

**How School Management Committees monitor the implementation of  
Universal Primary Education in Uganda**

by

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## DECLARATION

I, **Robert Mugabe**, student number u14256364, hereby declare that this thesis, entitled *How School Management Committees monitor the implementation of Universal Primary Education in Uganda*, is submitted in accordance with the requirements for the degree of Philosophiae Doctor in Education Management and Policy Studies at the University of Pretoria and is my own original work and has not previously been submitted for a degree to any other institution of higher learning.



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The author, whose name appears on the title page of this thesis, declares that he has observed the ethical standards required in terms of the University of Pretoria's code of ethics for research and policy guidelines for responsible research.

## **DEDICATION**

I dedicate this PhD thesis to my mother, Eudia Tindibakira, and my late father, Nathern Kakuhanda, who raised me and introduced me to formal education.

## ACKNOWLEDGEMENTS

Achieving this milestone of the PhD qualification would not have been possible without the commitment, dedication, and unwavering support of my family, friends, colleagues and supervisors. In the process of conducting research and writing this thesis, I have had an opportunity both to interact with and to benefit from many people, who contributed to the completion of this study in one way or another. Some of these people have directly read through the drafts and made valuable comments, whereas others have listened patiently and have responded with alacrity to my, no doubt, seemingly endless enquires regarding my research. I am, therefore, taking this opportunity to thank them all from the bottom of my heart. Although it may not be possible to mention all their names individually, I will forever be indebted to their valuable contribution. However, there are some individuals whose names I feel must be mentioned.

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achievement of this milestone, which we shall all, and forever, cherish as a defining experience of our close-knit family.

Above all, I thank the Almighty God for protecting, leading and directing us in whatever we do. Mission accomplished.





## **ABSTRACT**

The provision of basic education through the UPE programme has gained momentum since its inception. This is because since the government took over the roles of paying tuition fee, providing instructional materials, paying teachers and providing school infrastructure, enrolment rose, and has continued to rise. In ensuring that government resources are well utilised, the government mandated the community through SMCs and charged them with the responsibilities of mobilising school resources from the community to supplement government resources that are insufficient for schools, monitoring the utilisation of school resources and undertaking general management roles in schools to ensure that there is efficient education service delivery that promotes teaching and learning. The purpose of this study was, therefore, to explore how SMCs monitor the implementation of UPE in Uganda. The study was driven by the assumption that if school resources are effectively monitored by the community themselves through SMCs, the government's objective of ensuring that all school-going children access school could be realized. The study used an explanatory sequential mixed methods approach to conduct a comprehensive study that gave a clear understanding of how monitoring the school resources is effected. Simple random sampling was used to select the sample for the quantitative study and data was collected using a questionnaire while purposive sampling was used to select the participants for the qualitative study and data was collected using structured interview. The result of the study identified the gaps in the way in which the SMCs monitor the school resources. The study results indicate that the SMCs do not have the full mandate to take any decisions that affect the operations of schools. This acts as a demotivating factor to SMCs in undertaking their roles. The study findings further reveal that there is no clear monitoring framework used by SMCs that guides them on what to monitor and how to monitor based on set measurable indicators. This gap leaves the SMC in each school to undertake their duties differently, yet they monitor the same programme. The study further reveal that SMCs encounter challenges in effecting their work; some of these challenges are policy issues and others are administrative in nature. Much as they have attempted to come up with strategies to handle the challenges, little is being done to address them. The study findings have implications for policy-makers and UPE implementers. The study recommends that the Central Government should consider empowering SMCs through constant training in financial management and understanding policies governing their duties and responsibilities. The study further recommends that for UPE policy of

community management of schools to be effective, Government should put in place the level of education and experience for someone to be elected as a member of SMC.

**Key Terms:** Universal Primary Education, School Management Committees, Monitoring, Implementation, Ascribed roles, Perception, Experience, Challenges, Monitoring framework

## LANGUAGE EDITOR CERTIFICATE



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Dear Sir/Madam

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This is to certify that I have edited Mr Robert Mugabe's PhD thesis entitled How School Management Committees Monitor tire Implementation of Universal Primary Education;, Uganda.

I am a professional editor at Fountain Publishers, one of the leading publishing houses in the Great Lakes region. I am an award-winning author of both works of literature and textbooks. My experience as an editor spans 20 years (1997 to-date) and, besides research papers, I have also edited journals, theses/dissertations, newsletters and reports. The organisations and institutions whose materials/documents I have edited include, among others, ActionAid Uganda; Bishop Stuart University (in which case I have edited the university's Social Sciences journal); the National Council for Higher Education(NCHE); Uganda Management Institute (UMI); Action for Development (ACFODE); Uganda Media Development Foundation (UMDF); the National Curriculum Development Centre (NCDC), Uganda; Platform for Labour Action (PLA); the Organisation for Social Science Research in Eastern and Southern Africa (OSSREA); and Konrad-Adenauer-Stiftung (KAS). In the case of KAS, I have been offering editing consultancy services since 2010 and have had the privilege to edit all the organisation's Reality Check papers. In the course of editing, I take care of the following:

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Julius Ocwinyo  
Associate Editor

## LIST OF ABBREVIATIONS AND ACRONYMS

UPE	Universal Primary Education
EFA	Education for All
HIV	Human Immunodeficiency Virus
AIDS	Acquired Immune Deficiency Syndrome
UNICEF	United Nations International Children's Emergency Fund
ESSP	Education Sector Strategic Plan
UNEB	Uganda National Examinations Board
SMCs	School Management Committees
MoES	Ministry of Education and Sports
PTAs	Parent-Teacher Associations
MoFPED	Ministry of Finance, Planning and Economic Development
PLE	Primary Leaving Examinations
ESIP	Education Sector Investment Plan
MoLG	Ministry of Local Government
ANPPCAN	Africa Network for the Prevention and Protection against Child Abuse and Neglect
SBM	School-Based Management
ESA	Education Standards Agency
GTZ	German Technical Cooperation
APRBE	Asia-Pacific Regional Bureau for Education
AEU	Australian Education Union
UNESCO	United Nations Educational, Scientific and Cultural Organisation
OAG	Office of the Audit General

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## **CHAPTER ONE**

### **INTRODUCTION AND ORIENTATION**

#### **1.1 Background to the Study**

Universal Primary Education (UPE) is among the key issues in the national development plans of developing countries as it lays the initial firm foundation for the required knowledge and skills for the job market (Webster, 2000). For this goal to be achieved, governments are putting in place initiatives to guarantee the delivery of quality education. Education For All (EFA) has been stressed in international forums on education, which includes the World Education Round Table Forum in Jomtien Thailand in 1990, the Dakar Agenda for Action in Senegal in 2000, and the Millennium Summit in September 2000, which advocated EFA. These forums advocated the education for all initiative which draws on the eight Millennium Development Goals, which are the eradication of extreme poverty and hunger; the achievement of universal primary education; the promotion of gender equality and empowering women; reducing child mortality; improving maternal health; combatting HIV/AIDS, malaria and other diseases; ensuring environmental sustainability; and developing a global partnership for development (Beattie, Brown & Cass, 2017). The second goal specifies the need to achieve UPE by 2015 by ensuring that all school-age children enrol and complete the primary cycle and acquire basic knowledge and skills to enable them to continue in the education system as well as exploit the available resources for their survival and for the development of their country (ESSP, 2004-2015; UNICEF, 2007). In this regard, developing countries have made remarkable strides in the provision of access to basic education for all over the last two decades (UNESCO, 2009).

To aid children's education, some policies that attract pupils to schools have been formulated and put to use (Glennerster & Kremer, 2008; Glewwe, 2002). The policies include one on capitation grant that has proved to be effective as it has attracted and retained children from poor families in schools. There is also a policy on the provision of inputs such as classroom blocks, scholastic materials and instructional materials as well as the supply of qualified and competent human resource in schools (Hanushek, 2003).

The UPE policy is intended to ensure that there is access to education by all irrespective of sex, socio-economic status and geographical location. Its aim is, therefore, to make sure that resources are well distributed so that the inputs needed to deliver quality education are available in sufficient quantities. In ensuring the effective implementation of UPE in the country, there

was need for community participation through SMCs, whose work is to provide guidance on the management of schools as well as to draw up and approve development plans. They also engage in resource mobilisation to complement the capitation grant, which is not sufficient. This is accompanied by monitoring the way school resources are utilised. The SMCs therefore are seen as vital in undertaking the development activities in schools including monitoring of the implementation of UPE (UPE Handbook, 2004). Monitoring is a continuous process that involves data collection and analysis on some specific indicators to track the progress and inform the stakeholders on how implementation of the programme is being done in line with the allocated funds. Monitoring is essential because it checks the progress of a program activity to ensure they are done according to the plan. It gives a logical way in which decisions are made and guides the way resources are efficiently utilised ((Marriott & Goyder, 2009). Community participation and governance of school activities through School Management Committees (SMCs) are regarded by the government as vital in the management of schools through the mobilisation and monitoring of school resources to ensure that there is effective teaching and learning in schools to provide quality education (UPE Handbook, 2004).

Bush and Heystek (2010) found that both developed and developing countries were promoting the independence of schools under the management of the communities for efficient education service delivery. The transfer of self-governance of schools through community involvement has given the communities important roles and duties in the delivery of education services (Bandyopadhyay & Dey, 2011; James *et al.*, 2011). In Uganda, schools are managed on behalf of the government and the community through the SMC, which is mandated by the government to implement and monitor school activities on behalf of the government (Prinsen & Titeca, 2008; Suzuki, 2010; Karlsson, 2010; Serfortein, 2010; Ministry of Education and Sports [MoES], 2011; Bandyopadhyay & Dey, 2011; Lunenburg & Ornstein, 2012). According to Tsotetsi *et al.*(2008), committee members are elected on the assumption that they have knowledge and skills required for the management of their schools. The school governing body is responsible for implementing and sustaining improvements in physical infrastructure, procurement of school equipment, monitoring and controlling the school finances, mobilising resources and ensuring accountability in the way school resources are utilised. The operational management is the responsibility of the head teacher (MoES, 2011).

Uganda is one country which has made a tremendous breakthrough in increasing enrolment since the inception of the UPE programme in the country in January 1997. The introduction of UPE

was taken as a policy for equipping children with knowledge and skills that are vital for eradicating poverty in the country (MoES, 2007). To ensure that this objective is achieved, UPE was introduced as a government policy in education with the intention of ensuring that all children who are of school-going age enrol and complete the primary cycle. Other aims of UPE are to enable disadvantaged children to attend school and be equipped with the knowledge and skills necessary for poverty reduction as well as meeting the national goal of achieving sustainable growth and development through human resource development (MoES, 1998; Bategeka & Okurut, 2006).

The Ugandan government's 1997 intervention policies for eradicating poverty through a poverty action plan as well as a poverty fund put emphasis on the provision of primary education. To ensure that the policy succeeds, the government offered to provide tuition fee to four children per household (MoES, 1998). The policy of paying tuition fee for only four children was later revised and UPE was made free for all children with the intention of increasing the enrolment and retention of children in schools, including those from poor families. School fees and other financial contributions made by Parent-Teacher Associations (PTAs) to schools were abolished in 2003. The quality of primary education was improved through the provision of educational resources by the government (MOES, 2002; Munene, 2013).

The Government of Uganda initiated the Education Investment Plan based on the Education Strategic Plan that focused towards increasing funding for schools in the country. Education financing was over 50% of the total education budget from the time UPE was introduced (MoFPED, 2009). UPE has increased the government's expenditure on the education sector, thus tremendously reducing the parents' burden of paying school fees for their children's education (MoFPED, 2011). The increase in government expenditure on education has resulted in a high rate of pupil enrolment and retention (Okumu, 2008) from 16 % in 1996 to 73 % in 1997, and continuing to increase at an average rate of 5% every year (MoES, 2012). To achieve the goal of universal primary education, the Government of Uganda endeavours to provide better infrastructure, teacher training, teacher availability and the provision of instructional materials. This increment has, however, not been matched with education inputs in terms of classrooms, teachers and textbooks, which are all still below the government's set targets (Guloba, Wokadala & Bategeka, 2010). Infrastructure is still poor and inadequate in most schools. Instructional materials are insufficient while teacher availability and their performance still fall below the



required standard. The assumption is that this could be the reason for the declining quality of education indicated by the Primary Leaving Examinations (PLE) pass rates (UNEB, 2009).

The government has come up with further initiatives, such as monitoring frameworks where different stakeholders perform different roles at different levels (Bategeka & Okurut, 2006; ESSP, 2010; ESIP, 2010). At the national level, monitoring of schools in the country is the work of the MoES, the Ministry of Local Governments (MoLG) and the President's Office as well as the Ministry of Finance, Planning and Economic Development (MoFPED) because it is responsible for releasing funds to schools. The MoES is responsible for monitoring how the districts use the capitation grant. The MoLG's role is to monitor the way the money released to districts for schools are utilised. Chief Administrative Officers (CAOs) and Inspectors of Schools monitor how school resources are utilised. They are assisted by the sub-county chiefs in their areas of jurisdiction as well as the representative from the President's Office. SMCs monitor the operations of the schools; which are legal statutory organs managing primary schools on behalf of the government (MoES, 1998). Although SMCs exist in all public primary schools in Uganda, little is known about the extent to which they are effective in the way they understand and undertake their monitoring mandate in schools, their perceptions regarding the management of schools, their experiences in implementing the monitoring the framework for UPE, the challenges they face and how do they address the challenges.

## **1.2 Problem Statement**

Despite the existence of UPE monitoring structures put in place by the government for the effective performance of schools, there is still a high level of ineffectiveness in school management. The UPE resources are being misused, due to lack of accountability of the capitation grants disbursed to UPE schools, which affects the quality of primary education in Uganda (OAG, 2012 & Commission of Inquiry Report, 2012). Winkler and Sondergaard (2008) found that ineffectiveness in UPE implementation may be caused by several factors, such as mismanagement of resources by both the central government and the schools, the phenomenon of ghost teachers who are a device used to siphon out funds to non-existent staff and inflating the numbers of pupils in the registers in order to obtain more money from the government's capitation grant, which is paid per child. The estimated misappropriation of funds by the time it is released by the MoFPED to the schools is 6% of the total budgeted recurrent primary education expenditures (Annual Budget Report 2005/06). Misuse of the capitation grant is

estimated at 16% of the total UPE grants (Winkler, 2007). Another factor linked to the misuse of the UPE grants by the district local governments is that of diverting the capitation grant meant to be used in running UPE to other activities of the district (OAG, 2012).

Although the government's commitment to invest in education and the resultant increase in school enrolment, statistics show that the education outcome has not improved over the years (Uwezo, 2010). For example, data available shows that 98% of pupils in Primary Three cannot read and comprehend a paragraph of a story from a Primary Two textbook, a class they have purportedly completed, while 80% cannot solve mathematical numbers that involve divisions and sums from textbooks for Primary Two (Uwezo, 2010). Monitoring of school performance is vital for the successful implementation of any education programme (Kayani *et al.*, 2011). Since monitoring is done as a continuous and regular activity, it is used as an instrument for promoting effective teaching and learning that promotes the performance of schools. This is because monitoring helps in the efficient utilisation of school resources. It is, therefore, noted that the insufficient monitoring function in schools could be responsible for schools operating with insufficient resources such as instructional materials, the misuse of school funds, irregular attendance of teachers, and lack of lesson plan preparation, which could be negatively affecting teaching and learning in schools.

While monitoring is supposed to be done with the intention of tracking the progress of the programme in order to undertake corrective actions, the study shows that monitoring has not improved the implementation of UPE (ANPPCAN, 2009). Studies on UPE have concentrated on the relevance, quality, access and equity of education as well as the central government transfer of capitation grant to aided schools (Reinikka & Swensson, 2004, cited in Kugonza, 2009). There is a dearth of studies on the effectiveness of monitoring the process of implementing the UPE programme by SMCs in Uganda. This study, therefore, assumes that the implementation of UPE, if monitored effectively, may result in improving educational outcomes. Based on this assumption, the study aimed at exploring how SMCs monitor the implementation of UPE in Uganda in an effort to find out whether the government's objective of free education for all school-going children based on access, equity and quality is being achieved or not. There is need for effective monitoring of the implementation of UPE in Uganda since a lot of resources are used to ensure the delivery of education services in schools. The absence of continuous monitoring of the whole process of UPE implementation is likely to lead to policy failure and

wastage of government resources owing to lack of corrective actions that are vital for the UPE implementation process.

### **1.3 Rationale for the Study**

The rationale of this study is based on the researcher's experience as a parent with children attending primary schools and as a member of a PTA. The researcher noticed that the SMCs in schools which his children attend and where he was a PTA member were not fulfilling their mandate effectively. Developing and approving school development plans and the school budgets as well as mobilising resources, monitoring and controlling expenditures were not done according to the laid down procedure. SMCs were not participating in all the procurement activities that were taking place in schools. Schools continued to operate with insufficient resources yet one of the roles of SMCs is resource mobilisation. Much as SMC meetings were visible and gave the impression that SMCs were addressing the issues affecting schools, inefficiencies in schools in terms of teacher and pupil absenteeism continued to be registered. School infrastructure and instructional materials continued to be insufficient and pupils' performance continued to be low, which seem to suggest that schools were operating with no clear development plans that guided their operations.

In support of this observation, the value for money study done by the office of the Auditor-General in Uganda in 2003 uncovered many irregularities arising from the way schools were operating. Work of constructing classroom blocks was going on before tenders were awarded, or before contracts were signed; payments were made without full certification of the work done, incompetent contractors were selected, school structures were poorly appraised, external influences, and conflict of interest in the award of tenders to firms in which SMC members and local leaders had interest (Kiyaga, 2005). The commission of inquiry study done in 2012 in primary and secondary schools in Uganda found out that there was mismanagement of funds allocated for implementation of UPE implementation through sub-standard construction of school classroom blocks, incomplete and abandoned works, collapsed pitlatrines, lack of maintenance resulting in financial loss. In the opinion of the researcher, for a school to develop, it should have a development plan which is discussed and approved by the SMC before it is implemented. The development plan guides the SMC members and school administrators on how school resources are mobilised, utilised and monitored based on a monitoring framework highlighted in the plan (MoES, 2007). Barrera-Osorio *et al.* (2009) found that the main objective

of SMCs is to ensure that school resources are put to optimal use according to the expectations of all stakeholders. Anderson (2005) emphasises that the role of SMCs is to demand accountability at school level, to promote transparency in the way school resources are utilised and to reduce corruption and misappropriation of school funds.

Apart from the researcher's personal experience of school governance, this study was also motivated by literature on the effectiveness of the role of school governing committees. Sundet (2004) also found that management of schools by the communities had not worked as expected because there was a challenge of misuse of capitation grant sent to schools by the central governments at district and school levels. The misuse of capitation grant, according to Hallak and Poisson (2007), took various forms, including the diversion of school funds to private accounts by school officials, over-budgeting and purchasing of school items in order to get personal difference, preparing and keeping inaccurate accounts as well as making untrustworthy orders and receipts to cover up unauthorised and unbudgeted payments. A study by Nyaundi (2012) on the influence of SMCs on the implementation of educational projects in public primary schools in Keumbu division Kisii county in Kenya identified insufficient managerial abilities, conflict of interest by the school governors and irregular attendance of meetings as some of the factors hindering the efficient provision of UPE and educational projects in schools. Although a lot of studies have been done on school governance in South Africa and other countries, there is scarce literature on how SMCs monitor the implementation of UPE in the Ugandan school context, which motivated the researcher to undertake this study.

#### **1.4 Purpose of the Study**

The purpose of this study was to conduct an empirical study on how SMCs monitor the implementation of UPE in Uganda. The study intended to add to the existing knowledge base regarding how monitoring activities are done in schools. This study focused on the ascribed roles of SMCs, how the SMCs perceive their monitoring role, their experiences in implementing the monitoring framework, the challenges they face and how they manage the challenges of implementation of UPE.

#### **1.5 Research Questions**

The main research question that this study investigated is framed as follows:

How do SMCs monitor the implementation of Universal Primary Education in Uganda?

### **Sub-research questions**

- What ascribed roles do SMCs play in monitoring the implementation of UPE?
- How do the SMCs perceive their role of monitoring the implementation of UPE?
- What are the experiences of SMCs in implementing the monitoring framework for UPE?
- What challenges do SMCs experience in monitoring the implementation of UPE?
- How do SMCs manage the challenges faced in monitoring the implementation of UPE?

### **1.6 Research Hypotheses**

- There are no significant ascribed roles played by SMCs in monitoring the implementation of UPE.
- There is no differences in how urban and rural SMC members understand their role.

### **1.7 Significance of the Study**

The Government of Uganda is implementing a UPE programme in the face of scarcity of resources. As such, it has put in place a mechanism to ensure that UPE is run efficiently and economically. This is being done through empowering the local communities, through the SMCs that are charged with the responsibility to ensure the efficient monitoring of the school activities, to demand transparency and accountability in the way school resources are utilised. Much as this mechanism is in place, schools in the country have continued to operate with insufficient inputs and this has continued to hinder the efficient delivery of education services to schools. The outcome of this study is of significant value to policy-makers and administrators at government level as it may enable them to revisit and revise the policies that can make UPE implementation efficient. Effective strategies used by some SMCs in implementing UPE are identified and recommendations made to the government on how to improve practice.

This study also contributes to a better understanding of SMCs' experiences and perceptions regarding the way in which they undertake the monitoring task in schools, the monitoring framework they use, the challenges they face in executing their duties and how they are addressing the challenges. The findings require the policy-makers to reconsider some of the strategies that have worked and those that have not worked. This would enable them to come up with policies that may facilitate and promote the efficient monitoring of school activities. Better

government policies informed by and formulated on the basis of empirical evidence may enable the monitoring function in schools to be of significant value in implementing UPE in the country.

As the primary beneficiaries of the UPE programme, the administrators of the schools and the learners may also find the findings of this study beneficial. School administrators may use the effective strategies identified in this study to improve the way in which the school resources are being utilised as well as appreciate the significance of transparency and accountability to stakeholders in the way the schools are run. This may improve on the management and administration of their schools. For the learners, the study findings may highlight the challenges that need to be addressed by policy implementers, including the provision of the necessary teaching and learning inputs for better education outcomes.

Another significant aspect of this study is that it has the potential to stimulate further research studies in the field of monitoring and evaluation of the implementation of government programmes in the education sector. The questions generated from this study may be a starting point for further research and the generation of new knowledge. The study findings are also of significance as they add to the existing literature as a reference material that could be used by future researchers in the field of institutional monitoring.

## **1.8 Organisation of the Thesis**

Chapter One presents the background to the study, the research problem, the rationale of the study, the purpose of the study, and the significant of the study, which is discussed in detail. The research questions are also clearly stated.

Chapter Two provides an overview of the education system and structure in Uganda. In addition, the chapter presents a comprehensive review of the literature on how SMCs monitor the implementation of UPE. The chapter includes the theoretical framework used in this study.

Chapter Three presents the philosophy of research that underpinned this study, the research approach, research design, research site and sample, data collection methods, pilot study for quantitative research, validity and reliability of quantitative data, credibility and trustworthiness of qualitative data, ethical considerations and data analysis procedures.

Chapter Four presents the procedures for quantitative and qualitative data analysis. More specifically, it is in the fourth chapter that the response rate, test of normality of data, statistical approaches used in quantitative approaches, procedures for qualitative data as well as the presentation of qualitative data.

