sweden, for example, reforms implemented in the 1990s enabled private, for-profit schools to provide free public education in exchange for government funding. Another internationally recognized example is BRAC (the Bangladesh Rural Action Committee), a nongovernmental organization (NGO) that combines community-based literacy and basic education programs with income generating activities for girls and women. BRAC and other NGOs helped raise enrollments in Bangladeshi schools from 55 percent in 1985 to 85 percent by the 21st century (Sapre, 2002).

# Figure 1. Conceptual framework of the study

**Independent variable Dependent variable**

**UNIVERSAL PRIMARY EDUCATION PERFORMANCE**

* Effective monitoring the utilization of school funds/resources
* Fair bargaining and negotiation in decision making
* Effectiveness of policies of education pursued by interest groups

**LOCAL GOVERNMENT ADMINISTRATION**

* Bargaining and negotiation
* Policy issues
* Resource Control

**Moderating variables**

* Decentralization Policy
* Local Government tax base
* Government Policy

# 

# 

# Source: Gunter, 2004; Bush, 2011; Penny et al., 2008; Ojijo, 2012; Sekamwa, 2000 and modified by Researcher, 2021

The figure above summarizes the factors under the three major variables the researcher seeks to assess or establish through the study objectives. Under the independent variable is Local Government Administration, which presents the local administration system of framework in; community participation in the management of local services; accountability and transparency in resource planning and budgeting at local Government level and ensuring that all resources allocated to Local Administrations are used according to government specifications. The reform led to the empowerment of ordinary Ugandans and improved implementation and monitoring of primary education (Mukunya 2007: 233). Within this plan, local governments were to be responsible for education planning and management, school inspections, teacher management and classroom construction. Existing research shows that local government delivery failures are connected to a host of factors, including multiple leadership conflicts across different tiers of government, low levels of revenue collection and limited financial autonomy, distortions inherent in the decentralization policy, and central government’s control of the national budget resources. Yet, not all local governments are performing badly. Some local governments are able to perform well in delivering their functions as per their mandate while others are not (ACODE 2014). What are the reasons for this differential performance?

On the other hand are the Dependent Variables which is represented by Universal Primary Education Performance and this includes, Effective monitoring the utilization of school funds/resources, fair bargaining and negotiation in decision making and effectiveness of policies of education pursued by interest groups. In Uganda services like primary education delivery were transferred to local governments; this process was implemented through a system of partnerships with the private sector and other development actors that reduced the role of the local state as the primary provider. This is evident in the way that government documents differentiate between service delivery and service provision:

Service provision refers to the whole process of planning public services while service delivery refers to mechanisms of policy implementation. In Uganda’s local government system, service delivery approaches include: direct provision by the local government, public–private partnerships (PPPs), participation of Civil Society Organizations(CSOs) and privatization (GoU 2013: 10).

Any assessment of local government performance must inherently take into account all of these elements rather than focus on the one approach of direct provision. The government of Uganda perceived many benefits of decentralizing education service delivery, including the elimination of what it saw as unnecessary bureaucratic channels; reduction of corruption; increased level of monitoring; management of the education system according to local priorities; improved financial accountability; and increased local revenue to fund services (Namukasa, 2007). Empirical evidence on how things have worked out, however, is mixed. Decentralization opened the way for more realistic planning and mobilization of resources (Mukunya 2007) and brought significant improvements in service delivery (Katono 2007; Ssemakula 1996). The purported significant improvements in service delivery now remain under question in light of new developments such as the impulsive creation of new districts that are deemed unviable for service delivery, but formed in the spirit of political patronage as compensation for lost reforms (Green 2010) with full knowledge of their political and economic limitations (Green, 2013).

On the other hand are the moderating variables which either directly or indirectly affect the Local Government Administration efficiency and also Universal Primary Education performance. These factors vary in their nature of interaction in the latter variables and these include the following among others; Decentralization Policy, Salaries of teachers, School management structures, and availability of resources in school management.

In addition, a number of issues have created hindrances to positive results to ensure efficient school management among others. These include lack of human and enough local government taxes collected at the Local Government level to ensure efficient investment in local services such as schools; local power structures obstructing citizen participation; public disinterest in payment of taxes if not accompanied by improved services; and an inability of the state to effectively involve civil society (Saito, 2003) and what has been termed an obsessive creation of districts (Green, 2010). Dependence of local governments on the central government, limited autonomy, and limited community participation in local government decision-making processes (Nkalubo, 2007) are some of the other limitations. Therefore this study seeks to assess how Local Government administration is effective in making universal primary education efficient.

# CHAPTER THREE

# METHODOLOGY

# 3.0 Introduction

This section presented the methodology that was used in the study. It includes the research design, study methods, data collection instruments, validity and reliability of instruments, data processing population, sample size and selection, sampling techniques and procedure, type of data and data collection and analysis and measurement of variables explaining how each will be used in the study.

# 3.1 Research Design

This study used a Descriptive research design. Amin (2005) stated that descriptive research design is generally used to describe a phenomenon and its data characteristics. Descriptive survey approach enabled the researcher to give a general over view of the study Local Government administration system or framework and universal primary education performance are concerned.(Amin, 2005) Descriptive research design is a scientific method which involves observing and describing the behavior of a subject without influencing it in any way. The subject is being observed in a completely natural and unchanged natural environment. Descriptive research is often used as a pre-cursor to quantitative research designs, the general overview giving some valuable pointers as to what variables are worth testing quantitatively.

# 3.2 Study population

The study population included Local Government officials from Tororo District Local Government, Teachers in Primary Schools, parents and residents of Nabuyoga Sub-County. These made up a total of 60 respondents as retrieved by Yamane formula.

Where;

n= minimum sample size N= population size

(e) 2= 0.05 margin error required at 95% confidence level

# 3.3 Sampling strategy

The researcher employed simple random sampling, stratified random sampling and purposive sampling techniques in the study. The study population comprised of the target population including categories like teachers, district officials, and residents residing within Tororo District. A purposive sample is a non-probability sample that is selected based on characteristics of a population and the objective of the study. Purposive sampling is also known as judgmental, selective, or subjective sampling.

# 3.4 Sample size

**The sample size was determined by the sample strategies as below;**

A sample is a portion of the population whose results can be generated to the entire population (Mugenda&Mugenda, 2003). This method was used because it gives each member equal chances of being part of the sample whose results are generalized to the whole population. Simple random sampling was used to select district officials at Tororo Local Government. For residents and local leaders, purposive sampling strategy was used.

Table 1: Sample size and selection methods

|  |  |  |  |
| --- | --- | --- | --- |
| **Category** | **Target population** | **Sample size (Yamane formula:** | **Sampling method** |
| Tororo District Local  Government officials | 25 | 23 | Simple random sampling |
| Teachers | 10 | 10 | Simple random sampling |
| Residents of Nabuyoga  Sub-county | 28 | 26 | Purposive sampling |
| **Total** | **63** | **60** |  |

**Source: Nabuyoga Sub County, Tororo District, 2021**

# 3.4 Source of data

The study was both primary data and secondary data. According to [Mugenda](http://www.google.co.ug/search?tbo=p&tbm=bks&q=inauthor:%22Olive+M.+Mugenda%22&source=gbs_metadata_r&cad=5)and [Mugenda](http://www.google.co.ug/search?tbo=p&tbm=bks&q=inauthor:%22Abel+G.+Mugenda%22&source=gbs_metadata_r&cad=5)(2003), primary data is the first hand data collected from the field. This study used primary data because it gives unbiased information and ensures originality of data. Secondary data on the other hand is data collected by the researcher from already existing documents. This study also used secondary data because it is cheap to use.

**3.5 Data collection Methods**

Data collection is a methodical process of gathering and analyzing specific information to proffer solutions to relevant questions and evaluate the results (Silverman, 2000). It focuses on finding out all there is to a particular subject matter. Data is collected to be further subjected to hypothesis testing which seeks to explain a phenomenon (Mugenda & Mugenda, 2003). This study used the primary data collection methods including both qualitative and quantitative data collection means.

**3.5.1 Primary Data Collection**

Primary data collection by definition is the gathering of raw data collected at the source. It is a process of collecting the original data collected by a researcher for a specific research purpose (Silverman, 2000). It could be further analyzed into two segments; qualitative research and quantitative data collection methods.

**3.5.2 Qualitative Research Method**

The qualitative research methods of data collection do not involve the collection of data that involves numbers or a need to be deduced through a mathematical calculation; rather it is based on the non-quantifiable elements like the feeling or emotion of the researcher. An example of such a method is an open-ended interview as this study used (Silverman, 2000).

**3.5.3 Quantitative Method**

Quantitative methods are presented in numbers and require a mathematical calculation to deduce. An example would be the use of a questionnaire with close-ended questions to arrive at figures to be calculated mathematically (Silverman, 2000). In addition, methods of correlation and regression, mean, mode and median were used through data presented in frequency tables.

**3.5.4 Secondary Data Collection**

This study also used secondary data collection including existing research from several researchers. Secondary data collection, on the other hand, is referred to as the gathering of second-hand data collected by an individual who is not the original user (Mugenda & Mugenda, 2003). It is the process of collecting data that is already existing, be it already published books, journals, and/or online portals. In terms of ease, it is much less expensive and easier to collect.