Chapter Five presents the results of quantitative data analysis based on the major statistical techniques used, which include both descriptive and inferential statistics.

Chapter Six presents how the key informant interviews were conducted, and how the qualitative data was analysed. The chapter further presents the qualitative findings based on the major themes and sub-themes of the study.

Chapter Seven presents the data analysis and interpretation by triangulating both the quantitative and qualitative findings and comparing them with the literature and their contribution to the body of knowledge.

Chapter Eight presents the summary of the research findings, the conclusions and the recommendations.

### **1.9 Summary of the Chapter**

This chapter introduced the research study and deals with the background of the study. It gave a general perspective on the importance of education provision and highlighted the importance of monitoring the implementation of UPE by the SMCs. In this chapter the researcher also examined the research problem, the rationale for the study, the purpose of the study and the research questions. The chapter concluded with the organisation of the study. In the next chapter the researcher discusses the literature on the role and responsibilities of SMCs and international studies on school governance.

## CHAPTER TWO

### THE ROLE OF SMCs IN THE IMPLEMENTATION OF UPE IN UGANDA AND OTHER STUDIES OF SCHOOL GOVERNANCE

#### 2.1 Introduction

In Chapter One, the background and the overview of the study was provided. This chapter discusses literature on the roles played by SMCs in monitoring the implementation of UPE and the role of school governors internationally. It has been noted that most of the research on UPE (Osei-Owusu & Kwame, 2012; Onderi & Makori, 2013) has largely concentrated on the success and challenges of the UPE implementation policy, rather than on the monitoring of the implementation as well as the agents involved in the implementation. UPE implementation as a concept has been widely covered in education policy literature (MoES, 2012). The literature which is reviewed in the present chapter is limited to the roles that SMCs play in monitoring the implementation of UPE, which is the subject of the research undertaken for the current thesis. The literature reviewed in this chapter includes an overview of the education system and structure in Uganda, the concept of the SMC, composition of SMCs, the role and responsibilities of SMCs in implementing UPE, the roles ascribed by SMCs in monitoring the implementation of UPE and how SMCs perceive their monitoring roles. In addition, the researcher also discusses SMCs' experiences in monitoring the frameworks for UPE, the challenges SMCs experience in monitoring the implementation of UPE and how SMCs are addressing the challenges faced in the implementation of UPE. The theoretical framework underpinning the study is also discussed in this chapter.

#### 2.2 Overview of the Education System and Structure in Uganda

Uganda is a country found in East Africa. It covers an area of about 241 500 km<sup>2</sup>. It borders the Republic of Kenya to the east, Tanzania and Rwanda to the south, the Democratic Republic of Congo (DRC) to the west and South Sudan to the north. Uganda is a former British colony which gained its independence in 1962 and has, since then, not fundamentally changed its education structure.



**Figure 2.1 A map of Uganda showing the districts and bordering countries**



Uganda’s education structure has not changed much since independence in 1962. The education structure comprises the following phases: the pre-school phase termed as nursery level; the primary level that takes seven years; the secondary level that takes four years as ordinary level, leading to the award of the Uganda Certificate of Education (UCE), and advanced level that lasts two years, leading to the award on completion of the Uganda Advanced Certificate of Education; then the post-secondary level that involves tertiary institutions that award diplomas and

certificates; and university level that awards degrees and postgraduate qualifications (MoES, 2013).

Uganda's education is implemented under policy frameworks that give it legitimacy. These policies include the Education White Paper 1992 that spells out how the development of citizens should be undertaken by emphasising the issue of norms and values that need to be followed. It also emphasises knowledge and how it should be acquired, including skills that are vital for promoting development in the country. Another policy guideline in place for promoting education in Uganda is the Education Sector Strategic Plan (ASSP). This plan is intended to assist the institutions that are charged with the delivery of education services, basically the MoES, with the ways and means to implement quality education that promotes national development (MoES, 2013).

In emphasising the importance that it attaches to education, the government has made education for all a basic fundamental human right and this is enshrined in Article 30 of the Constitution of Uganda 1995. The country's policy on education is meant to ensure that educational structures and systems keep on being expanded and adjusted to ensure that quality education is provided in the country. This is aimed at achieving the goals of the Poverty Eradication Action Plan (PEAP) and achieving the target of education for all that is aimed at enhancing the skills that can be used to exploit resources for individuals and for national development (MoES, 2007).

A fundamental change occurred in the education system in Uganda in 1997 when the country introduced UPE. The policy led to the abolition of tuition fee and the contribution that was made by PTAs in schools. This policy has led to increased enrolment in schools, which rate of enrolment has almost outstripped the capacity of the government to handle it. At the same time, the government transferred the responsibility of managing UPE from the central government to district local governments and to lower local councils with the major intention of involving local communities in UPE implementation through demanding accountability from schools with the aim of achieving better quality (MoES, 2012). It is important to note, however, that much as the structure and education system that came up with UPE have resulted in increased enrolment, and the duty of managing schools has shifted to SMCs, they have exhibited their inefficiencies in taking over their roles. This has resulted in a decline in education performance in schools (Osei-Owusu & Kwame, 2012).

In an effort to ensure that the increased numbers of learners acquire quality education, the government has taken the initiative of providing infrastructure in schools as well as providing instructional materials that promote teaching and learning. This has been accompanied by recruiting and retaining qualified teachers. To ensure that education services are brought close to the schools, the government decentralised the management of primary schools to district local governments. The management of the schools is provided for by the functioning framework for decentralisation in Uganda spelt out by the Local Government Statute 1993 and the 1995 Republic of Uganda Constitution. At the school level the schools are managed by the SMCs.

Following the establishment of the Education Sector Investment Plan (ESIP) (1997-2003), communities were formalised as key participants in primary education. This, in turn, necessitated the establishment of community responsibilities. Accordingly, the government legalised community responsibilities by enacting the Education Act 2008 that redefined the duties of each key stakeholder in UPE in Uganda. The Act clarifies the roles and responsibilities of SMCs and PTAs as stakeholders in UPE implementation.

To ensure the successful implementation of UPE in Uganda, the government deemed it necessary to come up with an institutional structure entrusted with the responsibility for a range of issues concerning the management of primary schools (Suzuki, 2010; MoES, 2013). Under this structure the central government retained the roles of policy formulation, standardisation, monitoring and overall financing for efficiency and equity (Prinsen & Titeca, 2008). Internationally there has been a move for the central government to share power and control over the management of schools at lower levels (Tsetetsi, Van Wyk & Lemmer, 2008; James *et al.*, 2011; Bandyopadhyay & Dey, 2011). The administrative supervision and monitoring of primary schools is often under the jurisdiction of District Education Officers (DEOs) who work closely with the governing bodies. In Uganda, the SMCs are expected to monitor the implementation of UPE at school level (Ministry of Local Government [MoLG], 1997; Grogan, 2008; Prinsen & Titeca, 2008; Suzuki, 2010). To emphasise the role of local communities in UPE implementation, the ESIP (1997-2003) was established and mandated communities as key stakeholders in the management of schools. The Education Act 2008 spells out the duties and responsibilities of every stakeholder in school under UPE. The Act spells out the roles of SMCs and PTAs in the implementation of UPE (MoES, 2013).

In Uganda, the school governing body referred to as the SMC is the statutory organ charged with the overall responsibility for the public primary school ( Prinsen & Titeca, 2008; Suzuki, 2010; Karlsson, 2010; Serforstein, 2010; Bandyopadhyay & Dey, 2011; Lunenburg & Ornstein, 2012). In Uganda and internationally, the school governing body is the primary means of stimulating and sustaining improvements while operational management is the responsibility of the head teacher (Mncube, 2009; Bush & Heystek, 2010; Serforstein, 2010). The SMCs in the country are within the management hierarchy for implementing UPE in schools and every school is required to have one.

### **2.3 The Concept and Composition of the SMC**

An SMC is a cluster of agents representing different interest sections of the community that include teachers, head teachers, parents, children and other community members with interest and authority to manage a school (Shatkin & Gershberg, 2007). There are different ways in which an SMC can be constituted. In some countries, the majority of the committee members are teachers while in other countries members of the governing body are nominated by the parents. Studies show that in some schools, the governing body committee members have less power in the decision-making process on issues concerning the management of the school while in other schools committee members have power and influence in the way the school is managed (Shatkin & Gershberg, 2007; Heystek, 2011). This is because the ability of the community members to make decisions differs in different school contexts. In some cases decision-making and control over school management and governance are in the hands of the head teacher. Professional control and decision-making on instructional matters are in the hands of the teachers while the community or parents control decision-making on issues of school governance (Barrera-Osorio, Patrinos, Fasih & Santibanez, 2009).

When one looks at the composition and authority that the school governing bodies exercise in schools, one realises that many countries have adopted the balanced control school-based management approach (Cook, 2007). In Uganda, the SMC is composed of parents, teachers, an old boy/girl, members appointed by the MoES and those appointed by the District Education Committee (DEC). The head teacher is an ex-officio member and secretary to the committee (SMC Handbook, 2007). The SMC members are elected from among different stakeholders of the school, including the foundation body, local council representatives, sub-county chiefs, parents, old boys/girls, staff and the head teacher as the secretary (Prinsen & Titeca, 2008;

MoES, 2007, 2008; Suzuki, 2010; Karlsson, 2010; James *et al.*, 2011). The selection of members of SMCs was premised on the assumption that all major stakeholders would have a clear understanding of managing schools (Tsetetsi *et al.*, 2008).

This composition is similar to that of the school governing bodies in some other countries. In Kenya the SMC comprises parents, the District Education Board (which is the local education authority) and three members of the school sponsor (which commonly is the church that started the school) (Adeolu & Williams, 2013). In South Africa, Bush and Heystek (2011) indicate that the composition of School Governing Bodies (SGBs) is similar in most countries and are often comprised of parents, teachers, community representatives and the head teacher. Braatz and Putnam (1996) observe that in California and Chicago, where the SMCs are dominated by parents with broad decision-making authority, there are high levels of efficiency and effectiveness in the provision of education services. However, evidence shows that the Chicago model of the SMC is dominated by the parents and there is more efficient running of schools than in California where the committees are dominated by sections of the local communities rather than by parents (Shatkin & Gershberg, 2007).

#### **2.4 The Ascribed Roles and Responsibilities of SMCs in Implementing UPE**

An SMC plays a vital role in planning for the school, and undertakes the development and monitoring of school activities (Owusu & Kwame, 2012). The committee's main duties comprise monitoring and supervision of all school employees and pupils; ensuring that the school has sufficient infrastructure; planning and approval of budgets; monitoring teacher and pupils attendance; resolving conflicts; and ensuring that there is a favourable environment for teaching and learning (Shah, 2009; Owusu & Kwame, 2012).

The involvement of school-based management (SBM) committees in the governance of schools promotes relationship between the school administration and the community and this is vital in promoting stakeholder participation in setting standards, ensure efficient utilization of resources with the ultimate goal of achieving quality education in schools (Ayeni & Ibukun, 2013). It is believed that SBM is the model that serves pupils best since it meets the various expectations of the stakeholders of the school in the provision of better education services (Bandur & Gamage, 2009). Singh and Sood (2016) also observed that SMCs is a governance model that motivates parents involvement in operations of the school. This is because SMCs composition involves

parents, teachers, head teachers and local communities. The active participation by parents is vital for promoting better management of schools since there is an incentive of demanding accountability on the way school resources are utilised as well as demanding a better quality for their children.

A study done by Osei-Owusu and Kwame (2012) to assess the role of SMCs in Ghana shows that SMCs were ineffective in their monitoring and supervisory role even when there were frequent visits of SMC members to schools. Much as Osei-Owusu and Kwame (2012) observe that SMCs participation in education had achieved much in terms of infrastructural development, there was no evidence of the maintenance and safety of school infrastructure despite the regular attendance of meetings at the schools under their jurisdiction. Furthermore, the roles of SMCs in schools include the initiation and approval of development plans, the approval of procurement of school assets, monitoring the utilisation of capitation grant, the provision of school infrastructure, helping the head teachers in negotiations and the acquisition of school entitlements from the districts, and ensuring that there is discipline and harmony in schools, which is aimed at creating a conducive learning environment required for better outcomes (Kipkoech & Cheruto, 2012).

SMCs are mandated to prepare the school budgets, monitor expenditures as well as preparing and approval of development plans (Matete, 2016). Matete (2016) further observed that SMCs are mandated to open and operate bank accounts with school funds which makes accountability easy in the way scarce resources of the school are utilised. SMCs also participate in procurement of teaching and learning materials as well as participating and monitoring the construction of classroom blocks, school latrines and teachers houses. Dwivedi and Naithani (2015) asserts that SMCs role involves monitoring the operations of the school, develop and prepare development plans, monitor the capitation grant from the government and other resources. They further monitor the teachers and pupils to ensure there is regular attendance. SMCs in Uganda are also in charge of playing an oversight role in all the activities that are done in schools, including paying for the procurement of school items and equipment under the guidance of the District Engineer in their areas of jurisdiction (Penny *et al.*, 2008). They are further charged with the responsibility of creating an environment that is favourable for head teachers, teachers, parents, pupils and external stakeholders whose activities affect the running of the school (MoES, 2012). Kumah (2015), observed that community involvement in the management of schools leads to collective decision making and this benefits schools by gaining from the local knowledge as well as

resources for the efficient and effective operations of schools. Kumah (2015) therefore summarises the roles of SMCs as monitoring the activities of the school to ensure it functions according to approved plans, preparing and approving school development plans, monitoring the way grants received from the government and other sources are utilised and to ensure teaching and learning are enhanced.

Ayeni & Adelabu (2011) assert that SMCs are mandated to monitor school activities and to ensure that all activities at school are effectively undertaken and facilities well monitored and protected. A study by Namunyu (2012) on the role of SMCs in school improvement in primary schools in Busia district found out that SMCs were participating in construction and renovation of classrooms, purchase of pupils seats and desks in class, fencing the school compound and other necessary infrastructure as way of complementing government effort of enhancing teaching and learning in schools. Therefore, the mandate of SMCs has made them responsible for school governance as well as exercising the power of controlling the school finances (Fjeldstad et al., 2010; Arcia *et al.*, 2011).

The literature reviewed indicates that the composition of SMCs is similar in both developing and developed countries and that it includes parents, teachers, community representatives, old boys'/girls' associations, and members appointed by the central and local governments. This is probably attributed to the similar roles that SMCs play in both developed and developing countries which involve all key stakeholders in schools. Such involvement ensures ownership of the management of schools for the efficient and effective monitoring of school resources as a way of promoting effective teaching and learning. This observation helped this study in understanding the roles played by SMCs in monitoring the implementation of UPE in Uganda.

#### **2.4.1 SMCs' perception of their management role in schools**

A number of SMC members perceive their duties and functions as recognition by the community members and district officials, who have trusted them with the mandate of monitoring the activities of the school (MoES, 2007). However, according to Prisen and Titeca (2008), SMC members have a feeling that they are not financially supported by the government in executing their obligations yet the work they do takes a lot of time. Some SMCs lack motivation as a result of the absence of financial benefits from the services they offer to schools (Prisen & Titeca, 2008). Lack of motivation has created low levels of morale and lack of interest, which has resulted in inefficiency in the monitoring of school activities (Prisen & Titeca, 2008). Bartol and

Martin (2008), as cited in Muogbo (2013), describe motivation as a power that shapes behaviour and creates the inclination towards work continuity. Motivation induces an individual to work towards the attainment of organisational goals (Muogbo, 2013).

SMCs members are normally influenced by personal interests in making decisions affecting the school, which affects transparency and accountability (Nyandemo & Kongere, 2012). Nyandemo and Kongere (2012) reveal that a programme becomes successful if all stakeholders in the programme are given decision-making powers. They further found that if all members' interests are taken into consideration, there is improved implementation of the programme to the satisfaction of all stakeholders. However, Hidi and Renninger (2006) observe that personal interests may be contradictory to the interests of other members, which may negatively affect teamwork, which hinders effective decision-making. A study done in Nigerian secondary schools found that some members of the SMCs perceive the roles given to them as too technical and that they are not able to understand what they are supposed to do, which affects their performance in schools (Ayeni & Olusola, 2013).

A study by Obonyo (2012) on the factors influencing the effectiveness of school management in public primary schools in Karemo division, Siaya County, in Kenya reveals that managerial inefficiency, lack of clear roles and functions and failure to recognise the importance of budget formulation negatively influence the management of schools. This view was supported by Maureen and Gunilla (2009), who point out that the governance structures within the SMCs are weak, being characterised by low capacity to plan, budget, allocate and control finances, poor management and supervision, and lack of both internal and external audit. All these have caused unfavourable conditions, leading to financial mismanagement and corruption, which have a direct effect on the performance of schools. Another Kenyan study by Keriga and Bujra (2009) found that it was because of the poor management practices and weak administrative structures of SMCs that pupils learn in unhealthy environments resulting from inability to make use of resources to achieve educational needs.

Despite the mandate that governments have given to SMCs to monitor school activities, members of SMCs have a belief that they are not empowered by their governments to take corrective action based on the findings of their monitoring activities (Sijan, 2012). SMC members believe that their work is to identify the problems through regular monitoring, such as head teachers' and teachers' absenteeism, shortage of instructional materials, unexplained



expenditures and lack of accountability by head teachers but that they lack the authority to take corrective action (Sijan, 2012). The lack of empowerment to take corrective action has demotivated SMCs to effectively pursue their roles and responsibilities in schools (Sijan, 2012).

It is evident from the literature that SMCs undertake the monitoring role with positive perceptions in which lies the potential for the promotion of the successful implementation of UPE. However, much as SMCs are legally mandated to undertake their roles, they lack the knowledge and skills that should enable them to be efficient in their work. While governments are aware that the roles played by SMCs tend to be technical and engaging, the policy guidelines for electing the SMC members are silent on the educational requirements for members of SMCs. The researcher in this study deduces from the literature that SMCs are fully mandated to make decisions affecting the operations of the schools and these act as demotivating factors in the way they execute their duties. There is, therefore, need for the government to fully empower the SMCs with knowledge and skills that can enable them to take on the full mandate to manage schools.

#### **2.4.2 Community participation in school management**

Community participation in school management creates a sense of ownership that leads to the stated goal of having a proper functional school (Moritsugu, Wong & Duffy, 2010). This is because most of the school community members on an SMC are parents who are concerned about the education of their children (Evans & Shirley, 2008). Wong and Duffy (2010) observe that community participation is vital in creating change if the community sees the importance of change. Since SBM is a policy aimed to bring about change in the management of schools, community participation becomes relevant to implementing the change for the benefit of all stakeholders in the education system. Evans and Shirley (2008) found that community participation in the form of an SMC or school board is likely to take the form of teamwork that aims at the attainment of a common goal rather than the achievement of personal interests in mobilisation of collective resources that act as intermediary between different stakeholders with diverse interests. Ayein & Ibukun (2013) revealed that community participation in schools strengthens cooperation amongst stakeholders and promotes collective decision making and promotes collective ownership that promotes teaching and learning. Stakeholder participation through community engagement promotes efficient decision-making that facilitates the efficient management of activities at school level. This is because decision-making is carried out

democratically in the context of the environment in which a school is operating (Kumar, 2015). It is also important to note that the participatory approach to decision-making incorporates the diverse knowledge from the community and mobilises the available resources for good management, which, in turn, helps the government to enhance equity and equality as well as to provide quality education (Sunil, 2015). However, Moritsugu, Wong and Duff (2010) reveal that community participation through SMCs is voluntary, an indicator that there is no monetary reward. This limits the willingness of stakeholders to participate and, as such, the committee may not be a true representation of the diversity of the community. As a result, the decisions taken by the committee may not be embraced by all the community stakeholders and this creates problems with regard to decision-making and implementation.

A study conducted in Hong Kong schools on the effectiveness of community participation in decision-making found problems with implementation that brought about negative perceptions about the effectiveness of SBM (Yau & Cheng, 2014). This was because the participating community members lacked an incentive and because they had insufficient knowledge and skills concerning their roles and responsibilities in the management of schools. Ayeni and Ibukun (2013) found out that SBMC members lack sufficient knowledge and skills in financial management, conflict resolution and other statutory requirements they are expected to perform which undermines the effective and efficiency of the provision of education services.

Studies in South Africa have shown that school governing bodies operate efficiently in developed countries and in urban schools in developing countries but perform poorly in the rural areas of developing countries (Mestry, 2004; Sithole, 2004). According to Zondi (2005), school governing bodies have failed to perform to their expectations because they do not understand their duties and responsibilities and, as such, they feel that they are not empowered and feel discouraged from doing their work effectively and efficiently. Under the devolution of power, schools are supposed to be democratically governed with clear guidelines on accountability, transparency and mutual understanding by all the stakeholders in the schools (Mabitsela, 2004). In a South African study, Beckmann and Prinsloo (2009) state that efficient governance demands the effective management and control of the school resources, which leads to the attainment of education service delivery. Waghid (2005), however, argues that it is the lack of democracy in the way school governing bodies perform their duties that has made them fail to operate according to their mandate in many developing countries.

Xaba (2011) reveals that, much as the roles of governing bodies are specified in the policy documents, they turn out to be quite impractical when it comes to implementation. This is because of the challenge of managing large amounts of paperwork from monitoring activities, unfamiliarity with meeting procedures, ignorance regarding how to make a contribution, ignorance of legislation, and feeling scared by the presence of other members who seem to be well-informed and, therefore, some of the members perceiving their roles as simply endorsing what others have already agreed upon (Xaba, 2011). This has been attributed to insufficient training that does not really address the core functions of school governance and the levels of education of some members of the governing bodies (Mncube, 2009; Xaba, 2011).

Sayed and Soudien (2010) observe that many countries, such as New Zealand, England, the United States, Canada and South Africa, have taken initiatives to strengthen the role of parents in governing schools as a way of creating ownership of schools for efficient management. However, Mncube (2009), in his study in South Africa, found that parents were not performing their duties and responsibilities as governors authorised by legislation. According to Tsotetsi *et al.* (2008), failure of the parents to effect their roles as governors of the school is partly because parent governors have a weak understanding of their roles and know little about the larger educational matters (Mncube, 2009; Sayed & Soudien, 2010; Okeke, 2014). Farrel (2010) further reveals in his study that parents were part of the governing body because of the concern for their children's education rather than because they were interested in contributing to the overall success of schools. According to Levin (2010), this seems to challenge the notion that all school governors contribute meaningfully to the education service delivery.

The understanding from the literature is that community participation in the management of schools promotes commitment and brings about a sense of ownership that is vital for the efficient delivery of education services. However, there are some differences in the way in which SMCs undertake their management roles. In developed countries and in urban areas in some developing countries, school governing bodies operate efficiently in the management of schools; however, they operate poorly in rural areas in developing countries. It is probable that this is due to high levels of understanding of the roles that SMCs play resulting from high levels of education and skill, as well as greater experience and commitment, which may be lacking in SMC members in rural schools in developing countries. There is, therefore, need for the government to ensure that SMCs operate equally efficiently in both urban and rural schools since all schools are expected

to perform in the same way to ensure the successful implementation of the UPE programme in the country.

### **2.4.3 The role of SMCs in the implementation of UPE**

SMCs play a significant role in promoting community participation in the provision of quality education in school (2012). According to Prew (2009), schools with active participation of the local communities are able to successfully implement school development programmes because the local communities are able to mobilise the financial as well as human resources necessary for the provision of better education services. Prew (2009) further observes that it is the developing countries that need the involvement and participation of the communities because their schools operate with scarcity of resources that need to be monitored and used according to plan, unlike the developed world where schools are well-resourced and can develop as individual entities without community involvement. Chikoko (2008) argues that, much as the SMCs play significant roles in the management of schools, in most of the rural schools, members of the committees have low levels of education and, therefore, lack knowledge and skills required to make development plans, make and approve school budgets, monitor the activities of the school as well as demand accountability. The low education levels limit the role played by the committee members in the implementation of school programmes.

In order to ensure the successful implementation of UPE by the school governing committee members, developing countries have come up with policy interventions informed by the principles of demand and supply. The supply-side policy interventions include the provision of physical infrastructure, instructional materials, school uniforms and free lunch, while the demand side focuses on governments providing capitation grant to schools (Miguel & Kremer, 2004; Banerjee & Duflo, 2006; Duflo, Glennerster & Kremer, 2002, 2008; Jensen, 2010; Kazianga *et al.*, 2015).

Researchers and policy-makers have found that SBM that devolves the power of managing schools from the central government to the school level, including financial control, has proved to be successful in the implementation of UPE (Barrera-Osorio, 2014). However, the effect of SBM on the implementation of the UPE policy through the local communities has been varied. While some studies have found a positive effect of SBM on the delivery of educational services (Blimbo, Evans & Lahire, 2011; Bruns, Filmer & Patrinos 2011; Pradhan *et al.*, 2011; Duflo,

Dupas & Kremer, 2012), other researchers have found a minimal impact of SBM on the delivery of education services (Banerjee *et al.*, 2010).

It is evident from literature that local community participation is vital for the implementation of UPE. This is because the community are able to mobilise funds from different stakeholders to complement government disbursements to schools that are insufficient to meet the schools' financial requirements. There is also need for community participation in schools to ensure that scarce government resources are put to optimal use. However, for this strategy to work efficiently there is need for the government to equip the SMCs with the requisite knowledge and skills, especially those operating in the rural schools. There is also need for a policy by the government that stipulates a minimum level of education and experience as a requirement for one to be elected as a member of an SMC. This should be accompanied by a clear policy of continuous training in new skills of monitoring and managing school resources to support teaching and learning in schools.

#### **2.4.4 Devolution of power from the central government to school level**

The devolution of power from the central government to the school level, where the school administration is composed of diverse stakeholders that include parents and local government authorities, has been seen as a vehicle for organisational reforms in managing schools in many African countries (Dunne *et al.*, 2007). The policy of devolving the power to manage schools to the communities is a common practice in developing countries where the delivery of education services is done through the school board or SMC with various roles to play (Kiprono, Nganga & Kanyiri, 2015). According to OECD (1989), in countries where the devolution of the power to manage schools has been effected, the administrative body of the central government has been disbanded and the power and authority to manage schools has been vested in both the schools and the local communities, albeit with different roles.

According to Kiprono, Nganga and Kanyiri (2015), as schools are becoming autonomous owing to decentralisation, countries in the developing world have entrusted the local communities with the power to manage schools through SMCs that are charged with the duty of ensuring the successful provision of education services on behalf of the government. However, the failure of some developing countries to provide sufficient local public goods for educational services in the form of school infrastructure, instructional materials and other resources in a sustainable manner

has led to a change in strategy. There is a shift from the top-bottom approach of management to the decentralisation approach where decisions on budgeting, drawing up development plans and financial controls are taken by the local communities and other stakeholders in the school (Miguel & Kremer, 2007). The expectation is that giving out authority to the communities results in public schools being more effectively and efficiently managed so that they are able to provide the best education services (Miguel & Kremer, 2007). Policy-makers and researchers have found that the devolution of power to the communities, involving direct local beneficiaries, leads to the development of local public goods that are beneficial to all stakeholders (Bardhan, 2002, 2004; Bardhan & Mookherjee, 2005). Mansuri and Rao (2013) reveal that empowering the local communities to make their own decisions enables them to monitor and demand accountability for the way the resources are utilised, which makes service delivery a success.

SMCs undertake the management role of schools on behalf of the government (MoES, 1998). They are charged with the duties of ensuring that children study in a conducive environment and with all the necessary education requirements, monitoring class attendance and ensuring good conduct in schools and, in some cases, they participate in the recruitment of teachers (Antonowicz *et al.*, 2010). Benedict and Kwame (2012) observe that the SMCs' main duties comprise overseeing the daily activities in schools and taking care of school infrastructure. They also take care of staff and pupils' welfare with a view to improving education outcomes as well as school and community relations.

In the case of South Africa, Bush and Heystek (2011) argue that the SMCs assumed a participatory mode of operation amidst the many interest groups represented. In essence, the talents of many different interest groups within the governing body would be combined to promote the best interests and take the best decisions for the school (Xaba, 2011). It was assumed that having school governing boards composed of members with varying levels of education and experience would not impede the functioning of the committee (SMC Handbook, 2009). On the contrary, Bush and Heystek (2010) observe conflict among the stakeholders that negatively affects the activities of the school. This conflict leads to lack of harmony and commitment in the management of school activities (Mncube, 2009).

The devolution of the power to manage schools to the communities is viewed by the developing countries as a vehicle for the efficient utilisation of available scarce resources through the SMCs that are comprised of parents (Antonowicz *et al.*, 2010). Adeolu and Williams (2013) also

observe that the participation of the local communities in the governance of schools creates effectiveness and efficiency in management, monitoring and evaluation as well as demanding accountability for the way the school resources are utilised, which leads to sustainable quality teaching and learning outcomes in schools. This is due to the fact that empowering the communities to make decisions creates the teamwork necessary for the efficient management of schools (Adeolu & Williams, 2013).

The devolution of power to the local communities is vital because it promotes the efficient utilisation of both locally generated funds and those from the central government (Dunne *et al.*, 2007). In sub-Saharan African countries, from Ethiopia to South Africa, efforts have been made to empower the local communities to make decisions affecting them. This is being done through entrusting them with financial support and allowing the communities to engage in school governance (Naidoo, 2005). The devolution of power to local communities is viewed as empowering them to manage the resources by ensuring openness and accountability in school administration and management (Dunne *et al.*, 2007).

There is a general view that shifting the power and authority of managing schools to the community promotes community participation (Okitsu, 2011). As such, community participation in the provision of education services through SMCs has been emphasised by many countries (Sasaoka & Nishimura, 2010; Bashasha, Magheni & Nkonya, 2011). However, the evidence to show the effectiveness of community involvement in the delivery of education services is insufficient (Okitsu, 2011).

It is evident from the literature that transferring the power and authority to manage schools by the governments to the school level promotes teamwork, transparency and accountability in the use of resources. This is because empowering communities to make decisions affecting their schools enable them to deal with the challenges and problems affecting their schools. However, transferring this power to the community should be accompanied by the provision of enough resources to schools by the central government. This is because under the UPE policy, the responsibility of funding schools should lie with the government and the communities' role should be simply to monitor and demand accountability for the way the school resources are utilised.

#### **2.4.5 Decision-making power of SMCs**

The devolution of decision-making power has resulted in significant roles in building physical infrastructure in schools, recruiting teachers, and mobilising school resources from the communities (Dunne *et al.*, 2007). Naidoo (2005) reveals that the transfer of power to the community has made decision-making more participatory for all stakeholders of the school and that this has created effectiveness and efficiency in the management of schools. This observation was also confirmed by Unmask and Vegas (2007), who found that decentralised decision-making at school level has had a significant effect on the performance of schools as a result of making schools more accountable. This is evidenced in Central American schools where decentralised decision-making has led to effectiveness and efficiency in the management of schools (Adebe, 2012). Some researchers (Tosun, 2000; Brett, 2003; Arko, 2006) have found that it is the stakeholder participation in decision-making by all those mandated to monitor that ensures that those involved in service provision are held accountable. In a situation where some members feel that they are not consulted in the decision-making process, such members lose morale in executing their duties and responsibilities as mandated by law and, after the expiry of their term of office, they do not seek re-election (Gerard & Kristof, 2008). Some members of the committees have reported that, most of the time, when they are invited for a meeting, they are given reports on the decisions already made without their contribution, which renders their roles insignificant (Mokoena, 2011).

Being part of SBM, an SMC shifts the power and responsibility to manage schools to the community (World Bank, 2007; Arcia *et al.*, 2011). According to Malen, Ogawa and Kranz (1990), improvement and sustainability of schools can be attained by transferring the authority to individual schools and this has become a new world trend in managing schools efficiently. A number of scholars have agreed that SBM delegates power to local communities to make decisions affecting the management of the schools in their locality is becoming a successful government policy of achieving the goal of providing education services (Bardhan, 2002; Briggs & Willstatter, 2003; Gamage & Sooksomchitra, 2004; Zajda, 2004; Gamage & Zajda, 2005a, 2005b; Unmask & Vegas, 2007; Gamage, 2008). It is through the implementation of SBM that various stakeholders in a school are empowered to take decisions that affect their schools, which has resulted in high levels of community ownership of the school (Gamage, 2006b, 2003, 1993a; Grauwe, 2005; Briggs & Wohlstetter, 2003; Parker & Leithwood, 2000; Chrispeels, Castillo & Brown, 2000). Transfer of the management role to the school level enhances the education



system since all the procedures and decisions of managing schools are taken without delay (Mwinjuma *et al.*, 2015).

Winkler and Yeo (2007) observe that efficiency and effectiveness in managing schools is achieved through the devolution of power to the community, which takes responsibility for daily activities as well as demanding accountability for the mobilised resources that are used to run the schools. The transfer of the power to manage schools from government agencies to the school level entrusts the SMCs with the authority for decision-making and this has made schools operate efficiently (Arcia *et al.*, 2011). However, Gershberg and Winkler (2004) argue that it is difficult to measure how the devolution of power to the local community is related to improvement in the provision of education services since different countries have different models of devolving the power to manage schools to the community. For example, countries like Hong Kong, China and Singapore have devolved such power to principals/head teachers and school committees, but it is hard to measure their contribution to the success of education (APRBE, 2012).

A number of studies on the decentralisation of education have shown an improvement in community participation in the management of schools through SMCs or school committees (Bashasha, Magheni & Nkonya, 2011; Sasaoka & Nishimura, 2010). However, the level of participation in management is determined by whether the transfer of power from the central government takes the form of school-based decision-making/management, school autonomy, self-managing schools, and autonomy for the local schools or site-based management (AEU, 2012). According to Arcia *et al.* (2011), a school can achieve autonomy in the form of having the authority to budget and determine the use of the budget to purchase the school inputs and other necessary expenditures. The researchers further indicate that schools have the authority to mobilise resources from other stakeholders in the school other than the government. In many developing countries the decision-making functions that are normally decentralised to SMCs include mobilizing finances involving fundraising; drawing up school budgets; authorising expenditures; teaching and learning; organising and holding parent-teacher meetings; monitoring teaching and examinations; managing human resources; and overseeing the general administration of schools (Chikoko, 2007). However, Prew (2009) argues that there is little literature about the development of schools as a result of shifting power to manage schools from the central government to the communities through SMCs or school committees. This argument extends the argument presented by King and Cordeiro-Guerra (2005) that it is difficult for a

community to manage, through the devolution of power that gives autonomy to schools, an education system that involves managerial, technical and financial capabilities. Also, much as the current literature puts much emphasis on the decentralisation of schools for better governance and administration, there is not enough evidence to show that community participation has led to success in implementing education programmes (Suzuki, 2002).

According to Shatkin and Gershberg (2007), the influence an SMC possesses in a school is determined by the degree of the devolution of power that determines the extent to which the committee is mandated to make crucial decisions affecting the school, which is also dependent on whether there is active parent participation or mere parent involvement. In a situation where there is active parent involvement and participation in decision-making, there is efficient budgeting and allocation of school budgets. Another mode of operation is when a committee has less power and influence at school compared to that of the head teacher. In this case, the head teacher has greater decision-making power and the other committee members simply play an advisory role (Shatkin & Gershberg, 2007). It is, therefore, noted that if the power to manage a school is devolved to an SMC with low representation and less power and authority, decision-making normally remains solely the responsibility of the head teacher. In a situation where the committee is dominated by parents and other community members with more influence, decision-making power, and management and administration skills, the head teacher simply plays advisory role (Shatkin & Gershberg, 2007).

Most SBM projects work through SMCs, which are the decision-making bodies in school operations (Barrera-Osorio *et al.*, 2009). Decision-making is done collectively with the intention of empowering and strengthening the participatory approach that is vital for the management of schools (Barrera-Osorio *et al.*, 2009). Empowering the communities to take decisions affecting their schools generates a sense of ownership, hard work and goal achievement by all stakeholders in the school (Dunne *et al.*, 2007). This is because the decisions that are made address the specific issues affecting the individual schools.

In South African schools, participatory decision-making under school-based governance has boosted the performance of many schools (Naidoo, 2005). Furthermore, the devolution of decision-making enables the communities to mobilise the resources necessary to run schools (Dunne *et al.*, 2007). In Ghana the devolution of decision-making has promoted the efficiency of school management and accountability (Dunne *et al.*, 2007). De Grauwe *et al.* (2011) and Abebe

(2012) also found that decentralised decision-making that involves the parents and other community members and school administrators has enhanced decision-making at school level, which has led to efficient implementation of education programmes in many countries. In Pakistan, the SMCs and PTAs were created under the National Education Policy with the intention of helping the government to raise more funds for the development of schools but it was later found out that members of these governing bodies were politically elected and, therefore, not eligible to deal with the issues affecting the interests of parents and the community in general (World Bank, 2008b).

Karlsson (2010) holds the view that head teachers tend to take over the management role that the SMC members are expected to play because they engage in the daily activities of the schools. In some cases, this has led to head teachers taking much of the responsibility for both strategic and operational matters (Mncube, 2009). Reports further indicate that in some schools the head teachers and the more educated SMC chairpersons have hijacked the role of the committee and manipulate other members (Karlsson, 2010). In her study of governing bodies in Britain, Farrel (2010) also reported that head teachers do not actively involve members of governing bodies in decision-making; they simply ask for their approval of decisions already taken by the principal. This view was also supported by Mncube (2009) and Sayed and Soudien (2010), who found that school governors are not part of decision-making in schools since most of the decisions are undertaken by head teachers and simply passed on to them for approval purposes.

Leithwood and Menzies (1998) explain the four models of decision-making power in a school. First is administrative-control SBM, which gives power and authority to the school head teacher. This mode of decision-making makes the school head the sole decision-maker, who only reports to a higher authority. The model intends to create efficiency and effectiveness in the way school resources are utilised. The second model is the professional-control SBM. This model empowers teachers to be the main decision-making authority in schools. The model is intended to empower the teachers in schools to decide what do to in terms of teaching and learning. The third model empowers the community to manage all the affairs of the school subject to decisions made by the parents and to the community requirements. The fourth model is the balanced-control SBM. This mode of operation brings together all the stakeholders in the school to manage the school. The model take s into account the diverse views of the various stakeholders in the management of schools.

It is, however, important to note that the administrative-control model cannot exist independently because, in practice, head teachers cannot operate on their own, especially in public schools. Head teachers need other stakeholders to work with them in taking decisions that affect the operations of the school (Cook, 2007). It is against this background that the balanced-control model, where decentralised power is legally vested in school councils, is taken to be more realistic and relevant (Cook, 2007).

From the literature reviewed, there is evidence that the devolution of the power of decision-making to communities empowers them to mobilise resources to complement government efforts to fund schools. This empowerment of the community creates teamwork that is exhibited by the community members through coming up with different types of knowledge, skills and experience that are shared among members of the committees in executing their roles. The participatory approach to decision-making, where all stakeholders of the school are involved, leads to the making of realistic decisions that are vital for the development of schools. However, care needs to be taken because some stakeholders hold divergent views that may reflect their personal interests, which may affect the development of schools. To counteract this, there is need for efficient management based on teamwork achieved through the participatory approach to avoid making decisions that may not work in schools.

## **2.5 SMCs' Responsibility in Monitoring the Implementation of UPE**

SMCs operate under the devolution of governance where the involvement of stakeholders in the issues affecting the school is crucial (Naidoo, 2005). This has led to efficiency in monitoring the activities of the school, resulting in increased school performance, as this creates a sense of belonging in the affairs of the school (Naidoo, 2005). Today, greater decentralisation of educational decision-making is becoming the common aspiration of many developing countries (De Grauwe *et al.*, 2011). There is evidence that where there is stakeholder involvement in running the affairs of a school, pupils' performance has been significantly enhanced (Naidoo, 2005). Luke (2011) found that where key stakeholders were involved in decision-making, schools were efficiently and effectively managed in some countries, such as Malaysia. The same case is reported in South Africa, where stakeholder involvement in determining the way the schools should be managed has commended the work done through SBM in coordinating the activities on behalf of other stakeholders, and this has led to improvement in the performance of the schools (Naidoo, 2005).

In Uganda, the government monitors all the primary schools through SMCs and it works in collaboration with all stakeholders, both internal and external (MoES, 2007). These are the government, head teachers, teachers, parents, the community, the foundation body, NGOs and others (MoES, 2007). Members of SMCs are mandated from time to time to monitor the work done in a primary school by the head teacher, teachers, learners, support staff, parents and the community. This is done in consultation with other agencies and entities for example the MoES, the Education Standard Agency (ESA), the District Education Officer (DEO), the District Inspector of Schools (DIS), non-governmental organisations (NGOs), Local Councils (LCs) and head teachers to minimise misunderstanding and possible duplication (MoES, 2007).

In order to ensure the success of UPE in Uganda, the government came up with an institutional structure entrusted with the responsibility for a range of issues (Suzuki, 2010). The central government retained the roles of policy formulation, standardisation, monitoring and overall financing for efficiency and equity (Prinsen & Titeca, 2008). Given the fact that the state could not alone control schools, there was need to share its power with lower levels (Tsetetsi, Van Wyk & Lemmer, 2008; James *et al.*, 2011; Bandyopadhyay & Dey, 2011). The district education office was to carry out administrative supervision and monitoring of primary schools under their areas of jurisdiction in collaboration with the SMCs (MoLG, 1997; Grogan, 2008; Prinsen & Titeca, 2008; Suzuki, 2010). SMCs work with all the stakeholders in the school on behalf of the government (MoES, 2007). This is intended to create an atmosphere that is conducive to the creation of harmony between head teachers, learners, pupils, the community and the government with a view to ensuring the efficient utilisation of government funds, the availability of appropriate infrastructure at school and the availability of instructional materials, as well as ensuring that teachers do their work and that the head teacher runs the school in accordance with guidelines set by the government, which aims at improved pupils' performance (MoES, 2007).

Since SMCs are composed of all key stakeholders in the school, this has created the element of ownership. As such, monitoring the resources in schools such as instructional materials, the use of funds, school property that includes school buildings, curriculum implementation, the activities of the head teacher and staff performance has become an important proactive element that has improved the quality of teaching and learning (MoEST, 2003; Adeolu & Williams, 2013; Kabiaru, 2013). The establishment of SBM committees is seen as an effective good policy to ensure that school activities are efficiently done with the aim of improving education

outcomes (Adeolu & Williams, 2013). In addition, the involvement of SMCs in the management of schools has brought about a closer relationship between the school administrators and the communities. The result is closer monitoring of the way the school affairs are run, and this has enabled the schools to achieve their goal of access based on equity and quality of education (Adeolu & Williams, 2013). However, there are sometimes tensions between parent representatives and the often more educated teachers and head teachers, who might resent having lower-status, less-educated SMC members (Kramer, Davidge, Lockyer & Staveley 2003). As a result of the various challenges faced by SMCs, this study intended to analyse the duties and functions related to monitoring the management of schools (Kabiaru, 2013). Also, even when the functions carried out by the SMCs are clearly spelt out, schools still report inefficiencies in procurement processes and irregularity in monitoring school activities, and this has led to insufficient infrastructural development and slow improvement of the school environment, conditions necessary for better performance of schools (Kabiaru, 2013).

A study done by Osei-Owusu and Kwame (2012) in Ashanti Mampong Municipal basic schools in Ghana shows that SMCs have not created any impact in the management of schools because there were no clear results from their activities even when there were regular visits by the SMC members. This study finding was also in conformity with those of Al-Hassan (2009) and Adam (2005), who reveal that poor management by the SMCs as well as poor monitoring of the use of school resources were the major cause of teacher absenteeism, which indicates that some SMCs do not know their roles and that those that know their roles lack the expertise to effect them.

With varying degrees, in terms of authority and nomenclature, the roles and functions of school governing bodies in universal primary education delivery are acknowledged in various countries (Mampane, 2008; Strike, 2010). In a study in South Africa, Mampane (2008) and Sayed and Soudien (2010) share the view that education stakeholders, including parents and the community, should have a say in the way the primary schools are governed through school governing bodies. Likewise, in a study undertaken by Thapa (2012) in India, it was asserted that the mandate to form SMCs in every public school was to empower the community to ultimately be responsible for setting the strategic direction and for ensuring effective management of the school.

SMCs are mandated to facilitate the big-picture focus of a shared vision, a spirit of collaboration which inspires staff members to work together, and to hold others accountable for implementing detailed action plans to improve teaching and learning, and general primary education delivery

(MoES, 2008; Davies, 2009; Mncube, 2009; Bush, Bell & Middlewood, 2010; Serforstein, 2010). SMCs are also entrusted with ensuring sensitisation of the community, mobilisation of resources, infrastructural development of the school and monitoring the utilisation of UPE funds (MoES, 2007, 2010; Universal primary education joint monitoring report, 2008; Prinsen & Titeca, 2008; Tsotetsi *et al.*, 2008; Beckmann, 2009; Suzuki, 2010; Karlsson, 2010; Bush & Heystek, 2010; Emechebe, 2012). Better education is attained through better and adequate classrooms, teachers and textbooks as well as having rewards that lead to instruction and learning (Naidoo, 2005). However, King and Cordeiro-Guerra (2005) found that education systems demand efficient management capabilities of the state, which suggests that education should be produced and provided in a centralised manner. Whereas SMCs exist in all public primary schools in Uganda, it is not clear whether they understand their roles and functions; whether they perform their roles and functions; and how they experience the performance of their roles and functions (MoES, 2007; Nishimura, *et al.*, 2008; Suzuki, 2010).

From the literature reviewed it is evident that SMCs undertake the roles and responsibilities of ensuring that school resources are well utilised. This function makes available the required inputs that are vital for promoting teaching and learning in schools. The fact that SMCs are elected from the areas where the schools are located and that, at the same time, some members of the committees are parents in the same schools where they are members, means that there is an element of commitment to ensure that the schools perform as expected. However, the literature shows some conflicting views about the responsibilities of SMCs in schools. Some studies indicate that SMCs are vital for the delivery of education services while other studies do not clearly show the contribution of SMCs to efficient monitoring of schools for the efficient delivery of education services. This study, therefore, tried to find out how SMCs monitor the implementation of UPE in Uganda.

## **2.6 SMCs' experience in implementing the monitoring framework for UPE**

Monitoring is an activity that involves continuous and systematic process of data collection and analysis to track the progress of a program or project (Ndungu, Gathu & Bomett, 2015). It is a process that involves the activity of gathering data using scientifically tested data collection tools, followed by analysing the data collected and the implementation of recommendations from the findings as actions to be taken to ensure that the activities of the programme or project are back on track (Dawood, 2009). Monitoring is a consistent activity that assesses the way the

project or programme activities are undertaken in order to find out whether the implementation objectives are achieved (Hanson, 2010). The activity of monitoring looks at the process of how inputs are fed into the activities, how activities are feeding into outputs and how outputs are fed into outcomes (Mishra, 2005). According to Gibbon (2004), monitoring is the process of keeping track of the performance of a system using well formulated indicators. Within the education sector, monitoring encompasses the exercise of inspection and supervision (Khawaja, 2001).