# 3.6 Data Collection Instruments

Data was collected using the questionnaire and interview guide. The questionnaire aimed at identifying the demographics of the respondents as well as answering the questions of the study that was designed basing on the objectives of the study. The researcher ensured that structural questions are administered. In the research the respondents are in two categories, the key informants who were asked to respond to the general questions by use of interview method and then the general entire community involved of the refugee leaders and other community members who were asked to be interviewed in a focus group discussion and observation method used by use of check list.

The interview guide on the other hand was used in this research to acquire data from a specific category of staffs. This was used because it is a great tool for acquiring qualitative data and allows a wider participation of respondents and allows the researcher to read the mind of the respondents.

# 3.6.1 The Questionnaire methods

The questionnaire method involved questions printed indefinite order according to the research objectives then administered to different respondents. This was used because the questionnaires are easy to administer and gives the respondent ample time to conduct respond.

# 3.6.2 Interview method:

The interview method comprised of personal interviews with mainly top management employees in the selected organizations. This was used because other methods may not have conclusive details, interview guide can help in giving conclusive details.

# 3.7 Research Procedure

An introductory letter was obtained from the School of Social Sciences of Nkumba University to introduce the researcher to other respondents and authorize her to conduct the study within the settlement.

# 3.8 Reliability and Validity of Instruments

A pre-test of the questionnaires was done on few non-participating. Teachers in Tororo district will be used to pre-test the questionnaire. This helped the researcher to edit the tools to suit the proposed objectives. This ensured consistence and accuracy of questions in relation to set objectives. However, if there is no alteration made within the questions, the pretests were included in the study for analysis.

This study ensured validity of the questionnaire using expert judgment of 2-3 where an average of content validity of all members weremade to minimize errors. According to Mugenda&Mugenda (2003) a content validity index of 0.7 will be used to qualify the questionnaire and if they are a valid instrument to adopt for use. This CVI according to Amin (2005) will be obtained using the formula CVI = K/N Where, CVI= Content Validity Index, K =Number of items considered relevant/suitable and N = Number of items considered in the instruments.

# 3.9 Data processing and analysis

Research Statistical tools which were employed to analyze data for this research study included; descriptive statistics such as tables, frequencies, percentages. Generally, Qualitative data was analyzed by scientifically organizing data into rational themes or sub themes for easy Interpretation in a storyline manner (Gibbs, 2007).

From the field, data was cleaned, edited, coded and computed using Statistical Package for Social Sciences (SPSS) to facilitate quick analysis of the data. Quantitative data was summarized and analyzed using descriptive statistics technique of mean and standard deviation to give an interpretation of the findings.

# 3.10 Ethical Considerations

In the conduct of the research, the researcher made sure that respondents’ integrity, privacy, and secrecy is safely considered. The researcher sought informed consent and made sure that no part or aspect of the information given would be availed to the public to ensure information confidentiality.

# 3.11 Limitations and Delimitations of the Study

Accessing information is likely to be difficult for the researcher especially from the teaching staffs of primary schools because schools are still closed which might limit data collected. This is because information was limited. The researcher however got data from various staff by giving them ample time to respond.

Balancing the time between work and research is also likely to be difficult for the researcher. The research is going to be conducted and completed on time while fulfilling the obligations of the researcher’s office work that may be a tiresome since both extremes need time. The researcher however avoided time wasting and try to be fast in whatever is being done.

Data collection is likely to be affected by the safety of the researcher and the respondents seeing that we are still under Covid-19 Pandemic lockdown and restrictions of society. The residents or respondents might not cooperate to attend focused group discussions and also giving data very easily. This might affect the quality of the field research.

Some respondents might be busy to give data for example administrators and this might therefore become difficult to collect data from them. This was solved by revisiting the areas of study. Some respondents may also give incorrect answers which might affect the quality of data. This was solved by explaining some questions to the respondents.

# CHAPTER FOUR

# PRESENTATION, INTERPRETATION, ANALYSIS& DISCUSSIONOF FINDINGS

# 4.0 INTRODUCTION

This chapter presented discussed and interpreted and analyzed the finding of the study. This was done basing on the objectives of the study namely; to establish how bargaining and negotiation practices influence decision making in the performance of Universal primary education schools in Nabuyoga Sub-County, Tororo District, to examine how resources are controlled and distributed among Universal primary education schools in Nabuyoga Sub-County, Tororo District and to find out the effectiveness of existing policies pursued by interest groups in the management of Universal primary schools in Nabuyoga Sub-County, Tororo District.

# 4.1 Bio-data/ Background information

The respondents’ background information was very important in this study because both men and women participated in the study. This automatically removed away the bias element and pessimism from one side of responses.

Table 4.1; Gender of the Respondents

|  |  |  |
| --- | --- | --- |
| **GENDER** | **FREQUENCY** | **PERCENTAGE** |
| Male | 40 | 67% |
| Female | 20 | 33% |
| **Total** | **60** | **100** |

**Source: Field Data, 2021**

The table above, 40 (67%) of the respondents were male and 20 (33%) of the respondents were female. Majority of the respondents were male at 67%.

Table 4.1.2 Age bracket of the respondents

|  |  |  |
| --- | --- | --- |
| **AGE BRACKET** | **FREQUENCY** | **PERCENTAGE** |
| 10yrs– 18yrs | 05 | 8.3% |
| 19yrs -30yrs | 15 | 25% |
| 31yrs -50yrs | 25 | 41.7% |
| 51yrs– 70yrs | 15 | 25% |
| 71years above | - | - |
| Total | 60 | 100% |

**Source: Field Data, 2021**

The data presented in Table (4.1.2) revealed that; 5 (8%) of the respondents were aged between 10 to 18years; 15 (25%) of the respondents were aged between 19 to 30years; 25 (42%) of the respondents were aged between 31years to 50years; 15 (25%) of the respondents were aged between 21 to 70years and none were aged above 70years. Majority of the respondents were aged between 31years to 50years of age at 42%. This implies that most of the selected respondents were in a mature age enough to understand the questions in the research tools giving the study confidence in the population used.

Table 4.1.3 Marital status of the respondents

|  |  |  |
| --- | --- | --- |
| **Marital status** | **Frequency** | **Percentage** |
| Single | 25 | 42% |
| Married | 30 | 50 |
| Not married | 05 | 8% |
| **Total** | **60** | **100** |

**Source: Field data, 2021**

From the findings above; 25 (42%) of the respondents were single; 30 (50%) of the respondents were married; and 5 (8%) of the respondents were not married. Majority of the respondents were married at 50%. This implies that the study accessed mature respondents who had the ability to read and respond to the study questions because they are most acquainted with social issues such as Universal primary education.

Table 4.1.4 Level of Education of the Respondents

|  |  |  |
| --- | --- | --- |
| **Level of Education** | **Frequency** | **Percentage** |
| Doctorate/PhD | - | - |
| Masters | 5 | 8% |
| Degree | 10 | 7% |
| Diploma | 20 | 33% |
| Certificate / none | 25 | 42% |
| **Total** | **60** | **100** |

**Source: Field Data, 2021**

Table (4.1.4) above revealed that respondents of different education levels and designations participated in the study’s away whom, they included; none of them had a Doctorate or PhD; 5 (8%) had Masters; 10 (7%) had Degree; 20 (33%) had a Diploma; and 25 (42%) had either a Certificate or non-specified qualification.

# 4.2OBJECTIVE TWO: BARGAINING AND NEGOTIATING PRACTICES INFLUENCE DECISION MAKING IN THE PERFORMANCE OF UPE SCHOOLS

Under this section different types of analysis were made to prove whether bargaining and negotiating practices influence decision making in the performance of UPE schools.

Table 4.2.1 Whether bargaining and negotiating practices influence decision making

|  |  |  |
| --- | --- | --- |
| **Bargaining and negotiating** | **Frequency** | **Percentage** |
| Strongly Disagree | 05 | 8% |
| Disagree | 05 | 8% |
| None | 10 | 17% |
| Agree | 25 | 42% |
| Strong agree | 15 | 25% |
| **Total** | **60** | **100** |

**Source: Field data, 2021**

From the findings in the table above; 5 (8%) of the respondents strongly disagreed; 5 (8%) disagreed; 10 (17%) were not sure; 25 (42%) agreed and 15 (25%) strongly agreed with the statement. Majority of the respondents agreed that bargaining and negotiating for resource influences performance of UPE schools at 67%.

From these findings, it is imperative to establish that the ability for schools’ local administration to bargain and negotiate for local government resources has impact on how much these schools get what amount of resources for operation. One respondent said, “*the way head teachers bargaining and negotiate for considerations from the local government resources allocated for UPE schools has an impact on how these schools perform too*.”(Interview response, 2021) Another respondent in the focused group discussion said, “*Head teachers must have that bargaining and negotiating ability to be leaders especially in the way resources are allocated for schools. If the head teachers are silent or quiet or weak in bargaining and influencing resource allocations at the local government then even their schools may never access enough resources*.” (**Focused Group Discussions, 2021**)

Adding to the UPE school administration to voice of the local people is needed as a collective strength in bargaining and negotiation. This would be very important in explaining and convincing the local government authorities in terms of numbers, school supplies and infrastructure. A number of respondents in the focus group discussion agreed that, “*it appears some UPE schools could not prosper because of weak leadership which could not advocate for help and against challenges that was affecting the schools*”. (Focused Group Discussion responses, 2021)

It is imperative to say that there is need for skills in negotiation and bargaining among head teachers and leaders in as far as resource planning and allocation are concerned. Hence, there is so much more required beyond policies for UPE school management and administration especially in leadership capacity to influence the top local leaders and district planning authorities.