Analysing the above definitions seems to suggest that monitoring is a systematic, regular and continuous process that involves the collection of data and analysis of data with the intention of coming up with results that inform decision-makers about the way the programme is implemented. Its main intention is to identify the deviations during programme implementation as compared to what was agreed during the programme design so that corrective actions are undertaken to ensure that the implementation activities get back on track. Monitoring, therefore, looks at how inputs of the programmes are fed into activities and how activities are fed into outputs and how outputs are fed into outcomes. This understanding of the meaning of monitoring gives a clear direction on what is expected of SMCs in line with the hierarchy of what to monitor in schools. The inputs in schools to monitor include the school infrastructure, instructional materials, funds that are disbursed to schools by the central government, pupils, teachers, head teachers and all other inputs that facilitate the activities of the school. The outputs expected from such activities include: classroom blocks, a well-stocked library, motivated teachers, regular attendance by teachers and pupils. Finally, the outcome is good grades based on quality education.

Williams (2003) came up with three types of monitoring system that can be used in monitoring the activities of a school: The first monitoring system is compliance monitoring, which looks at whether the requirements at school are being met in terms of classrooms, teacher qualification and attendance, the use of instructional materials, procurement and the use of library materials. It also looks at how pupils are taught and examined and the number of support staff available in a school. The underlying principle of this monitoring is to ensure that the set standard indicators that should be used to determine output are met by the school and that school finances are put to optimal use.

The second monitoring system is diagnostic monitoring, which looks at school results, especially pupils' performance based on equity. It monitors how the curriculum is taught. It also identifies



the competencies of the school head teacher and teachers and then puts in place a mechanism for enhancing and benefiting from the contribution of all stakeholders.

The third monitoring system, according to Williams (2003), is performance monitoring, which looks at the examination results by comparing the performance of the school with other schools in the district. This form of monitoring helps to determine where the school lies with the intention of making the school accountable to its stakeholders. This phenomenon generates the element of hard work among the school staff and the efficient use of resources in schools.

Since monitoring is a continuous and systematic process, at school level the responsibility of monitoring the school activities should be done by the head teacher, assisted by the deputy and director of studies, who should ensure that classes are attended to, instructional materials are used, lesson plans are made and followed, tests are given and marked, the whole curriculum is taught and the library is properly used (Kayani *et al.*, 2011). However, to make the exercise more meaningful and rigorous, there is need for a participatory approach that includes external monitors, who tend to be neutral, hence the emphasis of the work of SMCs by various countries to ensure that monitoring the activities of the schools is done to achieve better learning outcomes (Hoover, 2009).

With the involvement of the community through the participatory approach, there is a possibility that school resources will be used efficiently, which would achieve the main aim of promoting the improvement of quality education (Kayani *et al.*, 2011). This is because through monitoring, inefficiencies in the way in which school resources are used are identified and, through the participatory approach by members of the committees, corrective action is taken for the benefit of the programme (Shah, 2009). Through the monitoring framework in place, the resources received in schools can be put to optimal use in line with the planned activities of the schools, and this results in positive education outcomes (Marriott & Goyder, 2009).

For any education programme to be implemented successfully, there is need to have in place a continuous and regular monitoring mechanism whose purpose is to track progress (Khawaja, 2001). For effective monitoring of the implementation of the programme, there is need to come up with a monitoring framework with clear and measurable indicators to measure the progress of the programme (Mertens, 2005). An efficient monitoring framework should be able to provide information about the progress of programme implementation so that decisions on how to

achieve better outcomes are redesigned for the benefit of all education programme stakeholders (Mahammad, Nasim, Anisa & Shazia, 2011). An efficient monitoring system should be able to provide comprehensive information about all the indicators of performance that need to be monitored so as to efficiently guide the decision-makers on how to achieve the programme's objectives (Noh, 2006).

Kayani *et al.* (2011) observe that a clear monitoring framework is vital because it guides programme implementers on how to match the set objectives of the programme with actual implementation as well as identifying the weaknesses in implementation and that this helps to put in place corrective action aiming at achieving the programme targets.

Monitoring should be a continuous activity with clear indicators used to measure the management of education deliverables (Kayani *et al.*, 2011). Monitoring of education programmes is vital as it provides feedback to all stakeholders on the effective utilisation of the resources used in programme implementation and, therefore, it should be entrenched in the planning and implementation strategy by the institutions concerned with the management and delivery of education services (Kayani *et al.*, 2011). Mishra (2005) reveals that monitoring activities should be constituents of the education system if education programmes are to be successful. According to Greaney and Kellaghn (2008), a clear monitoring framework is vital for guiding the optimal utilisation of resources to attain the educational goal. Monitoring that involves data collection and analysis and the utilisation of information should be beneficial to all stakeholders with regard to taking collective decisions on how to improve the implementation of the programme. If the utilisation of the information is not continuously undertaken, stakeholders' commitment to continuous monitoring declines (Kayani *et al.*, 2011). Mishra (2005) reveals that all stakeholders in the education programme should make use of data generated by the monitoring framework if education deliverables are to be achieved.

Being a systematic and continuous activity, monitoring helps in identifying both the strengths and weaknesses and what can be done to improve programme implementation in a sustainable way. This leads to the achievement of education services (Kayani *et al.*, 2011). Monitoring and evaluation is an instrument for effective and efficient management, improvement, transparency and accountability if it is embraced by all the programme stakeholders (Kayani *et al.*, 2011). Systematic monitoring is an important function in the attainment of better education outcomes (Marriott & Goyder, 2009).

However, Luginbuhl, Webbink and Wolf (2009) reveal that the implementation of school programmes has continued to be problematic even when management is undertaken by the local communities. Although monitoring is taken to be a key component of the implementation of education programmes, in developing countries the activity is undertaken by the local communities that lack knowledge and skills regarding how schools operate. This has resulted in conflict regarding the roles played by different stakeholders of the schools, thus hindering education service delivery (Marriott & Goyder, 2009). Kusek (2004) observes that monitoring and evaluation is seen as a threat rather than an opportunity for education service delivery owing to differences in the interests of stakeholders.

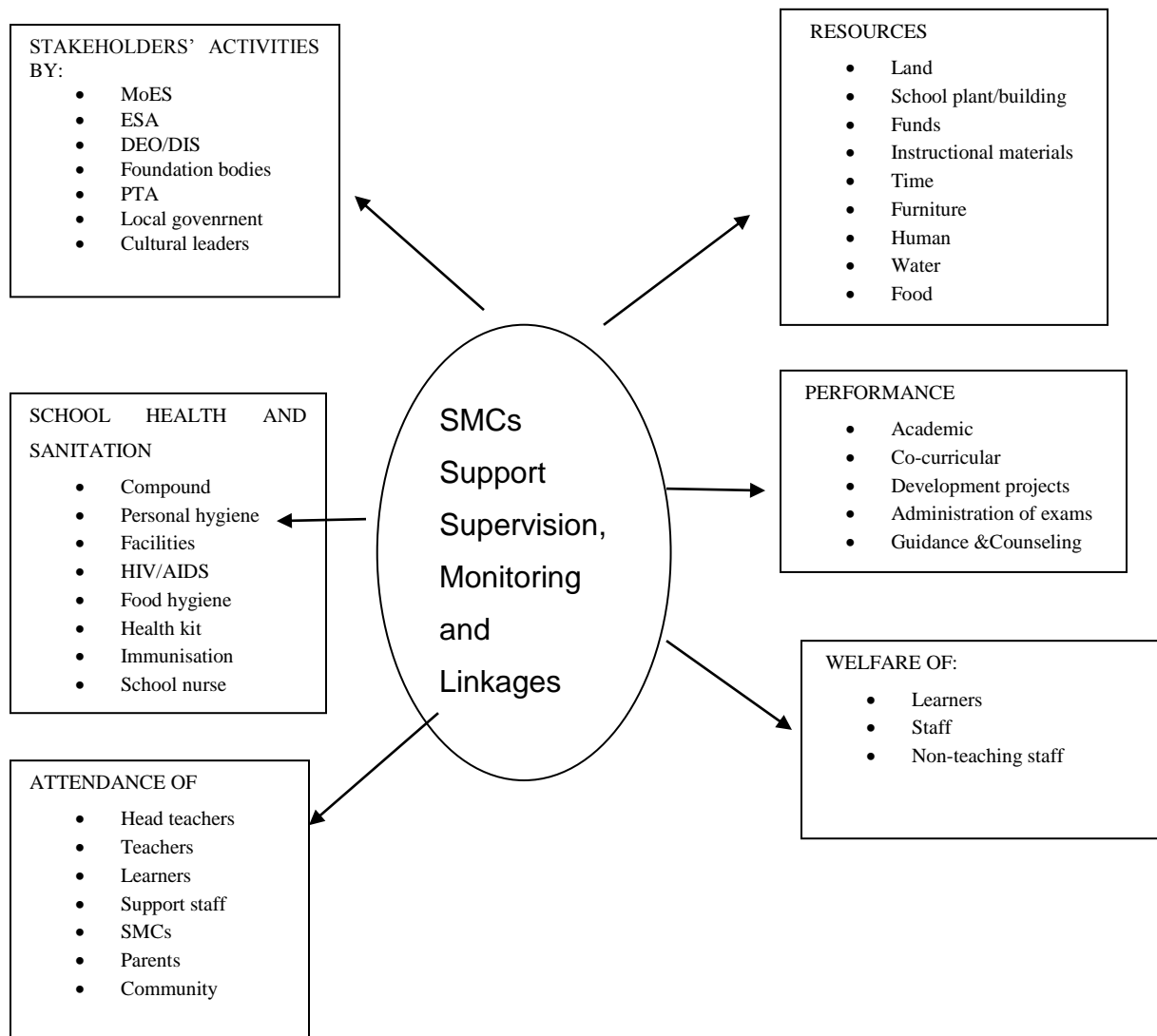
A monitoring exercise is complicated in terms of instrument designs for data collection as well as analysis of data that comes up with information that is relevant and agreeable to all stakeholders (Kayani *et al.*; 2011). This is because quantitative analysis is taken to be complicated and, therefore, understood by only a few stakeholders and because qualitative analysis lends itself to misinterpretation of data owing to its subjectivity, thus rendering the whole exercise less significant in guiding decision-making (Kayani *et al.*, 2011).

It is important to note that any educational programme should be designed and implemented based on some kind of strategy that makes its evaluation possible (Khawaja, 2001). Regular and continuous monitoring and supervision based on an efficient monitoring framework is vital for the successful implementation of an educational programme (Khawaja, 2001). Winkler (2005) observes that quality schooling can be greatly improved if the strategy of community participation that involves parents in monitoring is embraced. Kayani *et al.*(2011) reveal that an education programme can be implemented successfully when regular and continuous monitoring is in place with a view to tracking the progress of school activities in terms of monitoring head teacher and teacher attendance, budget preparation and implementation, the procurement process as well as the behaviour of the entire school. An efficient monitoring framework should be able to provide information about the progress of programme implementation so that decisions on how to achieve better outcomes are taken for the benefit of all education programme stakeholders (Kayani *et al.*, 2011). Such a monitoring framework should provide comprehensive information about all the indicators of performance that need to be monitored so as to efficiently guide the decision-makers on how to achieve the programme's objectives (Noh, 2006).

In Uganda, the MoES (2007) put in place a monitoring framework with indicators to ease the work of SMC members, which includes the following: monitoring the attendance of learners by checking the registers and the attendance board; monitoring the attendance of staff by checking in the arrival book; monitoring the attendance of the head teacher by checking in the arrival book, the log book and the head teacher's diary; monitoring the attendance of parents through meetings, class days and speech days; and monitoring the attendance of support staff by checking the attendance card. Monitoring the school performance is done by checking on the work done by teachers and their commitment in carrying out the development projects as well as teaching in class, which should amount to at least six lessons a week (MoES,2007, 2007).

According to the MoES (2007), members of SMC are mandated to monitor the school resources: school health, hygiene and sanitation; classroom teaching and learning; and school staff attendance. They are also required to advise the school head teacher on the management of the school and coordinate all the activities of the school; and they are, therefore, at the centre of the functioning of the school (Kabiaru, 2013).

**Figure 2.1: SMC monitoring framework**



**Source: SMC Handbook, 2007**

A monitoring framework should not only gather data on specific set indicators but should go ahead to show how the collected data should be analysed to come up with the findings and recommendations that should guide decision-makers on how to enhance their strengths and how to tackle the weaknesses of programme implementation for the benefit of all the stakeholders (Mishra, 2005).

Kayani and others (2011) found out that education performance and programs has developed due to systematic monitoring that gives instant feedback to stakeholders. Adequate and participatory monitoring was seen as one of the success factors in implementation of education program Effective monitoring is an essential element of a learning and ultimately sustainable educational initiative (Marriott & Goyder, 2009). Schools should have monitoring systems to track progress

by continuously assessing the way in which inputs are used and how outputs that lead to outcomes are to be achieved (Holmes, 2003). Monitoring systems enables the school stakeholders to always be informed about the way in which the school is performing since monitoring indicators on which performance is measured are set out clearly. In this way, the school resources are put to optimal use, and this leads to improvement in learning outcomes that are based on access, equity and quality (Kusek, 2004). According to Greaney and Kellaghn (2008), a clear monitoring system of the education sector is a vital element in the development of the manpower required all over the world. A monitoring system should not only gather data on specific set indicators but goes ahead to analyse the data and come up with the findings and recommendations that should guide decision-makers on how to enhance the strengths and how to tackle the weaknesses of the programme implementation for the benefit of all stakeholders (Mishra, 2005).

Holmes (2003) found that for monitors to be efficient they should be well equipped with the knowledge and skills to enable them to know what to monitor and how to monitor it. They should also be morally upright so as not to compromise their objectivity. He further says that a monitor should have interpersonal skills that enable him/her to establish positive relationships with staff, pupils, parents and the community for easy interaction. The monitoring role of school activities requires a lot of time and commitment from members of the committee. It involves coordinating, training and building the skills of diverse participants with varying backgrounds, skills and interest levels in the exercise (Zukoski & Luluquisen, 2002). Uganda's Education Act (Management Committees) Amendment Rules 1969 No. 224 (MoES, 2000) stipulates the composition of the SMC and its representation, but is silent about the education levels and skills required for one to be a member, yet the duties they undertake are technical in nature.

There is a tendency to focus on the technical side of monitoring, thereby losing sight of the primarily political character of participation in monitoring (GTZ, 2005). As vital interests of numerous parties are at stake, it cannot be expected that all potentially participating stakeholders are interested in sharing all information that would be helpful for the monitoring exercise. Members who feel that they are on the losing side and that their interests are not considered become less interested in the whole exercise (GTZ, 2005). Prospects regarding the level of participation by members of the committee are always diverse and incompatible, leading to frustration and conflict (GTZ, 2005). Thus, all issues to be decided in the context of monitoring, based on set indicators that involve data collection, organising, presenting, analysis and

dissemination, are mixed with professional and political issues, which result in lack of teamwork and lack of common decision-making, thus rendering the whole process of participatory monitoring of school activities inefficient (GTZ, 2005).

According to Partnership for Fund Transparency (2010), capitation grant, which constitutes the main funding to public schools, has continued to be misappropriated owing to lack of community involvement and efficient participation by SMCs even when one of their main roles is to ensure that the money is put to optimal use. Jerry and Garbutt (2008) observe that SMC members are not aware of their powers and that those who are aware are unable to effectively execute them, which has rendered the work of SMC members insufficient or inefficient (Jerry & Garbutt, 2008).

Kawala (2015) reveals that, much as monitoring is key to successful implementation of a school programme, SMCs, which are charged with the role of doing so, have no mandate to take decisions based on the monitoring reports. The finding is in conformity with that of Zafar (2003), who found that SMCs' roles are limited to the provision of scholastic materials to the unprivileged children, as well as monitoring and supervision of physical infrastructure repairs and construction, and that their contribution towards the optimal utilisation of the school resources is inadequate. In line with this, Mitchell (2008) observes that the devolution of the power to manage schools to local communities through SMCs have not yielded any significant improvement in education service delivery because the local communities lack the knowledge and skills required to plan, budget and follow the procurement procedures or be able to monitor and evaluate the effects of their activities. This finding conforms with that of Al-Hassan (2009) and Adam (2005), who reveal that poor monitoring and supervision by the SMCs had caused poor delivery of education services in some Ghana schools.

Kawala (2015) reveals that much as UPE in Uganda is being implemented through the devolution of powers from the central government to the local governments and the local communities through the SMCs, the lower levels have limited authority to make decisions affecting the operations of the schools. Kawala (2015) further reveals that SMCs in rural areas are uninformed about their roles and functions and, as such, they normally meet the challenges of politicians and bureaucrats who normally take over their roles, thus rendering them insignificant. This has led to failures in the successful implementation of UPE in Uganda, especially in the rural areas.

It is evident from the literature that the monitoring function involves the continuous and regular process of data collection and analysis and the production of reports containing the monitoring findings and recommendations that need to be carried out to correct anomalies that have been identified. It is, therefore, an important function that requires commitment and expertise. This monitoring exercise should be based on clear monitoring indicators that are set by the stakeholders. To ensure that there is clear guidance on the monitoring activities in schools, there is need for the use of a monitoring framework that is user-friendly and that is developed through the participatory approach. However, the literature is silent on the monitoring framework used by SMCs in guiding their operations. Besides, the literature review is silent on the competences that those to do the monitoring work in schools are required to possess. There is need for the government to come up with a monitoring tool to guide the SMCs in carrying out their work if school resources are to be used efficiently to promote teaching and learning in schools.

## **2.7 Challenges SMCs Experience in Monitoring the Implementation of UPE**

### **2.7.1 Voluntary participation of SMC members**

The general consensus is that, although SBM through SMCs have made some contribution to the management of schools (Ayeni & Ibukun, 2013), they are not functioning according to their mandate. They are charged with the duty of constantly monitoring the activities of the schools, yet in the areas of their jurisdiction, the work they do is voluntary and they receive no incentives in form of financial support from the government. This has caused the problem of neglect of duty, resulting in poor attendance by some members, and this has rendered the intention of having them in schools unattainable (Ayeni & Ibukun, 2013). Singh and Sood (2016) also found out that the challenge affecting the efficient management of schools by SMCs was absence of financial incentives because some members of these committees are poor especially in rural schools. Consequently, many of the problems inhibiting effective teaching and learning and thus hindering schools from achieving the desired outcomes have not been adequately addressed (Adeolu & Williams, 2013).

In many countries, the members of the governing bodies are unpaid volunteers (James *et al.*, 2011). In some cases, the lack of reimbursement for the cost of taking part in the activities of SMCs this has been a barrier to volunteering. Xaba (2011) and Mncube (2009) found that in



South Africa, the governing bodies are often unable to attract the right people to be members, especially in the rural communities, and that this leads to the lack of capacity to govern the schools. The situation is exacerbated in some schools in disadvantaged areas, where ‘between one-quarter and one-half of the members of governing bodies live outside the schools’ immediate locality’ (Xaba, 2011). In this case, school governing bodies find it difficult to monitor school activities. Potential members of SGBs in the case of Ugandan SMCs also want to be associated with schools whose governance capital is likely to be relatively high, i.e. schools that are successful in terms of the pupils’ performance at primary leaving examinations (Xaba, 2011). This makes it difficult to attract the right members, especially in rural areas. The current study holds that people are motivated to undertake the duties and responsibilities efficiently and effectively when they expect to receive monetary rewards. In a situation where voluntarism is encouraged and promoted by SMCs, there is lack of commitment, which is likely to affect the roles of the members in schools.

### **2.7.2 Lack of skills to perform their roles**

Most SMCs especially in rural areas lack knowledge and skills needed to manage school resources which contributes to inefficiency in the way they do their work (Kipron, Nganga & Kanyiri, 2015). In relation to illiteracy, Ayeni & Ibukun (2013) found out that school based management committee members lack knowledge and skills required to perform their roles as mandated. That is the reason why educators have blamed the school governing bodies for failure to execute their roles and responsibilities in schools due to their low levels of education, which has resulted in wrong decisions being made in the governance of schools (Xaba, 2011). SMCs are faced with the challenge of undertaking technical roles for which they lack expertise in areas such as budgeting, expenditure planning and infrastructure development planning as well as lack of information on the roles of head teachers and teachers in schools (Pushpanadham, 2000). A study by Obonyo (2012) on the factors influencing the effectiveness of school management in public primary schools in Karemo division, Siaya County, in Kenya established that lack of managerial and budgetary development skills has affected the SMCs’ role in the management of schools. SMCs are supposed to oversee the management of the schools on behalf of the government as well as representing the parents’ interest in schools (MoES, 1998, 2007). Their monitoring role is intended to ensure the efficient delivery of UPE (MoES, 1998). However, SMCs find it difficult to effect their mandate of contributing to the development of schools in terms of advising on how the school resources should be used, how teachers should carry out

their work and how a better learning environment for pupils is created owing to lack of expertise (Ayeni & Olusola, 2013).

Shah (2009) found that SMCs are inefficient in executing their roles in schools because of the insufficient training they get when they are recruited, lack of teamwork, uneducated parents who become members of the committees and the diverse interests of the different stakeholders on the committees. This has resulted in the inefficient use of school resources, as the members lack the skills required for effective resource control and the knowledge needed to demand accountability from school administrators, which has hindered the successful implementation of education programmes (Shah, 2009). Since the work of monitoring the activities of schools is technical in nature, SMCs should be in possession of the types of knowledge and skills that can enable them to better perform their roles. However, SMCs are elected without regard for their education level, which is likely to affect the way they undertake the management roles in schools.

### **2.7.3 Influential members of the SMCs**

In most rural areas, the duties and functions of the SMCs are undertaken by influential members who command respect and regard themselves as superior and/or the vocal members of the committee (Mbena, 2005). This situation instils low self-esteem in those members who are not influential and thus renders them unable to contribute to the decisions affecting the school since they only remain observers when decisions are taken (Mbena, 2005). In support of this assertion, Van Wyk (2004) observes that some members of school governing body lack confidence regarding their roles and duties, which makes them inferior to other members. To worsen the situation, some head teachers are not on good terms with SMCs and, as a result, they tend to hide information that is supposed to assist the SMC members in their monitoring work, and this has proved to be a challenge as some members simply attend the meetings when they are invited but do not make any contribution (Kiyaga, 2005).

Mestry (2004) observes that there is insufficient teamwork between head teachers and school governing bodies since the head teacher is not interested in sharing the responsibility for school management for fear of losing power and authority in their school. Abigail, Mugisha, Serneels and Zeitlin (2012) observe that it is only through collective action by all those concerned with the monitoring exercise that monitoring activities can be undertaken for improved school performance. Where there is absence of collective action, some of the decisions taken will only

be in the interest of a few members of the committee (Prinsen & Titeca, 2008; Nemes, 2013). This could be the reason why, in many developing countries, some schools have continued to perform poorly in infrastructural development, have been involved in the purchase of sub-standard and insufficient instructional materials, have diverted funds to non-budgeted activities, and have continued to experience head teacher, teacher and pupil absenteeism, resulting in failure to complete syllabuses and hence continuous decline in education performance (Prinsen & Titeca, 2008; Nemes, 2013). The current research maintains that it is through the teamwork exhibited in the participatory approach that the views of all the stakeholders in the school are considered in decision-making, which is vital for the effective management of schools. It is, therefore, believed that where participatory approach is lacking, insufficient decisions are likely to be taken that may hinder teaching and learning.

#### **2.7.4 Conflict among stakeholders in the school**

Ayeni and Olusola (2013) state that many SMC members have limited knowledge regarding how daily activities of the school are run and coordinated, how personnel administration issues are dealt with, how conflict resolution is handled and regarding other statutory matters in which they are expected to offer professional and technical inputs in decision-making to ensure sustainable improvement in the performance of schools. Furthermore, in many education systems in developing countries, there are tensions and conflicts between the roles of PTAs and SMCs (Dunne *et al.*, 2007). Onderi and Makori (2013) revealed that there is tension and conflict between SMCs and PTAs brought about by roles and responsibilities that tend to overlap and this has negatively affected the operations of schools in terms of resource mobilization, utilization and general management of schools. In Ghana, for instance, SMCs' roles and responsibilities have been found to conflict with those of PTAs. This happens as a result of an overlap in roles and responsibilities that causes one group to operate beyond its mandate. Ramani and Zhimin (2010) observe that role conflict involves real differences in role descriptions between individuals who are dependent on social systems. This conflict undermines SMC members in effectively carrying out their monitoring role (Dunne *et al.*, 2007).

Conflict between SMCs and PTAs brought about by unclear roles and responsibilities in schools is reported in Mexico and Malawi where both PTAs and SMCs have similar roles and duties and conflict arises mainly with respect to who is responsible for the mobilisation and utilisation of money in schools (Dunne *et al.*, 2007). The continued tension between PTAs and SMCs was

responsible for the suspension of the former (Bray, 2000). In Uganda, the introduction of UPE empowered the SMCs in the governance of schools and one of the roles of PTAs, i.e. collecting funds from parents to supplement teachers' salaries, was proscribed by the government. Still, there is no clear boundary of operation between SMCs and PTAs, which has hindered the smooth governance of schools (Suzuki, 2002). Similar conflict arising from lack of coordination in the decisions used to govern schools between PTAs and Boards of Governors (BOGs) was reported in Kenyan schools (Word Bank, 2008). Nana (2009) reveals that insufficient orientation of SMCs and PTAs regarding their roles and responsibilities was responsible for the tension and conflict between them.

Kindiki (2009) observes that the essence of the devolution of school management was to advance decision-making on the governance of schools. The same view was expressed by Heystek (2003). This decision-making was entrusted to school governing bodies. However, some SMCs and PTAs have exceeded their mandate and have even taken over the role of operations management in school, which has resulted in tension and conflict between head teachers and school governing bodies (Onderi & Makori, 2012). Tension and conflict among the stakeholders in the schools concerning the roles played by each were also reported by (Huber, 2011). Cases of frequent interference by school governing bodies in the specialised governance of schools were reported in South African schools where school governing bodies were accusing the head teachers of not involving them in the teaching and learning process (Heystek, 2011). However, the jurisdiction of school governing bodies does not extend to participation in specialised governance of schools (James *et al.*, 2011).

It should be noted that a school operates with diverse actors that include education officials, local authorities, SMCs, PTAs, head teachers, teachers and learners with mixed relationships (Heystek, 2003; Heystek, 2011). This relationship can be viewed as conflictual but, at the same time, it can be seen as constructive in nature. Huber (2011) reveals that the tension and conflict between head teachers and SMCs only relate to decision-making powers and the governance of schools. Bagarette (2011) found that misunderstandings between school governing bodies and head teachers due to insufficient information about their roles and responsibilities result in conflict between them. Studies done by Van Wyk (2007) and Bagarette (2012) reveal lack of cooperation between school governing bodies and teachers as a result of lack of a clear demarcation of their roles and responsibilities.

Diverse challenges are experienced by SMCs in the management of schools, as reviewed in the literature. James (2010) observes that school governing bodies have played massive roles in the education systems in both developed and developing countries but that their actual contribution is not clearly seen by the public. However, in effecting their roles, school governing bodies conflict with each other since there is an overlap that caused by failure to clearly define the roles played by each body in schools (World Bank, 2008a). This conflict is seen in many education systems of developing countries where the lack of a clear demarcation of roles played by SMCs and PTAs has led to disagreements in decision-making in schools (Dunne, 2007). Ramani and Zhimin (2010) observe that lack of a clear definition of the roles played by each independent party in a system creates tension, which kills the element of cooperation among all the stakeholders and that this affects participatory decision-making in schools. The current study maintains that where tension arises between or among stakeholders with regard to roles targeting the same goal, there is always lack of teamwork and harmony in decision-making and, sometimes, fighting over scarce resources. This could be the reason why schools are operating with insufficient resources and why monitoring the school activities are not done efficiently, and why teaching and learning in schools is not going on as expected.

### **2.7.5 Lack of a participatory approach in executing the duties of the school**

Jerry and Anne (2008) observe that programme managers are often asked to develop monitoring systems that measure the aims and objectives of their programme without involving stakeholders under the participatory approach. This often creates a challenge during the implementation stage as it becomes difficult for other stakeholders who did not participate in the design to understand the extremely complex social development objectives stakeholders are hoping to address within any project or programme, or to establish the logical links between the problem and purpose statements, the objectives and activities (Jerry & Anne, 2008). As a result, implementation of the monitoring framework becomes a problem. This view reflects Uganda's situation where the monitoring system is designed by the MoES, which then requests SMCs and other stakeholders to implement it in monitoring school activities (MoES, 2007). The fact that the stakeholders are requested to implement a complicated system in whose design they did not participate and whose aims and objectives are not clear to them means that implementation becomes a challenge (Jerry & Garbutt, 2008). The current study maintains that the participatory approach where all the stakeholders are involved in decision-making is a sure way of achieving the set target of the activities under implementation. Research shows that the monitoring framework used by SMCs

was designed by the MoES without the involvement of the SMC members who are to use it. This could be the reason why the monitoring framework used by SMCs in schools under their jurisdiction is not clear. This is likely to affect the nature and type of data collected and how the collected data is processed and used.

#### **2.7.6 Lack of financial management skills to perform their roles**

For effective running of schools, financial management is vital and it should be the duty of a person in a position of authority to carry out those management actions (regulated tasks) connected with the financial aspects of schools and having the sole purpose of achieving effective education (Mercy & Kubaison, 2014). Similarly, Joubert and Bray (2007) describe a school's financial management as the performance of management actions connected with the financial aspects of a school for the achievement of improved school performance. What is common in these definitions of financial management is that a connection is made between the management tasks and the financial issues in a school. The phenomenon is that the management of school finances involves the task of budgeting, coordinating, communicating and motivating, as well as controlling (Clarke, 2007). It is the obligation of the school head to ensure accountability and efficient utilisation of school funds, yet many lack the knowledge and skills necessary for managing school funds (MoES, 2012). Good financial management in schools is vital for a better functioning school (Goetz, Durband, Halley & Davis, 2011). It is, therefore, the financial management in schools that determines the competence of school governing boards (Yau & Cheng, 2014).

Bennell and Akyeampong (2006) found that the transfer of the power to manage schools to SMCs has met heavy resistance in sub-Saharan Africa and South Asia from the teachers. This is because the teachers believe that handing over power to SMCs means surrendering their right to make decisions affecting their schools, a situation that has led to lack of cooperation between school administrators and the school committees. This challenge is compounded by failure by SMC members to effect their mandate due to lack of the capacity to work as a team in the context of diverse interests and lack of the capacity for decision-making and decision implementation that could be caused by low levels of education among most committee members (Mulyasa, 2004; Gamage & Sooksomchitra, 2004, Grauwe, 2005).

A better functioning school is determined by the way in which its resources are effectively and efficiently managed in a transparent and accountable way (Antonowicz, 2010). One of the great challenges facing SMCs is the difficulty of managing school finances due to lack of financial expertise (Antonowicz, 2010). Govender (2004) observes that it is not insufficient financial resources that are a problem in providing education services but rather the lack of the capacity to plan, budget and control the available finances that has proved to be a serious challenge faced by SMCs in effecting their mandate. Kiprono, Nganga and Kanyiri (2015) observe that SMCs have failed to deliver to the expectations of other education stakeholders owing to lack of the capacity to plan, budget, control and account for the use of school resources. Involving the communities in the management and administration of an education system is a sure way of achieving education outcomes (Kamba, 2010). Azeem (2010) observes that owing to poor community participation in financial management and in major decisions affecting schools, governments have wasted substantial resources that are sent to manage schools because in many schools the resources are misallocated and, as such, there is no value for money. Kawala (2014) reveals that, much as the power and authority to manage schools were transferred to the local community through the local governments and at school level to the SMCs, the central government retained the overall power of managing the whole education system in policy-making, implementation and supervision as well as decision-making, and yet the local governments are empowered with the authority to take actions aimed at ensuring that schools perform to their expectations. According to Kawala (2014), therefore, there is no clear demarcation in the roles and responsibilities of the different education players, which has affected the performance of SMCs. Naidoo (2005) and Abebe (2012) also observe that different stakeholders at school level have created role conflict among themselves because school administrators view SMCs as not minding about educational issues and, thus, as an impediment to the running of schools.

Cook (2007) found that under SBM the local communities have different roles and responsibilities that are not generally uniform in different countries. In developed countries, the essence of SBM is that those who undertake the daily activities of the school are in a position to take full management control of what goes on in a school but in line with government guidelines (Barrera-Osorio, Fasih & Patrinos, 2009). In developing countries, the notion behind SBM basically is that community members should be involved in the decision-making process rather than taking over full control of the management of schools (Barrera-Osorio, Fasih & Patrinos, 2009). This state of affairs has brought about tension between school committees and school

administrators, where the administrators have disempowered school committees, and this has negatively affected the provision of education services (Barrera-Osorio, Fasih & Patrinos, 2009).

Bashaasha, Najjingo and Nkonya (2009) found that what affects SMCs' perception was lack of accountability and transparency in the management of funds in schools brought about by power imbalances between school administrations and committee members. The situation is worsened by SMCs' failure to access information that is relevant for their monitoring work as a result of lack of cooperation between SMCs and school administrations. In such a situation the school administrations regard most of the committee members as illiterate and, therefore, unable to know how school activities are run, especially in rural areas, which has made the monitoring role of SMCs insignificant (Bashaasha, Najjingo & Nkonya, 2009).

School governing boards lack effective capacity to manage schools and this has affected education service delivery in most of schools in South Africa (Khuwayo, 2007). This is because many school governing boards are faced with organisational problems, which has resulted in neglect of duty by some members as well as lack of accountability and transparency in their work, leaving many schools poorly managed (Herskovitz & Laventure, 2012). Sithole (2004) also observes that the poor governance of schools has culminated in tension between school administrations and SMC members. Mkhize (2007) and Mestry (2004) observe that there is conflict between the teaching staff and SMC members because SMC members participate in the recruitment and transfer of teachers in some schools yet teachers take themselves to be superior to committee members and, therefore, take them to be messing up the management of schools since many of the committee members are illiterate. Mkhize also observes that some SMCs lack community support and that this has greatly hindered their activities in schools (Mkhize, 2007).

In most of the countries, the members of the governing bodies are unpaid volunteers (James *et al.*, 2011). In some cases, the lack of reimbursement for the cost of taking part in the activities of SMCs has been a disincentive. In his study of South African governing bodies, Xaba (2011) found that the inability to attract the right people to be members, especially in the rural communities, led to the lack of SMCs' capacity to govern schools (Mncube, 2009). The situation is exacerbated in some schools in disadvantaged areas, where 'between one-quarter and one-half of the members of governing bodies live outside the schools' immediate locality' (Xaba, 2011). In this case, SMC members find it difficult to monitor school activities. Potential members of



SMCs or school governing bodies also want to be associated with schools whose governance capital is likely to be relatively high, i.e. schools that are successful in terms of the pupils' performance at primary leaving examinations (Xaba, 2011). This makes it difficult to attract the right members, especially in rural areas where school performance is always low (Xaba, 2011).

Sharing their study of the American school boards, Lunenburg and Ornstein (2012) reveal that the members tend to be older than the general population, more educated, wealthier and more likely to be professional or business people or homemakers or retired persons. It is surprising that this wealth of experience may not translate into better functioning school boards since 'many of the board members do not attend training that enables them to manage the schools more effectively' (Mncube, 2009; Lunenburg & Ornstein, 2012). The lack of experience and the reluctance to serve on the school boards longer deprives the schools of experienced members and whenever new members are recruited and they have to be trained.

Decision-making in remote areas and township schools is a monopoly of school head teachers who tend to possess all the powers and authority relating to the issues affecting schools (Mothata & Mda, 2000). This is caused by lack of knowledge and skills among most members of school governing body due to lack of or insufficient training and awareness (Asma, 2000). As a result of head teachers taking over the power and authority to manage schools, the roles and responsibilities of school governing bodies have become less significant (Beckmann, 2007). This is also revealed by Smit and Oosthuizen (2011), who observe that even when policies are devolved to the local school governing bodies, the bodies do not make regular decisions on managing schools and that this has negatively affected their performance.

Management of school finances involves the task of budgeting, coordinating, communicating and motivating as well as controlling (Clarke 2007). It is the obligation of the school head to ensure accountability and efficient utilisation of school funds, yet in the recruitment of school heads, financial expertise is not a requirement, which indicates that they can be appointed to their positions without any financial management skills (MoES, 2007). In a decentralised education system, the school head is assisted by the SMC, which is mandated by law to approve budgets, monitor the use of finances and demand accountability, yet the SMC members also lack knowledge and skills in financial management (MoES, 2007). The major challenges that Mestry (2004) identifies as affecting school governing bodies are insufficient knowledge and skills in financial management and failure to work out real solutions to the real problems affecting

individual schools. These challenges have promoted the misallocation of funds by school heads, which has often resulted in a shortage of critical resources such as books, equipment and other instructional materials (Mercy & Njati, 2014). A study conducted by Bonilla *et al.* (2012) in Ghana on transparency in primary schools, found that SMCs were satisfactorily constituted by all relevant stakeholders in a school, but that they faced the challenge of inadequacy to demand transparency and accountability in schools due to lack of financial management skills.

Much as the main function of school governing bodies is financial management, SMCs were found to be inadequate in budget preparations, financial utilisation and financial control, especially those found in rural areas (Khuswayo, 2007; Ngwenya, 2010). Naidoo (2010) found that despite the decentralised financial control of the school governing bodies, a number of them did not have adequate financial management skills to create a financially stable school. As established by Mestry and Naidoo (2006), the training given to SMCs in the field of financial management is insufficient. According to Khuswayo (2007) and Ngwenya (2010), this has resulted in mishandling of school finances by the head teachers due to the lack of checks and balances put in place by the school governing bodies. To make the situation worse, SMC members, as a result of being poor, especially in poor rural and semi-urban areas, spend most of their time engaging in income-generating activities at the expense of participating in daily activities of the school (Hartshorne, 1999). Shemane (2010) observes that SMCs' involvement in school governance is minimal, something that has left the head teachers to assume the overall responsibility to run the school, and this has resulted in mismanagement of school resources. The mismanagement of school finances owing to negligence of the school governing bodies was reported in South African schools even though their main function was to emphasise transparency, democracy in decision-making and accountability regarding how school finances are utilised (Khuswayo, 2007). While research on the devolution of the power to manage schools stresses the importance of community participation through SMCs, such research has not revealed the extent to which school resources are effectively managed (Mwinjuma, Suhaid, Azimi & Basri, 2015) and yet advocates of UPE are of the view that if community participation is not fully embraced by countries, effective education service delivery may not be achieved (Ezenne, 2012).

It is evident from the literature that the challenges faced by SMCs in monitoring the implementation of UPE to a big extent rotate around the lack of knowledge and skills in the way their roles and responsibilities are undertaken. The majority of committee members are not well

versed in financial management matters, and this could be creating problems in budgeting, control, expenditure and inability to detect fraud. It is also evident from the literature that where there are low levels of education, there is no teamwork and the dominance of some members of the SMCs, which affects the participatory decision-making process. There is need for the government to emphasise education and experience as criteria for one to be elected as a member of an SMC if the government is to achieve its objective of efficient monitoring of the implementation of UPE.

## **2.8 How SMCs Address the Challenges Faced in Monitoring the Implementation of UPE in Uganda**

### **2.8.1 Policy instruments that spell out roles**

Attempts have been made by various countries to address the challenges faced by SMCs in monitoring school activities. In Uganda, the policy instruments spelling out the power and duties of SMCs are in place and they include the 1995 Constitution of Uganda and the Education Act 1970, which spells out the duties and powers of SMCs (MoES, 2007). Members of the SMCs now understand and know the legal backing they have when they are monitoring school resources, demand accountability and insist on improving student performance (MoES, 1998, 1999). This has instilled confidence and motivation in SMCs to effect their mandate in schools. What can be deduced from this is that school governing bodies are now aware of their mandate in line with the management of schools. However, what is not clear is whether they are exercising their full mandate in monitoring the implementation of UPE.

### **2.8.2 Training of SMC members**

As a result of constant training in management, governance and administrative roles by the government, SMC members are now said to be able to participate in the design of school development plans, in budget formulation and in expenditure management as well as the general management of the school (USAID, 2010; Alabi & Kareen, 2012). In schools where teamwork is promoted through training and experience, committees are becoming effective and efficient in their work of monitoring the school activities (Alabi & Abdul, 2012). It is strongly believed that training contributes to improved individual and organisational performance (McCrone *et al.*, 2011; James *et al.*, 2010). Training gives one the assurance, knowledge, skills and qualities

needed to perform various tasks or functions. It also improves one's understanding, knowledge, willpower, capacity and the competencies needed to perform various tasks (Kindiki, 2009).

Antonowicz *et al.* (2010) found that the ability of SMCs to manage schools resources can be achieved through financial management training which has a positive effect regardless of the initial education level of SMC members. Balwanz *et al.* (2006) observe that SMCs require skills in financial budgeting, financial record keeping and reporting as well as financial controls, which can be acquired through continuous training, which is the responsibility of the MoES. It is through training that SMCs build the capacity and teamwork that are relevant for them to take on the assigned roles and responsibilities (EQUIP 2009). Kiprono, Nganga and Kanyiri (2015) reveal that it is through building the financial management capacity of the SMCs that financial fraud can be minimised in schools since financial management training acquaints the SMCs with the techniques that are used to detect any financial misuse. In emphasising the importance of financial training, Bennell and Akyeampong (2006) reveal that SMCs in Ghana are more effective in urban schools than in rural schools because of the regular financial training they get as compared to those in rural schools that rarely get the training. In Bangladesh, the roles of SMCs have been taken over by the head teachers because of the expertise head teachers have in financial management, thus rendering SMCs less effective in schools (Adeolu & Williams, 2013). The current study looks at training as the key factor that improves the management of schools. This is because training is likely to improve on stakeholders' knowledge and skills that are relevant for the efficient management of school resources as well as ensuring the improvement of schools.

### **2.8.3 Frequent monitoring**

As a result of regularity and vigilance in monitoring the activities of schools, SMCs are becoming a proactive agency that has improved the quality of teaching and learning (Adeolu & Williams, 2013; Kabiaru, 2013; MoEST, 2003). SBM committees are prominent and strategic in coping with the task of improving the quality of educational practices in such countries as Indonesia, Hong Kong, Belgium, Denmark, England and Wales, New Zealand, and the USA (Adeolu & Williams, 2013). Also, the involvement of SMCs in the management of schools has brought about a closer relationship between the school administrations and the community, which has promoted closer monitoring of the way in which the school affairs are run and this has enabled the schools to achieve their goal of access based on equity and quality of education in

some countries (Adeolu & Williams, 2013). The researcher believes that frequent monitoring of the school activities and resources irons out the disagreements and tension among stakeholders in the school. This is because monitoring is done for corrective action to ensure that everything gets back on track. This situation is likely to create harmony and teamwork in schools, which is vital for improved performance of schools.

#### **2.8.4 SMCs' training**

With the revitalisation of SMCs, communities took a first step towards the ownership of their schools and shared the responsibility to improve education with the government, a responsibility that requires training in the aspects of successful committee management and governance, resource mobilisation, child protection, gender, and education performance (USAID, 2010). As a result of constant training and sensitisation by the governments in their administrative roles, SMC members are now able to participate in the design of school development plans and in the assessment of school undertakings (Alabi & Abdul, 2012). However, for this strategy to be effective there is need for the effective management of schools by the head teachers, who are charged with the responsibility of creating a conducive environment for both the staff, pupils and SMC members and the community for the smooth-running of schools (Alabi & Abdul, 2012). The increasing trend of strengthening education management at school level can support this process (Gottelmann, 2000). In schools where head teachers are efficient in management, coupled with knowledge and experience gained through training, SMCs are becoming effective and efficient in their work of monitoring the school activities (Brouten, 2005, cited in Alabi & Abdul, 2012). Since training is vital for empowering SMCs with knowledge and skills, it is likely to enable them to undertake the activities of developing development plans, mobilisation of resources, planning, budgeting and controlling expenditures and any other management function. These activities are likely to facilitate teaching and learning, which is vital for the improvement of performance of schools. However, whether any training is undertaken by SMCs in monitoring the implementation of UPE is debatable.

#### **2.8.5 Community participation in the management of schools**

A school thrives on effective interrelationships within it and with its relevant publics. A school requires a lot of human, material and financial resources as well as physical facilities for building the capacity of the education system to be able to deliver a high quality and relevant curriculum

to learners of all ages (Adeolu & Williams, 2013). Consequently, the SBM committee is recognised as a viable tool for promoting effective community participation, commitment, transparency in school planning, management, monitoring and evaluation of performance of school administrators, teachers and learners to ensure quality service delivery and learning outcomes (Adeolu & Williams, 2013). In ensuring that these roles are undertaken, governments have equipped the SMCs through training with knowledge and skills in planning, financial management and supervision/monitoring that have enabled them to monitor the use of school resources, attendance, school performance, health and sanitation as well as the welfare of staff and learners (MoES, 2007).

The need for efficient management of schools by SMCs has necessitated training in interpersonal relationships, knowledge and skills in budgeting, strategic planning, monitoring and supervision, conflict resolution as well as ethical behaviour in the the course of executing their work (Briggs & Wohlstetter, 1999). The development of skills in participatory decision-making by SMCs has resulted in improvement in education service delivery through optimal utilisation of allocated resources in the education sector (Barrera-Osorio, Fasih & Patrinos, 2009). However, studies show that even where school governing bodies have continued to receive training in financial resource management as well as capacity-building in the management of schools, there are still challenges in the management of schools in many developing countries (Heystek, 2004; Dieltiens, 2005; Grant-Lewis & Naidoo, 2006; Brown & Duku, 2008). Tsotetsi, Van Wyk and Lemmer (2008) observe that, much as school governing bodies have received training in how to effect their elected roles, the scope of the actual functions and activities extends far beyond the knowledge acquired from the training. This, therefore, shows that the training received by school governing bodies is less effective in governing schools (Xaba, 2011).