# 4.3 OBJECTIVE TWO: RESOURCES CONTROL AND DISTRIBUTION AMONG UNIVERSAL PRIMARY EDUCATION SCHOOLS

In this section three different views were analyzed and they included whether the resources are effectively controlled and distributed among UPE schools, whether resource controlled and distributed among UPE schools were always available and whether the available resources are being misused.

Table 4.3.1 Whether resources are effectively controlled and distributed among UPE schools

|  |  |  |
| --- | --- | --- |
| **Views of the respondent** | **Frequency** | **Percentage** |
| Strongly Disagree | 25 | 42% |
| Disagree | 20 | 33.3% |
| Not Sure | 15 | 25% |
| Agree | ---- | ---- |
| Strongly agree | ----- | ----- |
| **Total** | **60** | **100** |

**(Source: Field Data, 2021)**

The statistic of the views gathered from the respondents presented in Table 4.3.1 establishes that; 25 (42%) strongly disagreed; 20 (33%) disagreed, 15 (25%) were Not sure. Majority of the respondents disagreed that public resources are effectively controlled and distributed among UPE schools in Nabuyoga Sub County at 75%.

Indeed the some the respondents were interview in connection in this matter also wondered as to whether there have been school supplies given to UPE schools by government. To ascertain these allegations one of the respondents interviewed by the researcher said that, “*it appears that UPE programme has lost meaning because almost all the government schools in the Urban area have started charging children some amount of money in order for them to access the required services*”. (Interview Responses, 2021)

This did not go well with the village schools and the poor parents. In this respect UPE is now just by names because targets to which it was introduced is not being achieved.

From one respondent who said, “*The distribution is there but it’s under budgeted or rather inadequate, the money the government gives to UPE schools is very small to run the school activities. Each child is given four thousand shillings per term*”. (Focused Group Discussion response, 2021) Another respondent acknowledged, “*Some of this money caters for five areas Administration, for example head teachers transport, in case of meetings*”.

One respondent also noted that, “*most of the little resources that come through often has strict expenditure and cannot deal with emergencies and other unplanned for activities which are also key for the performance of a school leaving such activities not done or accomplished hence making the UPE schools lame in handling all the necessary requirements for recording performance*.” (Interview Response, 2021)

From the findings it is evident that resources are distributed to all UPE schools but there inefficiencies in budget allocations and access to funds for other needs such as emergencies and also handling urgent expenditures in the proper running of schools. This shows gaps in funding for universal primary education schools and their management. This in a vicious cycle leads to failure in proper bargaining because inefficiency in performance only reduces a schools capacity to bargain for consideration in the access for more funding and resources. This becomes a zero sum game because when such schools fail to meet their budgetary needs, even the parents lose that motivation to support these same schools leading to more inefficiency. This comes from the resource burden transferred to parents and this increases dissatisfaction and from the society or lack of confidence in these UPE schools.

Table 4.3.2 Whether the available resources are being misused

|  |  |  |
| --- | --- | --- |
| **Views of Respondent** | **Frequency** | **Percentage** |
| Strongly disagree | 10 | 17% |
| Disagree | 5 | 8% |
| Not Sure | 10 | 17% |
| Agree | 10 | 17% |
| Strongly Agree | 25 | 42% |
| **Total** | **60** | **100** |

**Source; Field Data, 2021**

From the findings above, 10 (17%) of the respondents strongly disagreed; 5 (8%) disagreed; 10 (17%) were not sure; 10 (17%) agreed and 25 (42%) strongly agreed. Majority of the respondents agreed at 59%. This is an implication that resources are misused in UPE schools affecting the performance.

One of the respondents said, “*When resources are limited, this deficit alone makes it hard to execute most activities of the school and this leads to poor resource allocation because the school management becomes confused on what should be prioritized*.”(Interview Response, 2021) This also implies that the lack of enough resources in UPE schools leads to poor resource use and allocation in the various departments and activities of the schools leading to inefficiencies. This also shows that the low or less resources allocated for UPE schools leads to poor budgetary discipline and budget efficiency. The lack of resources in other words is a zero sum for both the UPE schools and the Government, which actually less prioritizes funds allocation to the Education sector leaving it vulnerable to misuse of resources.

# 4.4 OBJECTIVE THREE: STRATEGIES USED BY LOCAL GOVERNMENT ADMINISTRATION IN THE MANAGEMENT OF UNIVERSAL PRIMARY SCHOOLS

Table 4.3.3 Local government administrators use management by supervision/walking around schools in ensuring they are efficient in Nabuyoga Sub County

|  |  |  |
| --- | --- | --- |
| **Responses** | **Frequency** | **Percentage** |
| Strongly Disagree | 15 | 25% |
| Disagree | 30 | 50% |
| Not Sure | 5 | 8.3% |
| Agree | 5 | 8.3% |
| Strongly Agree | 5 | 8.3% |
| **Total** | **60** | **100** |

**Source: Field Data, 2021**

From the findings, 15 (25%) of the respondents strongly disagreed with the research statement; 30 (50%) of the respondents disagreed; 5 (8%) were not Sure; 5 (8%) agreed and 5 (8%) strongly agreed with the findings that, local government administrators use management by supervision or walking around to ensure performance of UPE schools in Nabuyoga Sub county. Most of the respondents disagreed that the Local government administrators use management by walking around (MBWA) or supervision of schools to ensure their performance at 75%.

This reveals that there is less supervision of UPE Schools in Nabuyoga Sub County to ensure their performance. From the Interview responses one respondent said, “*There is less supervisions of the UPE schools*”. The respondent further noted, “*There is need for that in-depth supervision that is actually not there compared to the times or period when UPE had just been introduced. This is why schools are losing resources and failing in creating competitive standards with the private schools in Nabuyoga Sub county*”.(Interview Guide response, 2021)

Another respondent from the focused group discussions was quoted to have said that, “*there is not supervision because the districts and parishes are less funded for that very specific role for it takes resources to move with teams and also write reports from such supervision and this requires resources which is meagre at the Local Government*”. (Focused Group Discussion response, 2021)

From the findings, it is imperative to say that the UPE schools lack efficiency because of reduced competitiveness between them and private schools because they are not well followed up in-depth to ensure efficient reform in planning and resource allocation to the UPE schools in Nabuyoga Sub County. Therefore, it is to be noted that in-depth supervision is very vital to increase competitive performance of UPE schools and this when not done is responsible to the current inefficiency in the management of UPE schools in Tororo District and elsewhere in Uganda if the situation is similar.

Table 4.3.4 Local government administrators employ management by objectives or goals to ensure efficiency in the management of UPE schools in Nabuyoga Sub County

|  |  |  |
| --- | --- | --- |
| Responses | Frequency | Percentage |
| Strongly Disagree | 10 | 16.7% |
| Disagree | 20 | 33.3% |
| Not Sure | 14 | 23.3% |
| Agree | 11 | 18.3% |
| Strongly Agree | 5 | 8.3% |
| **Total** | **60** | **100** |

**Source: Field Data, 2021**

From the findings, 10 (17%) of the respondents strongly disagreed; 20 (33%) disagreed; 14 (23%) were Not sure; 11 (18%) agreed and 5 (9%) strongly agreed. Majority of the respondents 50% disagreed with the statement that Local government administrators in Nabuyoga Sub County employ management by objects or goal setting to ensure efficiency in management of UPE schools.

One respondent from the Interview responses argued that, “*if the UPE schools were to be given achievable goals then that would facilitate easy accountability and responsibility among the head teachers, but because these are not there they enter schools terms and annual plans without clear goals and this is keeping the planning efficiency down*.”(Interview Response, 2021) Another respondent from the focused group discussion also similar to this said, “*The UPE schools because they are not given enough resources, even the motivation to create achievable goals becomes hard*.” (Focused Group Discussions response, 2021)

From this, it is clear that the Local government administration is poor in setting goals and objectives to be achieved by UPE schools because of the lack of resources. Another District official who said, “*When we have no money to run these schools the plans and goals become void and we lack even the motivation to motivate the teachers down in classrooms, this makes goal setting and execution hard or blink*”, too supports this. From these findings it is imperative to say that most UPE schools is Nabuyoga Sub county lack well or clearly set goals and objectives to help them plan and become responsible and accountable.

Educational management as a field of study and practice was derived from management principles first applied to industry and commerce, mainly in the United States. Theory development largely involved the application of industrial models to educational settings. As the subject became established as an academic field in its own right, its theorists and practitioners began to develop alternative models based on their observation of, and experience in, schools and colleges. By the 21stcentury the main theories, featured in this chapter, have either been developed in the educational context or have been adapted from industrial models to meet the specific requirements of schools and colleges. Educational management has progressed from being a new held dependent upon ideas developed in other settings to become an established held with its own theories and research.

It’s important to note that most local government administrations and schools do not apply management theories proven to be deliver results in organizations and even evident with the industrial revolution or renaissance. Universal primary schools should therefore approach education management practice using such strategies as objectives and goal setting from local administration to all activities in the school setting. Short of these applications the management of schools will remain backward of fail the practitioners.

Table 4.3.5 Local government administrators use Education Committees in the various parishes to ensure there is accountability and efficiency in the management of UPE schools in Nabuyoga Sub County

|  |  |  |
| --- | --- | --- |
| Responses | Frequency | Percentage |
| Strongly Disagree | 2 | 3.3% |
| Disagree | 1 | 1.7% |
| Not Sure | 10 | 17% |
| Agree | 30 | 50% |
| Strongly Agree | 17 | 28% |
| **Total** | **60** | **100** |

**Source: Field Data, 2021**

From the findings, 2 (3%) of the respondents strongly disagreed; 1 (2%) disagreed; 10(17%) were not Sure; 30 (50%) agreed and 17 (28%) strongly agreed with the statement that Local Government Administrators use Education Committees in the various parishes to ensure there is accountability and efficiency in the management of UPE schools. Majority of the respondents agreed at 78% that the Local Government administrators use Education committees in ensuring accountability in the management of UPE schools in Nabuyoga Sub County.

From one of the Focused Group discussion (2021), the following statement supported the finding: “*the education committee is the way local administrators get to hold head teachers accountable in the management of UPE schools because the political wing often sends representatives to each UPE or USE schools on the boards to ensure they are running so well in accordance to agreed upon standards for local governments*.” This implies that Education Committees and representatives sent to UPE schools are the way they supervise and ensure UPE schools are being well run and report back to the district any needs for reform and change to meet the demands of these schools. One analyst in the Interview responses said, “*The education committees because are infested by politicians are often not concerned so much by the in-depth performance of schools since they only focus of money and benefits of being on these committees than having the knowledge and competence to actually help suggest reforms in the UPE schools*.” (Interview Reponses, 2021)

From the findings and analyses, it is imperative to say that the findings established that Tororo District has Education Committees and they send representatives to school boards to ensure effective reporting of what is happening in these schools for proper management and improvement. This also implies that UPE schools have a voice to their management and operations by using the Education Committees and the representatives sent to them to air their suggestions and needs for performance.

Equitable sharing of national resources is a right for every Ugandan including teachers. This chapter furthermore recommends that there should be national restructuring of salaries in Uganda, not done by politicians, but by a Salary Review Committee preferably from the Ministry of Public Service. Politicians, particularly parliamentarians, in fixing their own salaries, get a lion’s share due to hedonism. There should be rational salary structuring for all public servants. Muzzling teachers will not make them teach well enough because, as the saying goes, *“you may take the donkey to the well, but you cannot force it to drink*”. A teacher may be suppressed, and seemingly goes to class, but may not teach to maximum capacity. It is one thing for the children to go to school under UPE policy, and quite another for them to learn adequately in school.

However it must be noted from the finding that political representatives are likely not to be effective sine most of them are incompetent in school management and education needs which is likely to affect how these representatives report back to the district and make recommendations.

Table 4.3.6 Local government Administration uses periodical reporting from head teachers to the District to ensure accountability for all resources dispensed to UPE schools

|  |  |  |
| --- | --- | --- |
| **Responses** | **Frequency** | **Percentage** |
| Strongly Disagree | 11 | 18% |
| Disagree | 15 | 25% |
| Not Sure | 5 | 8% |
| Agree | 17 | 28% |
| Strongly Agree | 12 | 20% |
| **Total** | **60** | **100** |

**Source: Field Data, 2021**

From the findings, 11 (18%) of the respondents strongly disagreed; 15 (25%) disagreed; 5 (8%) were not Sure; 17 (28%) agreed and 12 (20%) strongly agreed. Majority of the respondents agreed that local administrators use periodical reporting from school head teachers to ensure accountability and effective running of UPE schools at 48%.

From the findings, it is established that periodical reporting is done in the management of UPE schools to the district local government offices. One of the interviewees said, “*Head teachers report for planning and also they must report semiannually to present how they used resources allocated them and how they suggest other needful actions to improve their performance to the District Education Officer*.”(Interview Response, 2021) From the findings it is imperative that local administration systems are existent in the management of the UPE schools and this is done semiannually for planning and also presenting reports on the budget efficiencies and any other needs for reform and improvement.

In the Focused Group discussions, some of the members agreed that, “*the periodical reports and suggestions are often not taken serious to deal with the needs and loopholes in the running and management of UPE schools and this makes the head teachers ineffective in improving performance at all stages of performance of these schools*.”(Focused Group Discussion responses, 2021) From the these findings it is imperative to note that Tororo District Local government systems support the efficient reporting about the performance UPE schools to ensure efficiency and constant updating in their running.

One respondents from the focused group discussion said, “*the reporting is there but there is a problem that the lack of resources diminishes even the use of these reports and recommendations made in these education meetings with head teachers of UPE schools. The main matter of resources in the biggest contentious issues in the mismanagement and inefficiency of running UPE schools countrywide. Until finances are well prioritized to the education budget, this problem will not be solved*.” (Focused Group Discussion response, 2021)

From the findings it is imperative to say that the mismanagement and efficiency of UPE school performance will highly depends on if the Central Government takes the head teacher’s voice and suggestion serious to increase the education budgets. This also implies that financial resources are the key in ensuring the effective implementation of policies and procedures in the running of UPE schools in Local governments in Uganda. Without highly financial prioritization of UPE schools, their inefficiency is likely to continue since the policies and there and all planning procedures are done to ensure performance but execution is down at zero.

Table 4.3.7 Local administrators use Parents-Teacher Association (PTAs) to ensure accountability and efficient running of UPE schools

|  |  |  |
| --- | --- | --- |
| Responses | Frequency | Percentage |
| Strongly Disagree | 21 | 35% |
| Disagree | 15 | 25% |
| Not Sure | 8 | 13% |
| Agree | 12 | 20 |
| Strongly Agree | 4 | 7% |
| **Total** | **60** | **100** |

**Source: Field Data, 2021**

From the findings; 21 (35%) of the respondents strongly disagreed; 15 (25%) disagreed; 8 (13%) were not sure; 12 (20%) agreed and 4 (7%) strongly agreed with the statement. Majority of the respondents disagreed with the statement at 60%. Most of respondents established that the local administrators do not use the Parents-Teachers Associations in UPE schools to ensure their proper administration and management at 60%.

One of the respondents from Interviews said, “*The PTAs are existing in some schools but in others they have gone weak and parents are these days never concerned about them*.” Another respondent from the Focused Group Discussions said, “*The PTAs are the only remaining options for UPE schools in efficient management of UPE schools because they contribute some financial resources for some activities for schools to supplement the Local government contribution*.”(Interview Guide Response, 2021) Another Respondent said, “*The PTAs are losing morale because of the failure for the government to budget and allocate a good amount of public resources for UPE schools and often have become lazy in being the option to help solve the UPE school’s needs*”. (Focused Discussion Group response, 2021)

From the findings, it is imperative to say that PTAs have been existing in the management of UPE schools but there is a tendency for the schools over dependence on parents and shifting the burden to parents instead of government and this has left many parents lazy in participating in the management and running of UPE schools.

From the findings of several studies, conflicts have arisen between the School Management Committees, which are official organs, and the informal PTAs. Capitation grant sent by government was not enough to run administrative costs in schools. The budget of 14.8% allocated to education was not enough as the Ministry of Education and Sports had to run with deficit at times creating management crises. Furthermore, unlike in developed countries, the language of instruction remains different from what the child uses at home and in the community. Prioritization by government would be required for solving the above problems. According to President Museveni, political opportunism, eminent in Uganda, involves failure to tell people what the country needs. This shows that the president’s pronouncement denotes lack of proper prioritization, putting more investments to where it should not go. Primary education should be among the sectors given top priority.

This further implies that there is a dependence syndrome for UPE schools on either government or parents and the failure for them both to add to the current resource needs and inefficiencies leaves the teachers helpless. The performance of PTAs is therefore as necessary as the performance of Government in the running and management of schools and the failure for both parties to directly participate in their running makes the UPE management weak and ineffective in all angles.

Table 4.3.8 Local Administration in Tororo utilizes the association of Head teachers of UPE schools effectively to ensure proper planning and accountability in Nabuyoga

|  |  |  |
| --- | --- | --- |
| Responses | Frequency | Percentage |
| Strongly Disagree | 9 | 15% |
| Disagree | 13 | 21% |
| Not Sure | 10 | 17% |
| Agree | 21 | 35% |
| Strongly Agree | 7 | 12% |
| **Total** | **60** | **100** |

**Source: Field Data, 2021**

From the findings, 9(15%) of the respondents strongly disagreed; 13 (21%) disagreed; 10 (17%) not sure; 21 (35%) agreed and 7 (12%) strongly agreed. Majority of the respondents agreed with the statement at 47% that the local administrators in Tororo District utilize the Head teachers’ Association of UPE schools to ensure their proper running and management.

One respondent said, “*The head teachers association often works with the local government officials in addressing issues within their schools, planning and management*.”(Interview Response, 2021) Another respondent said, “*The Head teacher association for primary teachers in UPE schools is used to increase participation of the bottom-top approach of decentralization to ensure their needs and management needs are met*.”(Interview Response, 2021)

From the findings, it is evident that Head teacher associations are used to fulfil the decentralized system on school administrations is efficient. This also shows that the local administrators often takes the associations suggestions and discussion more serious than the PTAs in the former findings and this could limit the real issues raised by parents and teachers since this association is only limited to head teachers only. This also shows that the head teacher association are the way most UPE schools are run to establish the bottom-top approach to ensure UPE school performance.