Sayed and Soudien (2010) observe that many countries have taken steps to strengthen the role of parents in governing schools. Cases in point are New Zealand, England, the United States, Canada and South Africa, where stronger jurisdiction has been legislated (South African Schools Act 84 of 1996 [SASA], 1996]). However, following a study in South Africa, Mncube (2009) found that parents were not yet playing their full role as governors mandated by legislation (Farrel, 2010). Tsotetsi *et al.*(2008) point out that this is partly because parent governors have a weak understanding of their roles and little about the larger educational matters (Mncube, 2009; Sayed & Soudien, 2010; Okeke, 2014). As a result, Serforstein (2010) in his study found that only half of the sampled schools had parent representatives who were fully active in governing body

meetings and decision-making (Karlsson, 2010; Farrel, 2010; Sayed & Soudien 2010; Levin, 2010). Farrel (2010) further reports ‘a widely held view’ during his study that most parent governors were on the governing body because of concern about their children’s education but not because of a desire to contribute to the development and success of the school in general (Levin, 2010). This seems to contradict the view that all school governors would contribute meaningfully to the functioning of the school. The current research deduces that the participatory approach by school governing bodies that is acquired through training has resulted in efficient and effective decisions in using and monitoring school resources. This is because the participatory approach in decision-making is likely to bring in new and diverse ideas that are relevant to the development of schools. However, whether the participatory approach builds teamwork and harmony in decision-making that is relevant for SMCs to effect their mandate is not clearly known.

#### **2.8.6 Spelling out clear roles and responsibilities**

Education decentralisation where the power and authority to manage schools through SMCs are healthy but where there is a lack of an appropriate framework and clear structures necessary to implement UPE is a characteristic of many countries (Bashasha, Magheni & Nkonya, 2011; Sasaoka & Nishimura, 2010). Policy contenders observe that efficient implementation of UPE requires the combined efforts of both teachers and the community if positive results are to be achieved (Marja & Rao, 2011). Also, regular teaching and learning of pupils need to be checked by constant supervision and monitoring by the parents and other community members (Kasente, 2010). Supporters of the UPE policy reveal that if the community does not take on their assigned roles and responsibilities, achieving school progress cannot be realised (Ezenne, 2012). This is because Onderi and Makori (2013) reveal that developing constructive trust between school governing boards and head teachers and between school governing boards and PTAs is a sure way of creating a relationship that is vital for collective governance of schools. Suzuki (2002), however, contends that, much as the devolution of the power to manage schools was shifted to the local communities, there is no evidence to support that contention.

Successful management that creates positive change needs a new management procedure, a new management philosophy and a paradigm shift in reasoning (Inese, 2010). The strategies currently in use to address the challenges faced by SMCs in monitoring the implementation of UPE are not appropriate since challenges keep on emerging that hinder the efficient monitoring of primary

schools. This study, therefore, tried to understand and explain the workable strategies that are likely to inform policy as its contribution to the existing body of knowledge.

From the literature reviewed, it is evident that there is an attempt by SMCs to address the challenges they encounter in effecting their duties in schools. They seem to understand the mandate given to them through the policy instruments and apply them to solve the challenges. This has instilled confidence and motivation in the way they effect their roles. The policy instruments spell out the roles and duties that should be performed by different stakeholders in the schools. This has helped to resolve role conflict between SMCs and PTAs. The challenges are also solved by SMC members undertaking training in the management and governance of schools, which enables them to plan, budget and control expenditures as well as undertake the monitoring role through teamwork. The training has resolved the conflict arising out of the duties and responsibilities undertaken by the different stakeholders in schools. However, there is need for the government to ensure that the delegation of power and responsibilities to manage schools by SMCs is properly executed. To ensure harmony in schools, the government should emphasise that SMCs and PTAs work jointly since both bodies aiming at achieving one common goal, i.e. achieving the efficient delivery of education services.

## **2.9 Theoretical Framework**

A theoretical framework puts the research in the discipline that provides a clear focus of the study (McMillan & Schumacher, 2006). This study was guided by the systems approach theory as proposed by Ludwig von Bertalanffy in 1968. The theory states that a system is a set of interconnected and interrelated elements directed to achieve stated goals. This theory views an institution as an organic and open system composed of various sub-systems. According to Fremont and Rosenzeig (1972), a system is a constant process of taking inputs from the environment and transforming them into outputs that go back into the environment. Fremont and Rosenzeig (1972) further observe that what makes a system attain its desired state is the feedback which informs the system to react to a negative influence or error by putting in place corrective action. A system should also be having a forward control mechanism that allows it to anticipate what might occur and take corrective action before any disturbance can affect it. This can be achieved through continuous system monitoring. The different sub-systems are connected with each other through communication, consultations, authority, responsibility, relationships, policies, procedures and other aspects that bring the system together as one functional unit. For



better performance in UPE schools, the different sub-systems have to work as one functioning unit. In this functioning unit, the SMCs have to play the role of providing oversight to the school programme that involves UPE funds, the mobilisation of parents and the community on school development projects through communication networks that are linked as a unit for the smooth implementation of the UPE programme, which enhances school performance.

The school receives inputs from the environment in the form of human resources such as students, teachers, administrators and others; materials in the form of buildings, desks, books and equipment; financial resources in the form of money; and constraints in the form of requirements of the law and policy and the expectations of parents. The process involves mainly teaching-learning as well as administering tests and examinations. The outputs or products of the education system are the students in the form of educated people who are equipped to serve both themselves and society (Obilade, 1989).

Oyebade (2010) in his study applying the general systems theory to students' conflict management in Nigeria's Tertiary Institutions, came up with Students' Conflict-Campus Peace model that was recommended to resolve conflicts in Tertiary Institutions. The systems theory was also used by Chikere and Nwoka (2015) in their study the systems theory of management in Modern Day Organizations, helped them to discover that an organization is considered as a system having integrated parts that must be coordinated for efficiency and effectiveness. The study recommend that modern organizations should adapt systems approach to enhance corporate growth and profitability. In their study of General systems theory: Towards a conceptual framework for science and technology education for all, justified the use of systems theory as the ability to engage complexity, ability to represent the relationship between the macro-level and micro-level of analysis and the ability to bring together the natural and human worlds. Based on these studies, this study regarded systems theory as a clear guide to achieve the study objectives.

In this study, the school was viewed as a body that is composed of a number of sub-systems. These sub-systems or organs within a school setting are connected with each other through communication, decisions, responsibility, relationships, policies, procedures and other aspects that enable the system to work as a unit. This theory is valid given the fact that a SMC is a sub-system within a school that is interconnected and interrelated to other components within the school setting, namely teachers, parents and pupils. All these units are interconnected within the school system. SMC members are composed of teachers, parents, the local government and

pupils and the roles of SMCs are interrelated in the school system and are interlinked to each other through planning for infrastructure development, teacher motivation, monitoring and accountability, and all these need to work as a functional unit for the improvement of schools' performance.

Since among the roles of SMCs are financial mobilisation, undertaking the construction of physical infrastructure, purchasing scholastic materials and mobilisation of any other required inputs, they are part of the system that acquires resources from the environment, through planning with the constraint of the law and policy guidelines from the government from where they derive their mandate. The role of SMCs progresses through monitoring the way the resources are utilised by demanding accountability and putting in place controls. All these are done to ensure that there is effective teaching and learning, which is also monitored by SMCs. The ultimate goal is to ensure the improved academic performance of pupils who are now sent out to the environment to continue within the education system or to go to the environment to exploit resources using the knowledge acquired in schools to serve themselves and the society.

One of the government's roles is to use education as a tool for boosting economic growth and development since human capital is important for resource exploitation (Barro, 1991). The education system is complex as it comprises sub-systems at different levels: namely the macro level, which is the educational system of a country or state; the meso level, which is the school level; and the micro level, which is the classroom and the student (Plomp & Pelgrum, 1993). At each of these levels, educational decisions are influenced by different actors; for example, at the school level, it is influenced by the SMC, while the head teacher, teachers, and parents all make certain decisions and give opinions on the management of the school. The schools receive inputs in the form of people, finances, scholastic materials and textbooks – all of which are supposed to be used with the aim of improving student performance as the output. The SMC is constantly interacting with different groups, namely parents, committees, inspectors, politicians, students and teachers, who influence the activities in schools. This interaction occurs through monitoring the activities of the school and identifying errors which are communicated to those concerned, and through feedback, which lead to corrective action being taken to improve the situation. The outputs or products are students in the form of educated people equipped to serve themselves and society.

## **2.10 Summary of the Chapter**

The literature review presented in this chapter compared the composition of school governing bodies of different countries as well as how they function. The researcher provided details of the literature on the roles and responsibilities of SMCs in Uganda and their mandate in the implementation of UPE. The next chapter discusses the research approach design and methodology used in this study.

## **CHAPTER THREE**

### **RESEARCH APPROACH, DESIGN AND METHODOLOGY**

#### **3.1 Introduction**

The aim of this chapter is to describe the research approach, design and methodology used for conducting this study. The chapter highlights the research philosophy employed and explains the competing research paradigms, namely positivism and post-positivism. The explanation of the paradigms is followed by a discussion of the different research approaches each of the two paradigms are grounded in. The choice of post-positivism for this study is then argued, on the grounds that, in social science studies, absolute objectivity, in which the researcher is detached from the topic studied, does not exist. The subsequent sections of the chapter address the research design, the population and sampling, the instrumentation, the reliability and validity of the instruments, the data-generating procedures, and the methods of analysis used after data collection.

#### **3.2 Philosophy of Research**

Research is defined as a well-organised inquiry into the study of problems (Gay & Airasian, 2003), meaning that it is a systematic and logical way of solving problems. Research is founded on philosophical assumptions, which are related to the researcher's view or perception of what reality is. Social science research recognises six elements that guide any research investigation and are philosophically determined: ontology, epistemology, axiology, methodology, research methods and rhetoric. Each element determines the design in carrying out research because they determine what and how we can understand the social world and the tribulations it faces (Creswell, Plano & Clark, 2007). Philosophical assumptions can be understood in terms of ontology and epistemology (Easterby-Smith, Thorpe & Lowe, 2002).

Ontology is the researcher's perception of the nature of the real world. Ontological questions, therefore, relate to such issues as the nature of reality and to whether reality can exist prior to being discovered. Research in the sphere of the natural and social sciences has assumed different perspectives, in keeping with the above philosophical assumptions. As a result, two different streams of research, with different methodological underpinnings, have emerged, namely positivism and post-positivism (interpretive/constructivism) as well as a new wave of pragmatism. This is relevant in this thesis on two grounds. On one hand, the researcher agrees

with objectivism's claim that there is an independent external reality that can be verified through hypothesis testing, and also that this can be a problem because it is not possible that one explanation of reality can be taken to be better than any other. This supports the constructivist view that the truth about reality cannot be determined. To counteract this disagreement, both phenomena of objectivism and constructivism can be adopted in one study (Teddlie & Tashakkori, 2009). Applying the element of ontology in this study enables something interesting to be said about the roles played by SMCs in the management of schools in everyday life and social reality that goes beyond contingent beliefs and interests.

Whereas ontology deals with the nature of reality, epistemology deals with the nature of knowledge. Epistemology, which is the branch of philosophy that deals with the study of knowledge, concerns itself with the understanding of how people have come to know what they claim to know. In terms of such a perspective, some of the questions which emerge relate to what constitutes meaningful evidence, as well as to what process gives rise to knowledge. In contrast, ontology is concerned with the nature of reality or, as Easterby-Smith *et al.*(2002) put it, ontology is the science of being and existence.

In the social sciences, epistemology has been addressed in relation to an epistemological dualism that distinguishes research along objective-subjective lines, objectivism associated with post-positivist approaches and subjectivism with the interpretive research of constructivism (Bryman, 2008). In dealing with epistemological dualism, the researcher welcomes the pragmatist view to replace epistemology with the belief of practicality about collecting, analysing and integrating data that is necessary to answer the research questions (Creswell & Plano Clark, 2007).

The pragmatic worldview puts aside ontological and epistemological debate about what we can know about the social world and how we can know it. In doing so, the pragmatic researcher recognises the value of using different, but complementary, strategies to answer research questions (Tashakkori & Teddlie, 2003). Pragmatism utilises the use of mixed methods in research, discards the paradigm wars associated with the use of each and recognises the role played by the researcher in the interpretation of the results of the study. As put by Creswell and Plano Clark (2007), methodological pragmatism deals with the research design and operational decisions based on what comes best when getting the answers for the questions being investigated. Pragmatism enables investigators to think beyond any dualistic tendency that deals

with methodological purists (Johnson & Onwuegbuzie, 2004). A major principle of pragmatism is that quantitative and qualitative methods are compatible and both numerical and textual data is combined to allow a more complete analysis in understanding the research problem better.

The third element in the research process is axiology, which deals with the role of values in conducting scientific research (Creswell & Plano Clark, 2007). Axiology is important because adhering to research values enables meaningful inferences and conclusions to be drawn. There is disagreement among social researchers in relation to values, with those in the post-positivist tradition being thought to be unbiased since they use checks to eliminate biasness in their research, and the constructivists believing that the evidence they collect is unbiased by the researcher's interpretation. Instead of taking these views to be incompatible, this research considers them valid, taking into account the issue of values from either side in collecting, analysing and interpreting data and drawing conclusions for the study.

In the research process, methodology refers to the philosophy underpinning the research and its design. This is different from research methods, which are the specific techniques of data collection and analysis (Creswell & Plano Clark, 2007). Social researchers, through their level of reasoning, have treated quantitative and qualitative methods as being incompatible. Whereas quantitative methodologies and methods are grounded in deductive reasoning involving the testing and refining of a priori theories, qualitative methodologies and methods deal with inductive reasoning involving generating theory. This research uses the problem-centred plurality of methods based on the pragmatist's view that attempts to counteract the linkage between methodology and methods (Olsen, 2004). This means that whatever the data types and analysis techniques are necessary to answer the research questions at hand, they should lead to holistic answers being generated that are based on multi-dimensional accounts.

The final element of the research process is rhetoric, or the language and presentation of research findings (Creswell & Plano Clark, 2007). This is important because it establishes how a community of scholars shares and communicates their knowledge, at the same time as setting the boundaries of what is deemed professionally acceptable. The dichotomy that splits all other parts of the research process operates here, too. In an effort to emulate the natural sciences, those operating in the post-positivist worldview tend to adopt formal language and use agreed upon definitions when it comes to presenting research findings. Those operating from a constructivist

worldview tend to adopt an informal, mystical style that attempts to retain the subjective meanings and experiences of the original accounts.

### **3.3 Research Approach**

In studying the role of SMCs in monitoring the implementation of UPE in Uganda, a mixed method research approach was found to be most appropriate. It is prudent to make the approach of the study clear from the start of the investigation with the intention of avoiding errors that could be made in data collection, presentation and analysis, as this could lead to misleading findings. Creswell (2012) observes that the mixed method approach has become accepted in research, where mixing of the quantitative and qualitative research approaches is now regarded as the most recent development. The mixed methods approach is defined by Creswell and Plano Clark (2011) as a procedure of collecting and analysing both quantitative and qualitative data in one study with the intention of getting credible answers to the research problem.

The mixed methods approach is also referred to as ‘multi-methods’ (Hesse-Biber, 2010) as it is based on a combination of the two approaches, i.e. quantitative and qualitative. De Vos *et al.*(2010) contend that since the mixed method approach involves the use of both quantitative and qualitative approaches combined in one study, it produces a more complete picture of the research problem under investigation. Creswell (2008) also argues that the strength of this research approach is that combining both quantitative and qualitative research in one study provides a better understanding of a research problem than using one research approach. Since mixed method is regarded as the third model, it is advisable to first know the rules underlying the use of both quantitative and qualitative research approaches (Tashakkori & Teddlie, 1998; Mertens, 2005; Greene, 2007; Campos, 2009; Morse Niehaus, 2009; Teddlie & Tashakkori, 2009; Creswell & Plano Clark, 2011; Ponce, 2011; Caruth, 2013). In this study there was a combination of quantitative and qualitative techniques, methods and even language. Despite the discordant views expressed by researchers, in which those of a qualitative inclination challenge the effectiveness of quantitative approaches and vice versa, the researcher found it necessary to forget about those debates in order to achieve a hybrid result.

The mixed method approach acted as a triangulation technique for data collection, presentation and analysis with the intention of minimising errors and biases that could be met in using a single approach design comprising either quantitative or qualitative methodology alone. In using

the mixed methods approach, the researcher collected both quantitative and qualitative data (Greene, 2007; Creswell & Plano Clark, 2011); and instead of using the two kinds of data separately he felt that there was need of combining the two research paradigms in one study for better results (Maree, 2012).

The structures and roles ascribed by SMCs in monitoring the implementation of UPE, how SMCs perceive their role of monitoring the implementation of UPE, the experiences of SMCs in implementing the monitoring framework for UPE, the challenges SMCs experience in monitoring the implementation of UPE, and how SMCs manage the challenges they experience in monitoring the implementation of UPE, could be better understood through the use of a richer hybrid of both quantitative and qualitative methods than by using a single approach. This observation is supported by Creswell (2012), who asserts that the use of both quantitative and qualitative methods is based on the assumption that combining the two approaches in one study provides a better understanding of the research problem and research questions than either method by itself. Most researchers believe that all research methods have limitations, with the qualitative method being subjective in nature and the quantitative methods being too simplistic and dealing with numbers that lack detailed explanation (Wood & Suzuki, 2012). Therefore, combining different methodologies in one study under mixed methods research minimises the limitations of the results owing to the complementary nature of the methods in terms of the depth and breadth of t analysis (Anchin, 2008; Gelo, Braakmann & Benetka, 2008; Lonner, 2009). Using the mixed methods approach enabled the researcher to collect both quantitative and qualitative data for the analysis (Greene, 2007; Creswell & Plano Clark, 2011). This data was analysed and combined together to enable the researcher to understand the research problem better (Maree, 2012).

The study mixed both quantitative and qualitative data at the data collection stage and the analytical level (Creswell, 2007). The key assumption of this approach is that qualitative and quantitative data provides different types of information with detailed views of respondents qualitatively and numerical information quantitatively and together they produce results that are the same (Creswell, 2014). Some of the data sought was purely numerical as a way of understanding the extent of the phenomenon under investigation, while expressions by respondents on their roles, perceptions, challenges and how the challenges were addressed were qualitative. This made the mixed method approach unavoidable.



This study used the explanatory sequential mixed methods design that is undertaken in two phases. In the first phase the researcher collects quantitative data, analyses the results, and then uses the results to build on the second phase of qualitative approach. In this study, the researcher was able to use questionnaires to get responses from 96 participants, followed by interviews with eight of those respondents in order to get in-depth descriptions of the research questions. Using only the quantitative approach would have limited the data collected while relying only on qualitative data would have resulted in unexhausted findings as the root origin of issues would be missing. This observation is in line with Creswell's (2012) argument that conducting mixed methods research is necessary when one type of research (quantitative or qualitative) is not enough to address the research problem under investigation or to answer the research questions. Since the strengths of both approaches were maximised in this study, the weaknesses of each approach were minimised (Creswell, Klassen, Plano Clark & Smith, 2011). The quantitative phase of this study was found to be weak in detailing the context in which SMCs were effecting their roles in monitoring the implementation of UPE, and this was complemented by the qualitative phase in which detailed narrations on how SMCs were effecting their roles, the SMCs' perceptions, experiences, challenges and how challenges were addressed were gained from the interviews.

### **3.4 Research Design**

Research design is the logical flow that holds the research study together (Kombo & Tromp, 2009). It is a framework that guides the data collection, analysis and interpretation of findings (McMillan & Schumacher, 2008). In order to explore and have a deeper understanding of the monitoring role of SMCs in the implementation of UPE, a case study design was used in this research. Some advocates of the case study design give guidance and views on when to prioritise the use of case studies (Baxter, 2008; Yin, 2009; Creswell, 2013). In their view, a case study design should be considered when exploring a complex phenomenon in its natural setting or in a real-life context, and the focus of the study is to answer the "how", "what" and "why" questions associated with it. Based on these characteristics, the researcher chooses a case study research design that enables him to explore the perceptions, experiences and challenges of SMC members regarding their role in the implementation of UPE. In the case study context, both quantitative and qualitative data is collected to enhance the understanding of a case as the emphasis of the study. A case study involves rigorous and comprehensive qualitative and quantitative data collection about the case under study (Luck, Jackson & Usher, 2006). The nature of the

qualitative and quantitative data collected is dependent on the nature of the case and research questions to be answered. Since this study used the mixed methods approach, then the case study design became appropriate.

Conceptually, this study used a sequential explanatory mixed methods design, one of the commonly used mixed method designs in educational research that contains two distinct phases (Creswell, 2002, 2003; Creswell *et al.*, 2003). In this study, data collection was done in two phases. In the first phase, numerical data was collected using both descriptive and inferential statistics. Data was collected using a structured questionnaire with closed-ended questions. The questionnaire had a section with five-point Likert scale statements to elicit relevant information from the study participants on the SMCs' ascribed roles, perceptions, experiences and challenges, which were then ranked quantitatively according to the responses to them. Emerging issues from quantitative analysis were studied further using a qualitative stance that was used to obtain deep knowledge and a holistic understanding of the role of SMCs in monitoring the implementation of UPE in Uganda. Semi-structured interviewing of SMC members and thereafter the integration of both quantitative and qualitative analysis were done and the data interpreted in line with the research problem.

In the second phase, qualitative data was collected using semi-structured interviews to provide more detailed data on the emerging themes from the questionnaires. The essence of using this mixed methods research is that the quantitative data collected and analysed gave a general picture of the phenomena under study. The qualitative data collected and analysed gave deeper understanding of the subject matter under investigation, which helped to come up with convincing analysis and conclusions about the research problem through the integration of quantitative and qualitative findings. Johnson and Onwuegbuzie (2004) posit that the mixed method approach fits the explanation of methodological pluralism that produces better quality research results. Johnson and Onwuegbuzie (2004) further conceive that in the mixed model approach, both quantitative and qualitative data is mixed within or across the entire research process and that with the mixed method approach the study is concerned with both a quantitative phase and a qualitative phase. This study opted for the latter design.

This was done to widen the scope of information for richer and more detailed understanding of the SMCs' monitoring role in primary schools.

### **3.5 Research Site and Sample**

#### **3.5.1 Research site**

Kombo and Tromp (2009) observe that the selection of the research site is significant as it determines the relevance of the data collected. A research site describes the geographical area where the data for the study is collected from and in this study the research site was Mbarara district located in the south-western part of Uganda. The Uganda National Examinations Board (UNEB) (2010) recognises five education regions. Mbarara district, which falls within one of the five regions in the education sector, was purposively selected as a case study. Mbarara district was selected for the study because within it are located schools which perform extremely well as well as those that have the worst results (MoES, 2012). In selecting schools for the study, a maximum variation approach was used. A maximum variation approach is vital in selecting and including cases that tend to be extreme and typical and any other categorisation relevant for the study (Anca, Elena, Luminita & Auleria, 2007). The maximum variation sample is preferred because it is more representative of the population than a random sample (Anca, Elena, Luminita & Auleria, 2007). In conducting this study, the researcher stratified schools into six categories and in each category one school was selected to participate in the study using simple random sampling. Kemper and Teddlie (2000) suggest that stratification of schools could be based on typical urban, typical suburban, typical rural, better urban, better suburban, and better rural. From the six categories of strata, one school was selected for the study. However, since Mbarara district has a municipality with many schools compared to other areas in the district, three schools were selected. Mbarara district contains 11 subcounties with a total of 157 primary schools under UPE where on average each sub-county has 14 schools while the municipality contains 62 primary schools under UPE (District Abstract Report, 2016). The schools selected, four belonged to government with each school having 13 SMC members and four schools were foundation body aided by the government. Out of four, three schools had 18 members each and one school had 20 members of the SMC. In the total the study population was 126. Using Krejcie and Morgan (1970) table, the sample size for the study was 96 participants. This site sampling scheme allowed the researcher to have a clear understanding of the roles SMCs play in monitoring the implementation of UPE.