# CHAPTER FIVE

# SUMMARY OF THE FINDINGS

# 5.0 Introduction

In this chapter the findings of the study have been summarized based on the objectives of the study and concluded thereafter recommendations were made to that effect.

# 5.1 Summary

The first objective sought to understand if bargaining and negotiation for resources is key in the performance of Universal Primary schools the findings established a positive correlation between these two and established that the need for head teachers to develop that ability to negotiate and bargain to influence decisions at the Top such as the District Local government in resource allocation.

Adding to the UPE school administration to voice of the local people is needed as a collective strength in bargaining and negotiation. This would be very important in explaining and convincing the local government authorities in terms of numbers, school supplies and infrastructure. From these findings, it is imperative to establish that the ability for schools’ local administration to bargain and negotiate for local government resources has impact on how much these schools get what amount of resources for operation.

Majority of the respondents agreed that bargaining and negotiating for resource influences performance of UPE schools at 67%.

Another respondent in the focused group discussion said, “*Head teachers must have that bargaining and negotiating ability to be leaders especially in the way resources are allocated for schools. If the head teachers are silent or quiet or weak in bargaining and influencing resource allocations at the local government then even their schools may never access enough resources*.” (**Focused Group Discussions, 2021**)

A number of respondents in the focus group discussion agreed that, “*it appears some UPE schools could not prosper because of weak leadership which could not advocate for help and against challenges that was affecting the schools*”. (Focused Group Discussion responses, 2021)

It is imperative to say that there is need for skills in negotiation and bargaining among head teachers and leaders in as far as, resource planning and allocation are concerned. Hence, there is so much more required beyond policies for UPE school management and administration especially in leadership capacity to influence the top local leaders and district planning authorities.

The second objective sought to find out the resource allocation in influencing universal primary education performance. From the findings it is evident that resources are distributed to all UPE schools but there inefficiencies in budget allocations and access to funds for other needs such as emergencies and also handling urgent expenditures in the proper running of schools. This shows gaps in funding for universal primary education schools and their management. This in a vicious cycle leads to failure in proper bargaining because inefficiency in performance only reduces a schools capacity to bargain for consideration in the access for more funding and resources. This becomes a zero sum game because when such schools fail to meet their budgetary needs, even the parents lose that motivation to support these same schools leading to more inefficiency. This comes from the resource burden transferred to parents and this increases dissatisfaction and from the society or lack of confidence in these UPE schools.

Majority of the respondents disagreed that public resources are effectively controlled and distributed among UPE schools in Nabuyoga Sub County at 75%.

To ascertain these allegations one of the respondents interviewed by the researcher said that, “*it appears that UPE programme has lost meaning because almost all the government schools in the Urban area have started charging children some amount of money in order for them to access the required services*”. (Interview Responses, 2021)

From one respondent who said, “*The distribution is there but it’s under budgeted or rather inadequate, the money the government gives to UPE schools is very small to run the school activities. Each child is given four thousand shillings per term*”. (Focused Group Discussion response, 2021) Another respondent acknowledged, “*Some of this money caters for five areas Administration, for example head teachers transport, in case of meetings*”.(Interview Reponse, 2021)

Majority of the respondents agreed at 59%. This is an implication that resources are misused in UPE schools affecting the performance. One of the respondents said, “*When resources are limited, this deficit alone makes it hard to execute most activities of the school and this leads to poor resource allocation because the school management becomes confused on what should be prioritized*.”(Interview Response, 2021) This also implies that the lack of enough resources in UPE schools leads to poor resource use and allocation in the various departments and activities of the schools leading to inefficiencies.

From the second objective findings, resources are misused in UPE schools affecting the performance. This also implies that the lack of enough resources in UPE schools leads to poor resource use and allocation in the various departments and activities of the schools leading to inefficiencies. This also shows that the low or less resources allocated for UPE schools leads to poor budgetary discipline and budget efficiency. The lack of resources in other words is a zero sum for both the UPE schools and the Government, which actually less prioritizes funds allocation to the Education sector leaving it vulnerable to misuse of resources. In addition, this is a sign that lack of enough resources leads to resource leaks through corruption and misappropriation.

According to Objective three the findings established that UPE schools lack efficiency because of reduced competitiveness between them and private schools because they are not well followed up in-depth to ensure efficient reform in planning and resource allocation to the UPE schools in Nabuyoga Sub County. Therefore, it is noted that in-depth supervision is very vital to increase competitive performance of UPE schools and this when not done is responsible to the current inefficiency in the management of UPE schools in Tororo District and elsewhere in Uganda if the situation is similar.

Most of the respondents disagreed that the Local government administrators use management by walking around (MBWA) or supervision of schools to ensure their performance at 75%.

This reveals that there is less supervision of UPE Schools in Nabuyoga Sub County to ensure their performance. From the Interview responses one respondent said, “*There is less supervisions of the UPE schools*”. The respondent further noted, “*There is need for that in-depth supervision that is actually not there compared to the times or period when UPE had just been introduced. This is why schools are losing resources and failing in creating competitive standards with the private schools in Nabuyoga Sub county*”.(Interview Guide response, 2021)

Majority of the respondents 50% disagreed with the statement that Local government administrators in Nabuyoga Sub County employ management by objects or goal setting to ensure efficiency in management of UPE schools.

One respondent from the Interview responses argued that, “*if the UPE schools were to be given achievable goals then that would facilitate easy accountability and responsibility among the head teachers, but because these are not there they enter schools terms and annual plans without clear goals and this is keeping the planning efficiency down*.”(Interview Response, 2021) Another respondent from the focused group discussion also similar to this said, “*The UPE schools because they are not given enough resources, even the motivation to create achievable goals becomes hard*.” (Focused Group Discussions response, 2021)

From this, it is clear that the Local government administration is poor in setting goals and objectives to be achieved by UPE schools because of the lack of resources. From the findings it is imperative to say that most UPE schools is Nabuyoga Sub county lack well or clearly set goals and objectives to help them plan and become responsible and accountable.

Majority of the respondents agreed at 78% that the Local Government administrators use Education committees in ensuring accountability in the management of UPE schools in Nabuyoga Sub County.

From one of the Focused Group discussion (2021), the following statement supported the finding: “*the education committee is the way local administrators get to hold head teachers accountable in the management of UPE schools because the political wing often sends representatives to each UPE or USE schools on the boards to ensure they are running so well in accordance to agreed upon standards for local governments*.”

One analyst in the Interview responses said, “*The education committees because are infested by politicians are often not concerned so much by the in-depth performance of schools since they only focus of money and benefits of being on these committees than having the knowledge and competence to actually help suggest reforms in the UPE schools*.” (Interview Reponses, 2021)

From the findings and analyses, it is imperative to say that the findings established that Tororo District has Education Committees and they send representatives to school boards to ensure effective reporting of what is happening in these schools for proper management and improvement. This also implies that UPE schools have a voice to their management and operations by using the Education Committees and the representatives sent to them to air their suggestions and needs for performance. However it must be noted from the finding that political representatives are likely not to be effective sine most of them are incompetent in school management and education needs which is likely to affect how these representatives report back to the district and make recommendations.

From the findings, it is established that periodical reporting is done in the management of UPE schools to the district local government offices. From the findings, it is imperative that local administration systems are existent in the management of the UPE schools and this is done semiannually for planning and presenting reports on the budget efficiencies and any other needs for reform and improvement.

Majority of the respondents agreed that local administrators use periodical reporting from school head teachers to ensure accountability and effective running of UPE schools at 48%.

From the findings, it is established that periodical reporting is done in the management of UPE schools to the district local government offices. One of the interviewees said, “*Head teachers report for planning and also they must report semiannually to present how they used resources allocated them and how they suggest other needful actions to improve their performance to the District Education Officer*.”(Interview Response, 2021)

One respondents from the focused group discussion said, “*the reporting is there but there is a problem that the lack of resources diminishes even the use of these reports and recommendations made in these education meetings with head teachers of UPE schools. The main matter of resources in the biggest contentious issues in the mismanagement and inefficiency of running UPE schools countrywide. Until finances are well prioritized to the education budget, this problem will not be solved*.” (Focused Group Discussion response, 2021)

From the findings it is imperative to say that the mismanagement and efficiency of UPE school performance will highly depends on if the Central Government takes the head teacher’s voice and suggestion serious to increase the education budgets. This also implies that financial resources are the key in ensuring the effective implementation of policies and procedures in the running of UPE schools in Local governments in Uganda. Without highly financial prioritization of UPE schools, their inefficiency is likely to continue since the policies and there and all planning procedures are done to ensure performance but execution is down at zero.

Most of respondents established that the local administrators do not use the Parents-Teachers Associations in UPE schools to ensure their proper administration and management at 60%.

One of the respondents from Interviews said, “*The PTAs are existing in some schools but in others they have gone weak and parents are these days never concerned about them*.” Another respondent from the Focused Group Discussions said, “*The PTAs are the only remaining options for UPE schools in efficient management of UPE schools because they contribute some financial resources for some activities for schools to supplement the Local government contribution*.”(Interview Guide Response, 2021) Another Respondent said, “*The PTAs are losing morale because of the failure for the government to budget and allocate a good amount of public resources for UPE schools and often have become lazy in being the option to help solve the UPE school’s needs*”. (Focused Discussion Group response, 2021)

From the findings, it is imperative to say that PTAs have been existing in the management of UPE schools but there is a tendency for the schools over dependence on parents and shifting the burden to parents instead of government and this has left many parents lazy in participating in the management and running of UPE schools. This also implies that there is a dependence syndrome for UPE schools on either government or parents and the failure for them both to add to the current resource needs and inefficiencies leaves the teachers helpless. The performance of PTAs is therefore as necessary as the performance of Government in the running and management of schools and the failure for both parties to directly participate in their running makes the UPE management weak and ineffective in all angles.

Majority of the respondents agreed with the statement at 47% that the local administrators in Tororo District utilize the Head teachers’ Association of UPE schools to ensure their proper running and management.

One respondent said, “*The head teachers association often works with the local government officials in addressing issues within their schools, planning and management*.”(Interview Response, 2021) Another respondent said, “*The Head teacher association for primary teachers in UPE schools is used to increase participation of the bottom-top approach of decentralization to ensure their needs and management needs are met*.”(Interview Response, 2021)

From the findings, it is evident that Head teacher associations are used to fulfil the decentralized system on school administrations is efficient. This also shows that the local administrators often takes the associations suggestions and discussion more serious than the PTAs in the former findings and this could limit the real issues raised by parents and teachers since this association is only limited to head teachers only. This also shows that the head teacher association are the way most UPE schools are run to establish the bottom-top approach to ensure UPE school performance.

# 5.3 CONCLUSION

The findings of this study established that local governments do not have financial and independent administrative authority in as far as the Universal primary education schools are concerned. It was deeply impossible to make effective decisions without command of the financial muscle. In other words local government doesn’t have the independent resources offunds but only depend on central government. To some extent, bargaining and negotiation should also have the financial push at the background to accomplish it or to enable it work. Additionally the head teachers and education officers must develop bargaining and negotiation skills in order to the influence the top authorities to increase proper resource allocation and to find ways of solving the challenges apparently affecting universal primary schools.

H1 *sought to establish if local government administration is effective in the performance of universal primary education*. The findings in this study revealed that local government administration is organized by structural functions and existing policies are in place directed to make Universal primary education schools perform. The challenge is in the resources that are meagre following the need to implement these policies according to the education plans *vis avie* the plans for the universal primary schools in Tororo District. The findings also establish that with meagre resources allocated for universal primary education schools, policy implementation, and policy assessments will all fail and become weak.

According to the findings the study, locals or parents have started distancing themselves from anticipated failure of management of universal primary education schools in Uganda and despite the UPE programme and whether in rural areas or urban areas, people now prefer to take their children to private schools for better services. This was because of the continued deteriorated performance in government-aided primary schools. So unless something is done to avert these deteriorating trends of the ineffectiveness of UPE schools performance, more and worst outcome is expected to come.

The third objective established that the strategies employed in local government administration are weak or lacking in retrospect to help improve the performance of universal primary education. The reduced investment in school management supervision coupled with apathy of parents in participating in school management decision making has left the primary schools powerless of standing on their own. The other challenge established is that deteriorating performance of parent teachers associations which are not recognized by local government administration so as to take the suggestions and concerns of parents to the top system of planning and decision making has also made school management weak.

*H2 sought to establish if local government administration is ineffective in ensuring effective performance of Universal primary education schools in Nabuyoga Sub County.* The study established that local administration is ineffective in the ensuring effective management of universal primary schools because of the reasons including, lack of in-depth supervision, poor representation on local administration to school boards since most representatives are political and haven’t enough knowledge on what they are supervising. There is positive correlation between competent representation and clear influence to the Education Committees and school boards. If the representatives on the Education Committees are incompetent about how to handle education issues or school management matters then their influence and impact is minimal or less compared to if these members were all competent about these same matters. Therefore there is need to match competence of members on Education committees and local government administrative roles.

It is important to note that there is need for parent participation which has most been affected by the failure of Government in budgeting appropriately for universal primary schools leaving both parties out of picture in the running of the schools. This failure has also reduced the efficiency of the bottom-up approach in school management, planning and decision-making. The findings of the study conclude that there is need for creative reform in the strategies of helping universal primary schools survive in the times of meagre resources to improvise ways of achieving certain performance targets. There is need for goal setting and strategic improvising of means for findings the best use of the available resources in universal primary schools to achieve so much.

The hypothetical finding is that local government administrations are ineffective in the management of universal primary schools for several reason such as those established in the findings of the study.

# 5.4 RECOMMENDATIONS

Basing on the discussion and the conclusion the study is hereby recommending as follows;

**To the Central Government of Uganda:**

1. The Government of Uganda should revise its policy on funding strategies to the most important and urgently needed sectors such as the Education Sector. When the Government fails to prioritize the Education Sectors then its break point can lead to irrecoverable effects from systems of Local administration, to local participation in school management and long run effects of the literacy and human capital development of the whole country, which leads to total failure of the whole society in the area of development and productivity.
2. The Government of Uganda must restructure the structural management of Universal Primary Education and ensure that bottom-up approach is achieved. This can be done by utilizing the Parents-Teachers Association, which must be given all support and considered by all Government structures directly in the Ministry of Education and Sports.

**To Local Government administration of Tororo District**

1. The District Local Government must ensure that all Education Committees from the political wing are competent concerning education matters and school management strategies in order to achieve efficiency and reduce the supervisory burden on them. This can be done by giving education and school training sessions to the Education Committees appointed by the political wing so that these can be an extended hard to assess and ensure in-depth supervision of universal primary schools while reporting back to the Local Government.
2. The Local administration authority at Tororo Local Government must sacrifice time for supervision of the meagre resources however small allocated to universal primary schools to ensure their strategic and proper use. This will reduce the tendency to misappropriate these resources.
3. Tororo Local Government administration should support Parents-Teachers Association by adding to their docket in order to help the association operate and reduce the apathetic tendency of parents in contributing to resource needs of universal primary schools.

**To Universal Primary Schools in Nabuyoga Sub County**

1. The Universal primary schools should use resources especially from Parents-Teachers Associations (PTAs) to invest in income producing ventures such as agriculture and livestock keeping to add to resource mobilization in order to handle any emergencies for the schools performance to be improved and sustained through times of resource scarcity.
2. Schools should encourage parents to develop responsibility in participating in school management by making constant visits to parents to ensure they get concerned on school matters. This will be very important to strengthen the Parents-Teachers Association to be operational like never before and all teachers with weekly or monthly rooster for doing the activity can do these visits.
3. The Universal primary school head teachers should develop bargaining and negotiation skills and abilities to ensure their influence on the top is not just felt but suggestions effected to make the decentralization system operate to ensure school performance is improved.

**5.5 Areas for further Research**

This study established that the local government administration in the management of universal primary schools is ineffective but this comes from several factors such as poor strategies in the execution of local administrative work in as far as planning and Central government prioritization in allocating funds for schools. However, there is need for further research in the following areas:

1. There is need for further research on how Parents Teachers Associations influence the effective decentralization in the management of Universal primary education.
2. There is also further need for assessing how head teachers competence affects the local government administrative performance in the case or Universal primary education.
3. There is also need for further research on the impact of parental demotivation in the management of universal primary schools.

# REFERENCES

ACODE (2014) *Local Government Councils Score-Card Assessment Report (Vol. 64)*, Kampala: Advocates Coalition for Development and Environment, (accessed 6 February 2017)

AFARD (2011) *West Nile Development Initiative (WENDI) Transforming Livelihoods Annual*

*Report*, December, Nebbi: Agency for Accelerated Rural Development, (accessed 6 February 2017)

Aguti JN (2002). *Facing up to the challenge of Universal Primary Education (UPE) in Uganda through distance teacher education programmes*. A paper presented at Pan Commonwealth Forum on Open Learning, South Africa, and Durban.

Amin, M.E. (2005). *Social Science Research*. Conception Methodology and Analysis

Batley, R. &Mcloughlin, C. (2015), “*The Politics of Public Services: A Service Characteristics Approach*”, World Development Vol. 74, pp.275-285.

Baldridge, J. V. (1971). *Power and conflict in the university: Research in the sociology of complex organizations*: Wiley New York.

Ball, S. J. (1987). *The micro-politics of the school*. London: Methuen, 67, 79.

Bolam, R. (1999). *Educational administration, leadership and management: towards a research agenda*. Educational Management.

Bolman, L.G. & Deal, T.E. (1991, 1997). *Reframing organizations: Artistry, choice and leadership.*an Francisco: Jossey Bass

Bolman, L. G., & Deal, T. E. (1991). *Reframing organizations* (Vol. 130): Jossey-Bass. San Francisco

Bush, T. (2011). *Theories of educational leadership and management*: Sage.