### 3.5.2 Participants sample

Owing to the nature of the target population for this proposed study, which is composed of SMC members involved in the monitoring of UPE schools, the researcher used purposive sampling to identify an adequate sample of participants (key informants) and other data sources with information richness, appropriateness and adequacy to best address the research questions and fully describe the phenomenon being studied. Teddlie and Yu (2007) reveal that in a study involving schools, schools can be purposively selected, then both the survey and non-survey data collection methods used in selecting the subjects to participate in the study. Therefore, in the eight selected schools, where each school had 13 SMC members from among whom only 12 members were selected, a large representative sample using a simple random sampling technique, in which each individual in the population had an equal probability of being selected, was used. This was appropriate for this study in which the objective was to collect more quantitative data to generalise findings from the sample to the population (Creswell, 2014). In this study, a total of 96 questionnaires were administered to generate more quantitative data for generalisation within the population of the study in the first phase and eight members of SMCs from all sampled schools were selected to be interviewed. In each of the eight selected schools, the chairperson of the SMC was selected, and where the chairperson was absent or not willing to participate in the study, the vice chairperson was selected.

The criterion for selecting the key informants was based on the researcher's preconceived belief that those selected were knowledgeable about the problem under investigation. Therefore, the chairpersons and their deputies were included in the study because they are the controllers and managers of other members of the committees who are well versed in the way the duties and responsibilities in schools are undertaken. The study excluded the head teachers in the selected schools because they are the accounting officers of the schools and the users of school resources and, besides, they are regarded as ex-officio members of the committees. Involving them in the study was deemed unnecessary and also intended to avoid the bias that could have resulted on the question of resource use in schools. In schools where the chairpersons were not willing to participate in the study, another school was selected from which the chairperson was selected for the study. The respondents were expected to provide relevant and accurate data for this study because the subjects of the study are the vehicles for ensuring schools are run effectively and efficiently.

## **3.6 Data Collection Methods**

### **3.6.1 Quantitative – questionnaires**

Questionnaires are generally used as an instrument for collecting data in a survey. A questionnaire is an appropriate instrument used to collect large-scale data from a relatively large number of respondents in their natural setting in a cost-effective way (Sekaran, 2003). The collected data is often structured numerical (Cohen *et al.*, 2008). Mqulwana (2010) defines a questionnaire as a list of questions that a researcher uses to collect data. From these two definitions, the researcher in this study defines a questionnaire as a data collection instrument that contains a list of questions that are guided by research objectives or research questions under investigation. To ensure a high response rate and that the right respondents were targeted, the researcher administered the questionnaire himself. In this study, 96 respondents responded to the questionnaires which had closed-ended questions which were easy to fill in and, at the same time, easy to analyse.

The use of questionnaires was time-consuming during the preparation stage, which needed thorough revision of the questions, followed by pilot testing for validity and refinement before the instrument was taken to the field to collect actual data (Maree, 2012). The analysis of the questionnaires was quicker and faster because the researcher was familiar with the whole process of analysis.

In this study, a semi-structured questionnaire with mainly closed-ended questions was used to collect quantitative data. A large part of the questionnaire contained five-point Likert scale questions based on research questions with regard to which the respondents were ranked/rated according to their responses. In addition, some questions sought demographic information which was elicited to determine the characteristics of the respondents who participated in the study.

### **3.6.2 Qualitative – interviews**

In the second phase of the study, face-to-face interviews were conducted with eight purposively selected chairpersons of SMCs from the eight schools selected for the study to obtain a more detailed understanding of issues identified in the questionnaire under quantitative analysis. With the informed consent of the respondents, data collection was audio-taped and later transcribed. Cohen and Manion (2011) assert that through interviews, participants' life experiences are

gathered, which helps to enrich the study. In this study, priority was given to the ability of the interviewer and the interviewee to interact and to produce data that was relevant to the study.

Interviews were also found to be more flexible than questionnaires, and modification to the interview environments was possible (Yin, 2003). Questioning techniques were adjusted to suit the varying situations of the respondents. The interview process was flexible and there was opportunity for a multisensory approach to data collection when the verbal, non-verbal, spoken and heard channels were all used (Cohen *et al.*, 2008). Interviews provided detailed qualitative data, with probing and close observation of non-verbal behaviour providing important data from respondents. The interviewer probed not only for complete answers but also to obtain more detailed data that was deemed necessary for the study (Yin, 2003).

The order of the interview was controlled but there was room for unexpected responses to avoid rigidity (Cohen *et al.*, 2008). All interviews were audio-recorded with the permission of the participants. Audio-recording of the interviews enabled the researcher to follow the process of the interview during transcribing and so capture items that might have been missed during the discussions. Disadvantages of the interview process included it being time-consuming (Cohen *et al.*, 2008) and it was not possible for the researcher to hurry up respondents. Prolonged engagement in the field also demanded time in order for detailed data to be obtained (Yin, 2003). In this study, the interviews were done in consultation with the participants, considering the need to agree on the time that was convenient for them to talk with the researcher. Anonymity was also difficult to ensure with interviews but the researcher clearly explained the purpose of the research so that the respondents were forthcoming in providing information.

In a qualitative study, semi-structured interviews are one of the key ways of collecting data on people's perceptions for a deeper understanding of phenomena (Joubish *et al.*, 2011). The interview method provides in-depth data to meet the study objectives, and such data is not possible to obtain using questionnaires. The researcher conducted face-to-face semi-structured interviews, posing open-ended interview questions to key informants to yield adequate narrative data that could best inform the study. Questions were formulated from the emerging issues identified from quantitative analysis for in-depth analysis before conclusions were made.

### **3.7 Pilot Study for Quantitative Research**

Instruments in research are successfully constructed by checking for validity and reliability using pilot testing (Saunders *et al.*, 2009). In this study the researcher carried out a pilot study to check the validity of the questionnaires. A pilot study is the basis for a good research design. This is because it is regarded as a small-scale test of the methods and procedures that need to be used in the main study (Porta, 2008). The main aim of a pilot study is to help improve the quality of the main study (Mishack, 2014). Leon *et al.* (2011) state that the main reason for conducting a pilot study is to examine the viability of the intended procedure that the investigator intends to use in the main study. However, there is scanty published evidence of what should be the appropriate sample size for conducting a pilot study. Billingham *et al.*(2013) affirm that not all studies should have a sample size calculation and, therefore, conclude that a sample size for pilot studies may not be appropriate, although Baker (1994) proposes that a pilot study can have a sample size of 10-20% of the sample size for the main study.

For the purposes of this study, the pilot study was conducted in eight primary schools outside the sampled area, comprising both urban and rural schools in Mbarara district of western Uganda. A total of 35 questionnaires were administered by the researcher to the SMCs that agreed to take part in the study. Further, the data was analysed using Cronbach's alpha and the content validity index on the basis of which minor revisions were incorporated into the final form of the questionnaire. This process was important for screening questionnaire questions. Unreliable items were discarded as a result of the pilot study and this enhanced the validity of the study. Bias sequencing and clarity of issues were improved through the pilot study.

### **3.8 Reliability and Validity of Quantitative Data**

#### **3.8.1 Reliability**

Reliability refers to the consistency, stability and dependability of an instrument in measuring what it is designed to measure. The researcher's results are regarded to be reliable if dependable results are obtained in a homogeneous situation but with different conditions (Twycross & Shields, 2004). Cohen *et al.* (2008) state that reliability can be described as the dependability of the results of a related sample in a duration of time.

Reliability in quantitative research can be tested using test-retest reliability, split-half reliability and internal consistency reliability coefficients (Munzing & Munro, 2006; Pallant, 2005). The test-retest approach is used when a researcher tests the same set of participants in two different situations and the results from the first test are correlated with the results from the second test and if the correlation is high, it means that the instrument is reliable. In the split-half reliability approach, a researcher administers questionnaires only once to the targeted respondents and splits the items used to create a fused variable into two equivalent halves, then creates two fused variables from these two sets and correlates them to find out whether the correlation is high or low. The *internal consistency method* indicates how well different items on a scale measure the concepts which they are purported to measure. Such a measurement is essential, because different items which are considered to have the capacity to measure one variable should clearly focus on the variable concerned. Internal consistency is calculated by measuring a statistic known as Cronbach's alpha (Cronbach, 1951; Nunally, 1978), which reflects the homogeneity of a scale. Cronbach's alpha is the most common measure of internal consistency ("reliability") and it is important in measuring the reliability of a questionnaire that contains multiple Likert scale questions. Cronbach's alpha is most appropriately used when the items measure different substantive areas within a single construct (Tavakol & Dennick, 2011). Griffiee (2012), who came up with the guideline on how Cronbach's alpha should be interpreted, mentioned that 0.3 is at the threshold, 0.5 or higher is adequate, and 0.7 or higher is high. However, Hajizadeth and Asghari (2011) affirm that Cronbach's alpha of 0.6 or above is considered satisfactory. Therefore, the higher Cronbach's alpha, which is close to one in relation to the research instrument, is found to be more reliable.

A comparison of the three methods highlighted above reveals that the first two present methodological disadvantages. The test-retest coefficient is time-consuming, and the participant may exhibit response fatigue as a result of being subjected to repeat testing by the same instruments. The use of the split halves method is subject to variations in the different halves of the samples concerned. The internal consistency method does not present such problems, as it requires only a single administration, and does not require the rewording of items on the scale. Even more importantly, such a method provides a unique test of reliability from only a single administration.

For the purposes of this study, the coefficient alpha (also known as Cronbach's alpha) was used to test the reliability of the questionnaire. The variables in the questionnaire were based on the



study questions and include: Implementation of UPE with the following items on the questionnaire: Q21,Q22,Q23,Q24,Q25,Q26,Q27,Q28,Q29,Q210,Q211; the ascribed roles of SMCs in monitoring the implementation of UPE with the following items: Q31,Q32,Q33,Q34,Q45,Q36,Q37,Q38,Q39,Q310; SMCs' perceptions in monitoring the implementation of UPE with the following items: Q41,Q42,Q43,Q44,Q45,Q56,Q47,Q48,Q49,Q410,Q411; SMCs' experiences in implementing the monitoring framework with the following items: Q51,Q52,Q53,Q54,Q55,Q56,Q57,Q58,Q59,Q510; the challenges that SMCs experience in monitoring the implantation of UPE with the following items: Q61,Q62,Q63,Q64,Q65,Q66,Q67,Q68,Q69,Q610,Q611; and how SMCs address the challenges faced in monitoring the implementation of UPE with the following items for measuring it: Q71, Q72, Q73, Q74, Q75, Q76, Q77, Q78. Cronbach's alpha was computed for each study variable and for all items in the questionnaire. In total, the questionnaire had 63 items. Cronbach's alpha was computed for each variable and later for all the variables.

**Item-Total statistics and Cronbach's alpha for variable UPE implementation**

The variables in the questionnaire were based on the study questions and include: Implementation of UPE (UPE) with the following items on the questionnaire: Q21,Q22,Q23,Q24,Q25,Q26,Q27,Q28,Q29,Q210,Q21. The elicited responses are presented in Table 3.1.

**Table 3.1: Item-Total statistics and Cronbach's alpha for variable UPE implementation**

Item-Total Statistics					
	Scale mean if item deleted	Scale variance if item deleted	Corrected item-Total correlation	Squared multiple correlation	Cronbach's alpha if item deleted
My school operates with approved development plans	36.56	31.112	.412	.475	.675
My school operates with approved budgets	36.01	35.189	.295	.356	.694
my school operates through controlled expenditures	36.08	35.298	.221	.412	.703
My school has well developed infrastructure	37.43	33.889	.238	.349	.705
School assets are purchased through approved procurement procedures	37.53	31.304	.385	.561	.680
My school ensures regular attendance by teachers and pupils	36.53	34.588	.254	.403	.699
My school operates with enough scholastic materials	37.41	31.360	.405	.588	.676
My school ensures increased enrolment	36.24	33.258	.382	.389	.681

My school ensures retention of pupils	36.43	32.584	.447	.560	.672
My school ensures quality basic education	36.06	33.175	.468	.677	.671
My school ensures better academic performance	36.11	32.881	.398	.549	.678

**Reliability Statistics**

Cronbach's alpha	Cronbach's alpha based on standardised items	No. of items
.706	.712	11

Table 3.1 shows that all items were retained since the deleting of any variable could not increase Cronbach's alpha value. Therefore, all the variables were retained and Cronbach's alpha value was 0.706, the questions were found to be reliable and, therefore, there was internal consistency of the questions that measured the variable UPE implementation.

**Item-Total statistics and Cronbach's alpha for variable ascribed roles of SMCs in monitoring the implementation of UPE**

This variable had the following items in the questionnaire: Q31, Q32, Q33, Q34, Q45, Q36, Q37, Q38, Q39, Q310. Cronbach's alpha was computed the results are presented in Table 3.2.

**Table 3.2: Item-Total statistics and Cronbach's alpha for ascribed roles of SMCs**

**Item-Total Statistics**

	Scale mean if item deleted	Scale variance if item deleted	Corrected item-Total correlation	Squared multiple correlation	Cronbach's alpha if item deleted
Approving school development plans	33.45	31.281	.354	.508	.682
Approving school budgets	33.11	34.103	.347	.511	.685
Monitoring school expenditures	33.24	33.700	.361	.411	.683
Participating in procurement of school equipment	34.43	33.110	.188	.279	.717
Construction of school infrastructure	34.27	30.010	.461	.466	.662
Monitoring the way the school resources are utilised	33.53	31.725	.438	.287	.669
Mobilisation of funds to complement government budgets in schools	33.84	32.828	.266	.320	.698
Ensuring that school heads account for the funds allocated to schools	33.91	28.654	.570	.568	.640

Monitoring head teacher, teacher and pupil attendance in schools	33.68	30.347	.455	.427	.663
Participating in general management of the school	33.29	33.725	.251	.349	.698

**Reliability Statistics**

Cronbach's alpha	Cronbach's alpha based on standardised items	No. of items
.703	.712	10

Table 3.2 shows that all items were retained since the deleting of any variable could not increase Cronbach's alpha value. Therefore, all the variables were retained and Cronbach's alpha value was 0.703, the questions were found to be reliable and, therefore, there was internal consistency of the questions that measured the variable ascribed roles of SMCs in monitoring the implementation UPE.

**Item-Total statistics and Cronbach's alpha for variable SMCs perceptions in monitoring the implementation of UPE**

This variable had the following items in the questionnaire: Q41,Q42,Q43,Q44,Q45,Q56,Q47,Q48,Q49,Q410,Q411. Cronbach's alpha was computed and presented in Table 3.3.

**Table 3.3: Item-Total statistics and Cronbach's alpha for variable UPE implementation**

**Item-Total Statistics**

	Scale mean if item deleted	Scale variance if item deleted	Corrected item-Total correlation	Squared multiple correlation	Cronbach's alpha if item deleted
An activity for efficient management of UPE in schools	38.10	44.810	.424	.371	.791
Creation of sense of ownership of the schools	37.94	43.301	.588	.510	.778
Voluntary work with no reward from the government	37.97	45.357	.329	.253	.799
An activity that promotes transparency	38.59	41.465	.483	.679	.785
An activity that promotes accountability	38.60	41.379	.502	.728	.783

Technical that requires members to have knowledge and skills for it	38.55	42.524	.418	.311	.792
Having the capacity to monitor capitation grant from the central government	38.62	42.489	.443	.316	.789
Having the capacity to monitor school activities	38.31	40.912	.592	.456	.773
Having the capacity to take corrective action based on monitoring reports	38.58	42.330	.447	.286	.789
An activity that takes corrective action	38.45	43.155	.439	.344	.789
As an activity that ensures efficient resource utilisation in schools	38.35	42.610	.457	.415	.787

**Reliability Statistics**

Cronbach's alpha	Cronbach's alpha based on standardised items	No. of items
.803	.807	11

Table 3.3 shows that all items were retained since the deleting of any variable could not increase Cronbach's alpha value. Therefore, all the variables were retained and Cronbach's alpha value was 0.803, the questions were found to be reliable and, therefore, there was internal consistency of the questions that measured the variable MCs perception in monitoring the implementation UPE.

**Item-Total statistics and Cronbach's alpha for variable SMCs' experiences in implementing the monitoring framework**

This variable had the following items in the questionnaire: Q51, Q52, Q53, Q54, Q55, Q56, Q57, Q58, Q59, Q510. Cronbach's alpha was computed and presented in Table 3.4.

**Table 3.4: Item-Total statistics and Cronbach's alpha for SMCs' experiences in implementing the monitoring framework**

Item-Total Statistics					
	Scale mean if item deleted	Scale variance if item deleted	Corrected item-Total correlation	Squared multiple correlation	Cronbach's alpha if item deleted
There is a user-friendly monitoring framework designed by MoES that guides UPE monitoring in primary schools	27.96	68.356	.641	.603	.867

Monitoring framework has clear objectives of what to monitor	28.08	65.867	.797	.794	.855
Monitoring framework has clear monitoring indicators	28.18	65.684	.755	.793	.858
Monitoring is done for corrective action	28.30	67.245	.698	.663	.862
SMCs' training in their role of monitoring is sufficient to enable them to effect their duties	28.68	67.147	.630	.466	.867
SMCs have mandate to effectively implement the monitoring framework	28.35	64.842	.743	.689	.858
SMCs have knowledge and skills in utilisation of monitoring framework for effective implementation of UPE	28.48	67.873	.679	.616	.864
There is teamwork by SMC members that promotes effective monitoring of school activities	28.10	70.157	.526	.461	.875
Monitoring framework in place ensures transparency in the way schools are run	27.56	74.291	.358	.445	.886
Monitoring framework in place ensures clear accountability in the way schools resources are used	27.74	74.763	.297	.405	.892

**Reliability Statistics**

<b>Cronbach's alpha</b>	<b>Cronbach's alpha based on standardised items</b>	<b>No. of items</b>
.881	.881	10

Table 3.4 shows that all items were retained since the deleting of any variable could not increase Cronbach's alpha value. Therefore, all the variables were retained and Cronbach's alpha value was 0.881, the questions were found to be reliable and, therefore, there was internal consistency of the questions that measured the variable SMCs' experiences in implementing the monitoring framework.

**Item-Total statistics and Cronbach's alpha for variable challenges SMCs experience in monitoring the implantation of UPE**

This variable had the following items in the questionnaire: Q61,Q62,Q63,Q64,Q65,Q66,Q67,Q68,Q69,Q10,Q611. Cronbach's alpha was computed and presented in Table 3.5.

**Table 3.5: Challenges SMCs experience in monitoring the implementation of UPE**

<b>Item-Total Statistics</b>					
	<b>Scale mean if item deleted</b>	<b>Scale variance if item deleted</b>	<b>Corrected item-Total correlation</b>	<b>Squared multiple correlation</b>	<b>Cronbach's alpha if item deleted</b>
SMC members lack knowledge and skills to do their monitoring work	37.10	88.726	.377	.289	.821
There is poor working relationship between head teachers and SMCs	37.61	87.818	.474	.460	.814
Members of SMC lack expertise in the area of financial management	36.86	89.845	.327	.239	.824
Members of SMC are not familiar with the way school resources are utilised and managed	37.15	84.379	.567	.378	.807
Decision-making in monitoring is not done collectively	37.19	86.870	.498	.400	.812
SMCs work with head teachers that lack financial management skills	37.17	87.551	.393	.377	.820
There is always shortage of instructional materials in schools even when they are budgeted for	36.77	85.336	.458	.395	.815
There are influential members of the committee who make decisions on behalf of others	36.71	83.072	.569	.437	.806
SMCs do not meet regularly to monitor how school activities are run	36.64	82.760	.528	.505	.810
There is conflict between PTAs and SMCs in effecting the monitoring roles of school activities	37.53	88.736	.412	.349	.818
There is lack of teamwork among members of SMCs due to diverse interests	37.15	86.126	.454	.297	.815
SMCs do not know how schools are run due to lack of knowledge and skills	36.80	84.371	.534	.481	.809
SMCs lack the mandate to take corrective actions in schools	36.57	85.658	.494	.487	.812

**Reliability Statistics**

Cronbach's alpha	Cronbach's alpha based on standardised items	No. of items
.826	.826	13

Table 3.5 shows that all items were retained since the deleting of any variable could not increase Cronbach's alpha value. Therefore, all the variables were retained and Cronbach's alpha value was 0.826, the questions were found to be reliable and, therefore, there was internal consistency of the questions that measured the variable challenges SMCs' experiences in monitoring the implementation of UPE.

### Item-Total statistics and Cronbach's alpha for variable how SMCs address the challenges faced in the implementation of UPE

This variable had the following items in the questionnaire: Q71, Q72, Q73, Q74, Q75, Q76, Q77, and Q78. Cronbach's alpha was computed and presented in Table 3.6.

**Table 3.6: How SMCs address the challenges faced in the implementation of UPE**

Item-Total Statistics					
	Scale mean if item deleted	Scale variance if item deleted	Corrected item-Total correlation	Squared multiple correlation	Cronbach's alpha if item deleted
SMCs address their challenges by applying the UPE policy instruments that give them mandate to do their duties in schools	19.07	50.510	.411	.294	.885
SMCs work as a team as a result of getting training in team-building	19.28	45.194	.681	.541	.859
As a result of experience gained, SMC members have mastered their roles	19.08	46.372	.638	.489	.863
Clear roles and responsibilities of both PTAs and SMCs are spelt out	19.32	43.905	.747	.632	.852
SMCs are supported by District Chief Administrative Officers in effecting their mandate	19.69	42.428	.820	.810	.843
SMCs are supported by District Inspector of Schools in effecting their mandate	19.73	42.600	.784	.803	.847
SMCs have full support of MoES in undertaking their roles and responsibilities	19.61	43.397	.713	.644	.855
SMCs get regular training in financial management	20.47	52.862	.306	.144	.892

**Reliability Statistics**

Cronbach's alpha	Cronbach's alpha based on standardised items	No. of items
.878	.872	8

Table 3.6 shows that all items were retained since the deleting of any variable could not increase Cronbach's alpha value. Therefore, all the variables were retained and Cronbach's alpha value was 0.878, the questions were found to be reliable and, therefore, there was internal consistency of the questions that measured the variable how SMCs address the challenges experienced in monitoring the implementation of UPE.

Variable	Cronbach's alpha	No. of items
UPE implementation	0.706	11
Ascribed roles of SMCs	0.703	10
SMCs perceptions of UPE implementation	0.803	11
SMCs experience in implementation of monitoring framework for UPE	0.881	10
Challenges SMCs face in monitoring the implementation of UPE	0.826	13
How SMCs address challenges in UPE implementation	0.878	08
Overall responses on a questionnaire	0.859	63

Table 3.6 shows that Cronbach's alpha for each variable was above r 0.7, showing the internal consistency of how items measured the same variable. Looking at the overall alpha value of the all the items in the questionnaire of 0.878, the conclusion is drawn that the internal consistency of the questions was achieved and, therefore, the questionnaire was taken to produce findings that were deemed reliable.

### **3.8.2 Validity**

Validity is the extent to which a measuring instrument measures what it is designed to measure, i.e. the degree to which data collection and analysis address the research question (Thatcher, 2010). Cohen *et al.* (2008) observe that the success of any research greatly depends on validity. If a piece of research is invalid, then it is worthless. Therefore, according to McMillan and Schumacher (2010), validity is taken to be the truthfulness of the study findings.