Buwembo, J. (2016) *'Reality Check: A Damning Report that should Force a Rethink of 20-Year Universal Education Strategy'*, *The East African Newspaper*, 8–14 October

Byamugisha, A. &Ssenabulya, F. (2005), ‘*The SACMEQ II project in Uganda: A study of the conditions of schooling and the quality of education’*, Harare, Zimbabwe: SACMEQ

Crook, R.C. (2010) 'Rethinking Civil Service Reform in Africa: "*Islands of Effectiveness" and*

*Organizational Commitment’, Commonwealth and Comparative Politics* 48.4: 479–504, DOI:10.1080/14662043.2010.522037, (accessed 19 October 2021)

Crook, R. C., & Manor, J. (1998). *Democracy and decentralization in South Asia and West Africa: Participation, accountability and performance*: *Cambridge University Press*

Copland, M., Darling-Hammond, L., Knapp, M., McLaughlin, M. & Talbert, J. (2002). *Leadership for teaching and learning: A framework for research and action*. New Orleans: American Educational Research Association.

Cuban, L. (1988). *The managerial imperative and the practice of leadership in schools*. Albany, NY: State University of New York Press

Cuthbert, R. (1984). *The Management Process*, E324 Management in Post Compulsory

Danton, John (1979)."*Amin's Rule in Uganda Imperiled As Tanzanian Force Nears Capital*"*. New York Times. Retrieved* 22 December *2018.*

Dimmock, C. (1999). *Principals and school restructuring: Conceptualizing challenges as dilemmas. Journal of Educational Administration*, 37(5), 441-462.

Education, Block 3, Part 2: Buckingham: Open University Press.

Education Policy Review Commission (1987). *Education Policy Review Commission Report* (1989).

English, F. (2002). *Cutting the Gordian knot of educational administration*: The theory-practice gap, The Review, XLIV (1), 1-3.

Grogan L (2008). *Universal Primary Education entry in Uganda*. Position Paper.

Gibbs, G. (2007). *Research Design: qualitative, quantitative, and mixed methods approach: Sage Publications*

Golooba-Mutebi, F. (2006) *'Politics and Local Government in Uganda'*, in F. Saito (ed.), *Foundations of Local Governance: Decentralization in Comparative Perspective*, Seta, Otsu: Physica-Verlag.

Golooba-Mutebi, F. (2004) *'Reassessing Popular Participation in Uganda'*, *Public Administration and Development* 24.4: 289–304

Google *(2021). "Location of Tororo, Tororo District, Uganda" (Map). Google Maps. Google.*

*Retrieved* 26 February *2021.*

GoU (Government of Uganda) (2013) *Principles of Service Delivery in Uganda's Local Governments: Handbook*, Kampala: Ministry of Local Government

GOU (Government of Uganda)-Education Act 2008-Ministry of Education and Sports, Kampala.

GoU (Government of Uganda) (1997) *Local Government Act,* Entebbe: Government Printery, (accessed 16 October, 2021)

GoU (Government of Uganda) (1995) *Uganda Constitution,* Entebbe: Government Printery, (accessed 6 February 2017)

Gunter, H. (2004). *Labels and labeling in the field of educational leadership. Discourse: studies in the cultural politics of education*, 25(1), 21-41.

Handy, C. (1993). *Understanding organizations*: Penguin, UK.

Hoyle, E. (1999). *The two faces of micro politics. School leadership & management*, 19(2), 213222.

Jansen, D, J (2005), “*Targeting education: The politics of performance and the prospects of*

*‘Education For All”* International Journal of Educational Development, Vol.25, pp.368– 380

Judge, T. A., & Piccolo, R. F. (2004). *Transformational and transactional leadership: a metaanalytic test of their relative validity*. Journal of applied psychology, 89(5), 755.

Katono, W. (2007) ‘*Factors Affecting Service Delivery in Decentralization in Mukono District’*, in D. Asiimwe and B.N. Musisi (eds), Decentralization and Transformation of Governance in Uganda, Fountain Publishers, Kampala

Lindle, J. (1999). *What can the study of micro politics contribute to the practice of leadership in reforming schools*, School Leadership and Management, Vol.19, No.2, pp.171-178.

Emilly Comfort Maractho*,* (2016) Local Governments and Primary Education in Uganda, *IDS Bulletin* Vol. 48 No. accessed 2 October 2021:'Interrogating Decentralization in Africa'.

McManus, James (1979*).* "*Amin's mutinous troops create a second front*"*. The Guardian.*

*Retrieved* 22 December *2018.*

Miller, T.W. and Miller, J.M. (2001). *Educational leadership in the new millennium: a vision for 2020, International Journal of Leadership in Education*, 4 (2), 181-189.

Ministry of Education, Science, Technology and Sports (2015), “*Education Sector Laws, Policies, Investment Plans, Regulations, Strategies, And Programmes*”, available at http://www.education.go.ug/files/downloads/Policies%20and%20Regulations.pdf accessed on 10th October, 2021

Miller, T. W., & Miller, J. M. (2001). *Educational leadership in the new millennium: a vision for 2020.* International Journal of Leadership in Education, 4(2), 181-189.

Morgan, G. (1997). *Images of Organization*, Sage, Newbury Park, California.

Mugenda. O. &Mugenda, A. (2003). *Research Methods: Quantitative & Qualitative Approaches****.*** Africa Centre for Technology Studies, Kenya

Mukunya, F. (2007) *'The Decentralization of Uganda's Primary Education'*, in D. Asiimwe and B.N. Musisi (eds), *Decentralization and Transformation of Governance in Uganda*,: Fountain Publishers, Kampala

Mwesigye Adrian, (2015) *The advent of universal primary education (UPE) in Uganda:*

*Challenges and possible solutions*, Journal of Educational Research and Studies Vol. 3(1), pp. 1-12, January, 2015 https:www.peakjournals.org/sub-journals-JERS.html ISSN: 23293039

Namukasa, I. (2007) ‘*Decentralization and Education in Uganda’*, Comparative and International Education 36.1: 98

Nkalubo, A. (2007) ‘*Community Participation and Decentralized Governance in Uganda’*, in D. Asiimwe and B.N. Musisi (Eds), Decentralization and Transformation of Governance in Uganda: Fountain Publishers, Kampala

Nassaka, F. (2016) ‘*What’s Wrong in Education? Sixth Uwezo Survey Finds Learning Outcomes Consistently Low’*, The Independent Magazine 450, 23–29 December

Ojijo P, A, A. (2015), “*Review of education policy in Uganda”, 2012 Young Leaders Think Tank for Policy Alternatives-Uganda*, available at http://www.slideshare.net/ojijop/review-of- education-policy-in-Uganda accessed on 15th October

Reinikka R, Swensson J (2004). *Local capture-evidence from a central transfer program in Uganda*. Quart. J. Econ. 119(2):88-94.

Ribbins, P. (1985). *Organization theory and the study of educational institutions, in M. Hughes, P. Ribbins and H. Thomas (Eds.). Managing Education*: The System and the Institution, Holt, Rinehart and Winston, London.

Namara R.B. (2020). *Does decentralized governance of primary education improve performance of pupils in Eastern Uganda? – Perspectives of education managers*. *Commonwealth*

*Journal of Local Governance* 2020, 23: 7537,<https://doi.org/10.5130/cjlg.vi23.7537>

Saito, F. (2006) ‘*Possibility of Creating a Deliberative Solution in Uganda’, in F. Saito (ed.),*

*Foundations of Local Governance: Decentralization in Comparative Perspective*: PhysicaVerlag, Seta, Otsu

Sapre, P. (2002). *Realizing the Potential of Education Management in India. Educational Management Administration & Leadership*, 30(1), 101-108.

Ssekamwa, J. C. (2000), “*History and Development of Education in Uganda*”, 2nd Edition:

Fountain Publishers, Kampala

Saito, F. (2006) *'Possibility of Creating a Deliberative Solution in Uganda',* in F. Saito (ed.), *Foundations of Local Governance: Decentralization in Comparative Perspective*,

Seta, Otsu: Physica-Verlag

Saito, F. (2003) *Decentralization and Development Partnerships: Lessons from Uganda*, Springer-Verlag, Tokyo

Ssemakula, V. (1996) ‘*Rakai District in Development: Consequences of Decentralization’, in L. Villadsen and F. Lubanga (Eds), Democratic Decentralization in Uganda: A New Approach to Local Governance*, Fountain Publishers, Kampala

Silverman D. (2000) Doing qualitative research. Sage Publications, London.

Syngellakis, K &Arudo, (2006), “*Education Sector Policy Overview Paper*”, ENABLE Uganda

Tumushabe, G. &Makaaru, J.A. (2013), “*Investing in our Nation’s Children: Reforming Uganda’s Education System for Equity, Quality, Excellence and National Development*” ACODE Policy Briefing Paper Series, No. 27

Uwezo (2013), “*Are Our Children Learning? Literacy and Numeracy Across East Africa 2013*”, Uwezo East Africa at Twaweza, Nairobi, Kenya

Ward, M, Alan Penny and Tony Read, (2006), “*Education Reform in Uganda – 1997 to 2004. Reflections on Policy, Partnership, Strategy and Implementation*”; Education Papers Researching the Issues, 60, DFID

Widmalm, S. (2008) *Decentralization, Corruption and Social Capital*: From India to the West: Sage Publications, New Delhi

Willower, D. J. (1980). *Contemporary issues in theory in educational administration*, Educational Ad- ministration quarterly, 16: 3, 1-25.

Zuze, T, L A, &Leibbrandt, M (2011), “*Free education and social inequality in Ugandan primary schools: A step backward or a step in the right direction*?” International Journal of Educational Development Vol.31, pp.169–1

# APPENDICES

# APPENDIX I: SELF-ADMINISTERED QUESTIONNAIRE FOR RESPONDENTS

I am Aketch Seburonsa of Index No.2019/Aug/MPAM/M225604, a student of Masters in Public Administration and Management at Nkumba University carrying out a research study on the topic, “*Local government administration and the performance of universal primary education schools in Uganda: a case of Nabuyoga sub-county, Tororo District*.” You have been selected as a respondent to participate in this study and be rest assured that any information you will give will be taken confidential and will be used for academic purpose only.

(Tick or fill in where necessary).

**SECTION A: BIODATA/BACKGROUND INFORMATION**

1. Sex gender of the respondents
2. Male
3. Female
4. Age bracket/Group
5. (10-18)
6. (19-30)
7. (41-50)
8. (61-70)
9. (71 above)
10. Level of education
11. Doctorate
12. Masters
13. Degree
14. Diploma
15. Certificate
16. Marital Status
17. Single
18. Married
19. Unmarried

**Key:**

SD – Strongly Disagree, D – Disagree, N – None/No idea, A – Agree , SA – Strongly Agree

**SECTION B: BARGAINING AND NEGOTIATING PRACTICES INFLUENCE DECISION MAKING IN THE PERFORMANCE OF UPE SCHOOLS**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|  |  | **SD** | **D** | **N** | **A** | **SA** |
| 1. | Bargaining and negotiation practices influence decision making in the performance of Universal primary education schools |  |  |  |  |  |
| 2. | Bargaining and negotiation does not influence the performance of UPE schools |  |  |  |  |  |
| 3. | Bargaining and negotiation practices in the performance of UPE schools is being done effectively |  |  |  |  |  |
| 4. | Bargaining and negotiation practices promotes effective performance in UPE schools |  |  |  |  |  |

Any other comment…………………………………………………………………………………

……………………………………………………………………………………………………………………………………………………………………………………………………………..

**SECTION C: RESOURCES ARE CONTROLLED AND DISTRIBUTED AMONG UNIVERSAL PRIMARY EDUCATION SCHOOLS**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|  |  | **SD** | **D** | **N** | **A** | **SA** |
| 5. | Resources are effectively controlled and distributed among UPE schools |  |  |  |  |  |
| 6. | Resources controlled and distributed among UPE schools are always available. |  |  |  |  |  |
| 7. | The available resources are being misused. |  |  |  |  |  |

Any other comment…………………………………………………………………………………

……………………………………………………………………………………………………………………………………………………………………………………………………………..

**SECTION D: STRATEGIES USED BY LOCAL GOVERNMENT ADMINISTRATORS IN IN THE MANAGEMENT OF UNIVERSAL PRIMARY SCHOOLS**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|  |  | **SD** | **D** | **N** | **A** | **SA** |
| 8. | Local government administrators use management by supervision/walking around schools in ensuring they are efficient in Nabuyoga |  |  |  |  |  |
| 9. | Local government administrators employ management by objectives or goals to ensure efficiency in the management of UPE schools in Nabuyoga Sub county |  |  |  |  |  |
| 10 | Local government administrators use education committees in the various parishes to ensure there is accountability and efficiency in the management of UPE schools in Nabuyoga Sub county |  |  |  |  |  |
| 11 | Local government Administration uses periodical reporting from head teachers to the District to ensure accountability for all resources dispensed to UPE schools |  |  |  |  |  |
| 12 | Local administrators use Parents-Teacher Association (PTAs) to ensure accountability and efficient running of UPE schools |  |  |  |  |  |
| 13 | Local Administration in Tororo utilizes the association of Head teachers of UPE schools effectively to ensure proper planning and accountability in Nabuyoga |  |  |  |  |  |

Any other comment…………………………………………………………………………………

……………………………………………………………………………………………………………………………………………………………………………………………………………..

**(Thank you for your invaluable contribution).**

**APPENDIX II: INTERVIEW GUIDE FOR RESPONDENTS**

I am Aketch Seburonsa of Index No.2019/Aug/MPAM/M225604, a student of Masters in Public Administration and Management at Nkumba University carrying out a research study on the topic, “Local government administration and the performance of universal primary education schools in Uganda: a case of Nabuyoga sub-county, Tororo District.” You have been selected as a respondent to participate in this study and be rest assured that any information you will give will be taken confidential and will be used for academic purpose only.

1. Are you aware of Universal Primary Education?

……………………………………………………………………………………………

1. How do you rate the performance of UPE schools in Nabuyoga Sub county?

………………………………………………………………………………………….

1. To what extent has the Local government administration in Tororo District helped in the improvement and performance of UPE schools in Nabuyoga Sub county?

…………………………………………………………………………………………

1. How does Universal primary education access resources at the Tororo Local Government?

…………………………………………………………………………………………

1. How are the resources allocated for universal primary education schools help in increasing their performance?

……………………………………………………………………………….……….

1. What factors affect proper resource allocation for universal primary education schools in Nabuyoga Sub County?

……………………………………………………………………………………….

1. What are the strategies being used by universal primary schools in ensuring proper resource use and service delivery?

……………………………………………………………………………………..

1. What are the shortfalls suffered by both local government administrations and universal primary schools in performing to their best respectfully?

……………………………………………………………………………………….

1. What are your suggestions to help improve performance of universal primary education schools in Nabuyoga Sub County?

…………………………………………………………………………………………….

1. How do Parents Teach Associations and Education committees help UPE schools to perform in Nabuyoga Sub County?

……………………………………………………………………………………..

……………………………………………………………………………………

1. Gives recommendations for the improvement of Local government administration in ensuring local service delivery in as far as UPE is concerned.

…………………………………………………………………………………………………..

Thank you for your time.

**APPENDIX III: Checklist for Focus Group Discussion (FGD)**

I am Akech Seburonsa of Index No.2019/Aug/MPAM/M225604, a student of Masters in Public Administration and Management at Nkumba University carrying out a research study on the topic, “*Local government administration and the performance of universal primary education schools in Uganda: a case of Nabuyoga sub-county, Tororo District*.” You have been selected as a respondent to participate in this study and be rest assured that any information you will give will be taken confidential and will be used for academic purpose only.

|  |  |  |
| --- | --- | --- |
| Research question | Purpose | Responses |
| How does bargaining and negotiation affect or influence resource allocation and performance of UPE schools? | How bargaining influences local government administrative performance in ensuring UPE performance |  |
| What are the considerations made in allocating certain amounts of resources to different UPE schools in Nabuyoga Sub county |  |
| How do Nabuyoga Sub county schools fair in access to resources from the Local Government? |  |
| What are the factors influencing the amount of resources allocated to Tororo District local government in accessing certain resources to UPE schools? |  |
| How are UPE schools fairing in performance in comparison with resources accessed from the Local Governments in Nabuyoga Sub county | To establish how resource allocation influences performance of UPE schools in Nabuyoga Sub county |  |
| How do UPE schools do resource mobilsation in the case of limited resources from the Local government in Nabuyoga Sub county |  |
| What are the strategies in place by local government of Tororo District to ensure UPE performance |  |
| What are the challenges in the policies that guide performance of UPE schools in Nabuyoga Sub county? | To establish the strategies in place by local Government administration and UPE management to increase performance in Nabuyoga |  |
| What are the challenges and solutions put in place by UPE schools in Nabuyoga to increase performance? |  |

# APPENDIX IV: PROPOSED BUDGET FOR THE RESEARCH

|  |  |
| --- | --- |
| **ACTIVITY** | **COST/UGX** |
| **PHASE 1 : PRELIMINARY**   * Internet access * Photocopying and printing of relevant materials * Transport and communication | 300,000  300,000  150,000 **750,000** |
| **PHASE 2 : DATA COLLECTION**   * Travel to field * Visits to offices * Photography * Well bound draft research reports | 300,000  150,000  150,000  450,000 **1,050,000** |
| **ANALYSIS AND PRESENTATION**  Access and use of computer at any computer Centre  Purchase of stationary and other relevant materials  Typing and binding of draft copies to final copy  Miscellaneous | 150,000  150,000  600,000  150,000  **1,050,000** |
| **Total** | **2,850,000/=** |

# APPENDIX V: WORK PLAN TIME TABLE

|  |  |  |
| --- | --- | --- |
| **ACTIVITIES** | **DETAILS** | **PERIOD** |
| Preparation and Data collection | Designing of research proposal | 4 weeks (JULY 2021) |
| Data processing, analysis and interpretation | Editing and coding | 4 weeks (AUGUST 2021) |
| Report writing and submission | Writing of report on study findings | 3 weeks (SEPTEMBER-October 2021) |
| Report Presentation | Draft and Final Dissertation Report | 1Week (LAST WEEK OF October-December 2021) |

# C:\Users\Becky\AppData\Local\Microsoft\Windows\INetCache\Content.Word\permission.jpgAPPENDIX VI: LETTER OF PERMISSION

# APPENDIX VII: RESEARCHER'S LETTER TO THE CHIEF ADMINISTRATIVE OFFICER- TORORO DISTRICT.

****

# APPENDIX VIII:A MAP OF TORORO DISTRICT SHOWING INTERNATIONAL BOUNDARY, SUB-COUNTIES, DISTRICT HEADQUARTERS AND TRADING CENTRES.