The validity of an instrument can be viewed in three ways: face and content validity; concurrent or predictive validity; and construct validity (Kumar, 1996). Face validity refers to the conclusion made of the instrument in respect of the logical linkage between the questions asked



in the research instrument and the objectives of the research in question. Concurrent validity refers to the degree to which one instrument compares with another when they are concurrently administered. Predictive validity, in contrast, refers to the extent to which an instrument can easily predict or forecast the outcome of a study. Construct validity aims at ascertaining the contribution which each construct makes to the total variance observed in the phenomenon.

In the current study, face validity was conducted. Face validity was established with the help of the SMC peer review group totalling 35 in number. They were asked to review the items in the questionnaire and assess the extent to which they reflected the meaning they were expected to measure. This process was followed by rewording some statements that were identified as inaccurate. Validity was also enhanced in this study by a thorough examination of the questionnaire (McMillan & Schumacher, 2008). With the assistance of the supervisors, items which were identified as inaccurate were eliminated from the questionnaire.

Principal component analysis (PCA) is a type of factor analysis used to explore the possibility of a factor structure underlying the variables (Brace, Kemp & Snelgar, 2006). Manning and Munro (2006) state that PCA is vital in measuring the validity of variables. In the context of quantitative research, validity is simply defined as the extent to which an instrument measures what it is designed to measure and measures it accurately (Manning & Munro, 2006; Wiersma & Jurs, 2005; Pallant, 2005; Best & Kahn, 1998). The higher the component loadings, the more vital a variable is to the component and the more valid a variable is. The results of data analysis show that the factor loadings ranged from .704 to .912. The Kaiser-Meyer-Olkin (KMO) of sampling adequacy was .784 with Barlett's test of sphericity  $p = .000$ , indicating a good factorability (Brace, Kemp & Snelgar, 2006).

### **3.9 Trustworthiness of Qualitative Data**

In the process of getting the answers to the questions, personal biases were minimised by using various research instruments from a representative sample. Personal opinions in data collection and analysis were reduced by trying to be neutral. This is because where personal interest arose the researcher tried to avoid it as much as possible as long as it was not backed by evidence. To ensure reliability in qualitative data, examination of trustworthiness is critical (Golafshani, 2003). Relative to this study, trustworthiness incorporated values like integrity and honesty. This was achieved by upholding ethical research standards.

Validation of data was the last stage of the data collection process, viewed by Golafshani (2003) in qualitative research as being linked to credibility as well as trustworthiness. Credibility was ensured by staying longer at sites to verify the data collected, then enhanced by the provision of in-depth descriptions of data to enable readers to make their own interpretations. A detailed description of the researcher's interaction with participants in the field, including the challenges encountered and how these were dealt with, also enhanced the trustworthiness of the study. Prolonged engagement in the field as well as member checking ensured trustworthiness in the case of interviews (Creswell, 2008). Validation of data is expected to involve participants and in this study the participants were asked to confirm critical responses, with all but one accepting that the data had been captured accurately, leading to necessary changes being effected. Member checking made it possible for participants to correct factual errors in the interviews and to provide further information on issues they had raised (Cohen *et al.*, 2008). An analytical approach was used to triangulate the interview and observation data. The researcher used audio-tapes if participants agreed and these played an important role in enhancing the credibility and trustworthiness of the collected data. Playing the audio-tapes several times enabled the capture of very fine details about the feelings and views of participants. The researcher constantly referred to verbatim utterances of the participants, thus providing primary data which every reader could use to assess the accuracy of the conclusions reached. Trustworthiness and the credibility of the study depended on its truth value, consistency and transferability. The use of the mixed methods approach provided a deep level of triangulation and a pilot study that ensured that the findings were credible.

### **3.10 Ethical Considerations**

For ethical reasons, the researcher sought permission and an ethical clearance letter from the University of Pretoria. The researcher went further to obtain an ethical clearance letter from Uganda National Council of Science and Technology (UNSCT), which is the body mandated to issue ethical clearance letters in Uganda. To go to the study area, the researcher secured an introductory letter from the Chief Administrative Officer (CAO) of the district that introduced him to the schools where the data would be collected from. To build trust and confidence building in the respondents, all the rights and the dignity of the study participants were observed. In line with suggestions by Sekaran (2003) and Mabry (2008), there was informed consent and voluntary participation by participants. The respondents were informed that participation was voluntary and that they had the right to withdraw from the study at any time. Also, the

participants were informed of the possible benefits and risks associated with participation in the study and all information given to the researcher was considered to be confidential.

Ethical issues are important in any kind of research to ensure good conduct and the respect of participants and respondents (Goddard, 2010). According to Mertens (2009), substantial discussions about ethical issues in mixed methods research have arisen, with arguments that such issues are more complex than in either quantitative or qualitative research carried out in a single manner. The mixed method research site is thus considered as a multiple, interpretive theatre where complex and multiple points of ethical considerations manifest themselves. The sampling process in this study became an ethical matter where the researcher faced the danger of grouping all SMCs together in a general category. Creswell (2012) argues against this practice since it may result in the researcher stereotyping all participants. Another ethical danger of similar magnitude was the possibility of marginalising a number of SMC members from the sample. By making use of both random and purposive sampling, both general grouping and marginalisation were minimised. There was need to protect the welfare and dignity of the SMC members involved in the study, so ethical guidelines were taken into consideration in the planning and implementation stages of the study. The permission to carry out this study that the researcher sought from the University of Pretoria and from the UNSCT in his own country by applying for ethical clearance, which was granted, gave the researcher the liberty to collect data.

In the ethical clearance application, the researcher made an undertaking to respect the rights of the respondents and participants and the document remained the guiding principle in this respect during the research process. The researcher informed the participants of their rights to participate and that they would remain anonymous (Creswell, 2007). The participants were made aware that they could withdraw from the process at any stage of engagement. However, it was encouraging to note that none of the participants or informants withdrew as they felt that the research was important for the improvement of their own practices. The consent form used contained information that made it possible for the respondents to seek clarity regarding the research purpose as well as question items. It contained the names and addresses of the supervisors as well as their email addresses. This made it possible for the respondents to find out more information and even inform the supervisors on possible unethical practices by the researcher. The consent form also contained the email address, the physical address as well as the cell phone numbers of the researcher. It was possible, therefore, for the respondents to seek clarity with the researcher and to track the researcher where there was need. Although the consent form and the

questionnaire were attached to each other, they were separated as soon as they were completed in order to ensure anonymity of responses. Questionnaires did not have a section for names or any information that could lead to the identification of the members involved in the study. Whilst some of the respondents and participants did not sign the questionnaire, I encouraged them to do so even if they were willing to assist without filling in the forms. The coding system of the questionnaire, such as Q1 and Q24, also ensured anonymity.

McMillan and Schumacher (2010) advise that informed consent should be achieved by giving participants all relevant information about the research. In this regard, consent forms were used to obtain the consent of participants. All the participants were adults and they signed the forms of their own volition after understanding the content of the consent form.

A number of respondents and participants simply asked for the permission letter from the district CAO and a small number of respondents asked for the permission letter from the UNCST. In the ethical clearance application, the researcher made an undertaking to respect the rights of the respondents and participants and the document remained the guiding principle. In this regard, any potential risks associated with participation in the study were explained with the intention of avoiding any harm that was likely to happen to the participants. The researcher also made an effort to respect the respondents' opinions and to maintain confidentiality, for instance, by conducting interviews privately in their offices, homes or any other private place that was deemed convenient by the respondent and by the researcher. The researcher was honest with the respondents and participants by telling them that the study was a personal doctoral study that could, however, unlock critical issues related to their own operations and practices. The researcher was also honest in telling the respondents that the data gathering process was not going to disturb their daily work or family commitments and on four occasions the researcher had to reschedule interviews after the informants were found to be committed to other activities.

Care was taken to avoid psychological harm by not forcing the participants to respond to issues about which they had some reservations, especially where personal challenges in their monitoring and management roles in their schools could come in. The facial expressions of the informants were monitored and every time distress was detected, the subject under discussion was stopped.

At school level, permission was requested from the head teachers before the interview or questionnaire was administered (Cohen *et al.*, 2008). The respondents signed consent forms just before the completion of the questionnaire and the execution of the interview. No minor children were used for this study as the SMC members in all the schools selected were mature people who personally decided to participate in the study. Those who sought to discontinue after initially agreeing to participate were allowed to do so. Deceit of participants was not used in this study and permission for the participants to participate in the second phase of the study was explained and sought before the first phase of quantitative data collection. The respondents were not coerced into completing the questionnaire but the researcher explained and encouraged them to complete it on their own because the questionnaire was found to be an intrusion into the activities of the respondents and an encroachment on their time. Deceptive practices were not used in this study. The study involved real issues concerning the roles of SMCs in the management of schools. Deception was thus unnecessary, impossible and unacceptable.

Ethical issues were also given special attention during data presentation and analysis where the researcher sought statistical skills from a colleague in order to avoid applying statistical measures inappropriately in pursuit of favourable outcomes. It was, therefore, ensured that the findings were presented objectively and without deception (Kombo & Tromp, 2009). The boundaries of the study were thus clearly delineated in order to allow other researchers to find out more about the research problem.

### **3.11 Data Analysis Procedures**

#### **3.11.1 Quantitative data**

The survey data was analysed first by producing and examining frequency tables and descriptive statistics tables that included percentages, means and standard deviations for the purpose of identifying general patterns in the participants' answers. The frequency tables included the percentage distribution of responses across five different items based on a five-point Likert scale. The descriptive statistics tables, on the other hand, showed the number of responses, means and standard deviations across the items listed in the frequency distribution tables.

The analysis was further done using inferential statistics by the t-test, which is a statistical technique used to test the hypothesis between two variables which are already tested and have passed the normality test. Correlation analysis using the Pearson-product moment index was

used to determine whether there was a correlation between the ascribed roles of SMCs in monitoring the implementation of UPE and UPE implementation. Pearson-product moment index was also used to test the correlation between SMCs' experiences in the implementation of the monitoring framework for UPE and UPE implementation. The Pearson-product moment index was used because the variables were normally distributed. The study went further and ran a correlation between SMCs' perception of their monitoring role and UPE implementation, as well as analysing the correlation between how SMCs manage the challenges faced in monitoring the implementation of UPE and UPE implementation using Spearman's rank correlation. Spearman's rank correlation was chosen because the variables of SMCs challenges faced in monitoring the implementation of UPE and how SMCs managed the challenges faced in monitoring the implementation were found not to be normally distributed and, therefore, Spearman's rank correlation which is a non-parametric test was deemed appropriate.

### **3.11.2 Qualitative data**

In this study qualitative data was collected using structured interviews. After data collection, the next important step was analysis, to give the whole research project its worthiness, order and meaning. For the qualitative phase, data analysis was done as soon as data collection began. Analysing data as soon as it was collected enabled the researcher to be guided on issues to seek further detail and clarity. It was also possible to quickly identify gaps during the process of data collection and questions to fill in such gaps. Carrying out both data collection and analysis at the same time in the qualitative phase enabled the researcher to remain focused in his study. Continuous reflection of data as a result of adjustments produced finer details of instructional activities in the district. Alshenqueeti (2014) notes that data analysis can be done through coding, which is done to generate useful data units, followed by classifying the units with the intention of condensing the amount of data generated. In this study, the data collected from SMCs was transcribed first, then coded to get the meaning out of the data and then themes were generated following the way in which ideas were emerging from the coded data and in line with the study research questions. This was in line with the suggestions of Creswell (2007) and Miles and Hubert (1984) that qualitative data analysis can be done through transcribing, coding the data and then creating themes. In this study, codes and themes were developed from reading and re-reading the responses to ensure that the correct meaning was generated from the study. The researcher studied the transcribed data and meanings were generated through classification and categorisation, which involved grouping the same responses together and ordering units of

meanings by forming themes and sub-themes. Then analysis was done theme by theme according to the study objectives where direct quotations were presented, from where the meanings to the data were derived and conclusions made.

### **3.12 Summary of the Chapter**

This chapter discussed the research approach, research design and methodology. Specifically, the chapter described the philosophy that guided the study as well as the research approach and research design. The chapter also described the research site where data was collected from and how the sample was selected. The discussion has shown that the mixed methods approach was used in the study because the research question required both quantitative and qualitative information. Data collection methods that include questionnaire surveys and interviews were discussed in terms of their strengths and challenges in gathering data pertaining to the roles played by SMCs in monitoring the implementation of UPE. The chapter also justified the use of the sequential explanatory mixed methods design and the sampling procedures. Issues of validity and reliability in the case of the quantitative phase, trustworthiness and credibility of the qualitative phase as well as ethical considerations closed the chapter. Presentation and analysis techniques and measures to ensure ethics, reliability, validity and credibility were examined. The next chapter presents the procedures for quantitative and qualitative data analysis.

## **CHAPTER FOUR**

### **PROCEDURES FOR QUANTITATIVE AND QUALITATIVE DATA ANALYSIS**

#### **4.1 Introduction**

This chapter is a presentation of the procedure for quantitative and qualitative analysis. It is divided into five major sections. The first section begins with the response rate and a brief review of the statistical approaches used in the quantitative data analysis of the study, with an emphasis on the reasons for choosing the particular statistical techniques. The second section describes the demographic results of the empirical survey, covering the location of the school in which the respondents were members, the positions occupied by the SMC members, the number of years a committee member had spent being a member and to whom a SMC is representing in the committee, and the data cleaning process. The third section of the chapter provides the process used in handling the qualitative data and the methods used in the analysis. The last section is a conclusion, giving the summary of the chapter.

#### **4.2 Procedure for Quantitative Data Analysis**

##### **4.2.1 Response rate**

A total of 96 questionnaires were administered by the researcher himself to the targeted respondents and the response rate was 100%. In addition, all the collected data in the questionnaires was used in the analysis.

#### **4.3 Demographics of the Sample**

##### **4.3.1 School location**

In the data collection, participants were classified as: typical urban; typical suburban; better urban; typical rural; typical sub-rural; and better rural. However, in the analysis, typical urban, better suburban and better urban were found to have the same features and were grouped as urban; while typical rural, typical sub-rural and better rural were grouped as rural schools. The school locations of the respondents were coded using a nominal scale and the elicited responses are presented in Table 4.1.



**Table 4.1: Respondents' school location**

	Frequency	Per cent	Valid per cent	Cumulative per cent
Urban	49	51.0	51.0	51.0
Rural	47	49.0	49.0	100.0
Total	96	100.0	100.0	

Table 4. shows that the majority of the respondents were members of urban schools, at 51%, and a smaller number were members of rural schools, at 49%. This analysis was deemed necessary to give a picture of the location of schools where the participants in the study were selected from. The inclusion of both urban and rural schools was deemed necessary to bring about a clear understanding of the research problem under study.

#### **4.3.2 Positions held by SMCs in their respective schools**

The respondents revealed the positions they hold on the SMCs, which are presented in Table 4.2.

**Table 4.2: Positions occupied by members of SMCs**

	Frequency	Per cent	Valid per cent	Cumulative per cent
Member	63	65.6	65.6	65.6
Chairperson	20	20.8	20.8	86.5
Deputy chairperson	9	9.4	9.4	95.8
Treasurer	4	4.2	4.2	100.0
Total	96	100.0	100.0	

Table 4.2 shows that the majority of the respondents (65.6%) were members of the SMCs, 20.8% were members of the SMCs as chairpersons, 9.4% were deputy chairpersons and 4.2% were treasurers on the SMCs. This presentation was deemed necessary to give a clear understanding of the nature of the participants in the study in an effort to get answers to the research problem.

#### **4.3.3 Number of years a respondent had spent being a member of SMC**

The respondents revealed the number of years they had spent as members of SMCs. The elicited responses are presented in Table 4.3.

**Table 4.3: Number of years a respondent had spent as a member of SMC**

	Frequency	Per cent	Valid per cent	Cumulative per cent
Less than 1 year	3	3.1	3.1	3.1
1-3 years	49	51.0	51.0	54.2
4-6 years	27	28.1	28.1	82.3
7-9 years	7	7.3	7.3	89.6
10-12 years	5	5.2	5.2	94.8
Above 12 years	5	5.2	5.2	100.0
Total	96	100.0	100.0	

Most of the respondents had spent 1-3 years, at 51.0%, followed by those who had spent 4-6 years, at 28.1%, followed by those who had spent between 7-9 years, at 7.3%, and the smallest number had spent less than a year, at 3.1%. This analysis was deemed necessary to give a clear picture of the respondents' level of understanding of the subject matter under investigation. This had a bearing on the valid data collected in answering the research problem. Since the majority of the participants were members of SMCs for more than one year, the researcher believed that they gave reliable answers since they were deemed to be conversant with the way schools are managed.

#### **4.4 Data Cleaning Exercise**

There was need to clean the data before the actual data analysis is made. This was done to ensure that the research guard against using inaccurate data in the analysis. The data cleaning exercise was done using three analyses that include: the missing values analysis, a test of univariate outliers, and the normality test.

##### **4.4.1 Missing value analysis**

Missing values in the collected research instruments and in the entered database that are identified after data entry in computer software present a challenge because they affect the sample size, leading to loss of data in the analysis. Missing values may also be an indicator that the study data is biased. Values in any data set can be missing either randomly or non-randomly.

Random missing values may occur owing to the fact that the respondent unintentionally did not respond to an item in the survey questionnaire. On the other hand, non-random missing values are found in surveys that collect data on sensitive issues and where some respondents deliberately do not respond on specific survey items.

Missing values can be cleaned up using SPSS computer software that is used for data analysis in three different ways:

1) **Listwise deletion**: This is where SPSS excludes subjects with missing values in relation to the variable(s) from analysis. However, this option has a disadvantage in that some data tends to be lost as the programme removes all the data on those subjects with missing values.

2) **Pairwise deletion**. This is where the SPSS program removes missing values from the analysis. Pairwise deletion is advantageous in situations where the sample size is small, and where the number of missing values is high.

3) **Imputation**. This is where the SPSS program replaces the missing values by computing the mean and the missing value is replaced by the mean score of the value or regression substitution where regression analysis replaces the missing values with the mean score of the variable, whereas in the latter, regression analysis is used to replace the missing values.

It is important to note that all missing values need to be worked upon as part of data cleaning. However, in the current study, there were no missing values in the data that was collected. This was due to the fact that the survey instrument was administered by the researcher himself.

#### **4.4.2 Test of normality of data**

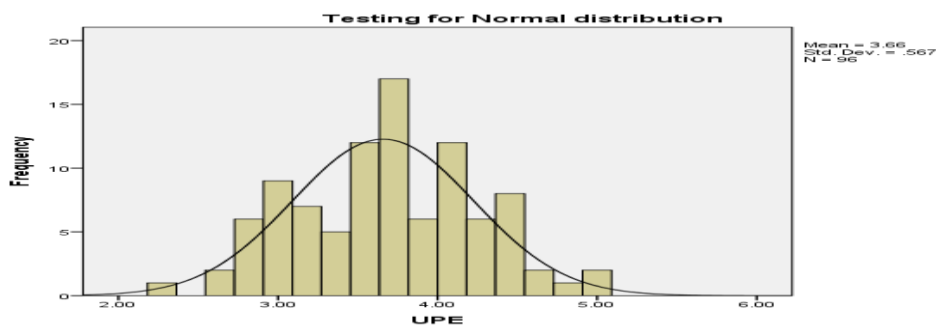
It is necessary to test for the normality of any data before analysis takes place since in statistics it is vital to assume that observations are normal (Keya & Imon, 2016). The whole structure of statistics is built on assumptions that if not adhered to the conclusions made may not be reliable. It is imperative to assume that the population where the samples are selected from follow a normal distribution (Keya & Imon, 2016). It is against this background that the researcher deemed it necessary to test the assumptions of the normality test with the intention of determining which appropriate statistical techniques to use.

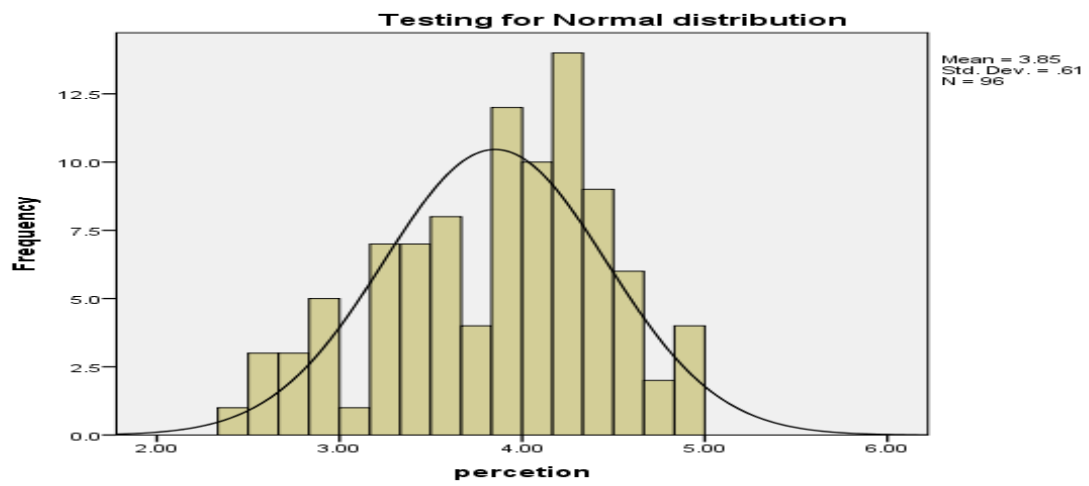
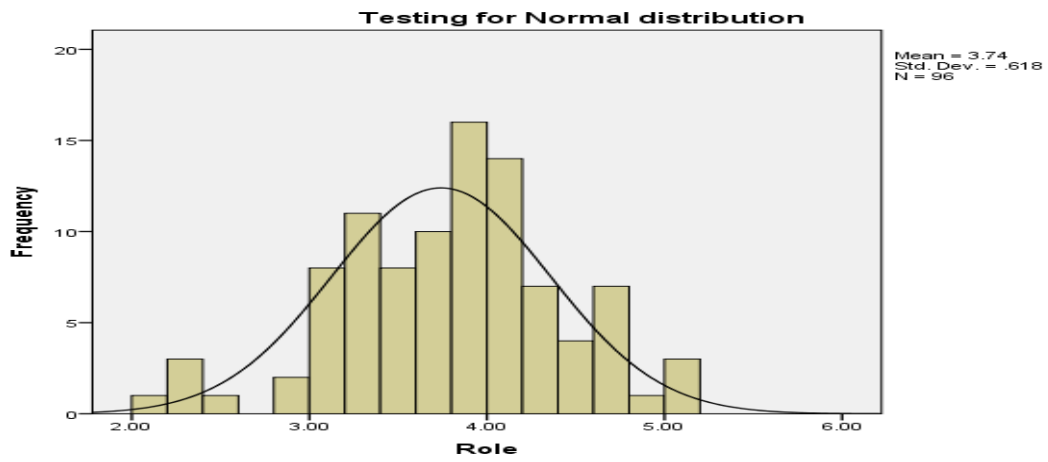
A normal distribution can be defined as a symmetric bell-shaped curve, which is defined by the mean and the variance. Violating such an assumption significantly may lead to a type I or type II error being committed, based on the type of analysis conducted (Mecceri, 1989; Osborne, 2002). It is against this background that the researcher deemed it necessary to test the normality assumption before the analysis was done

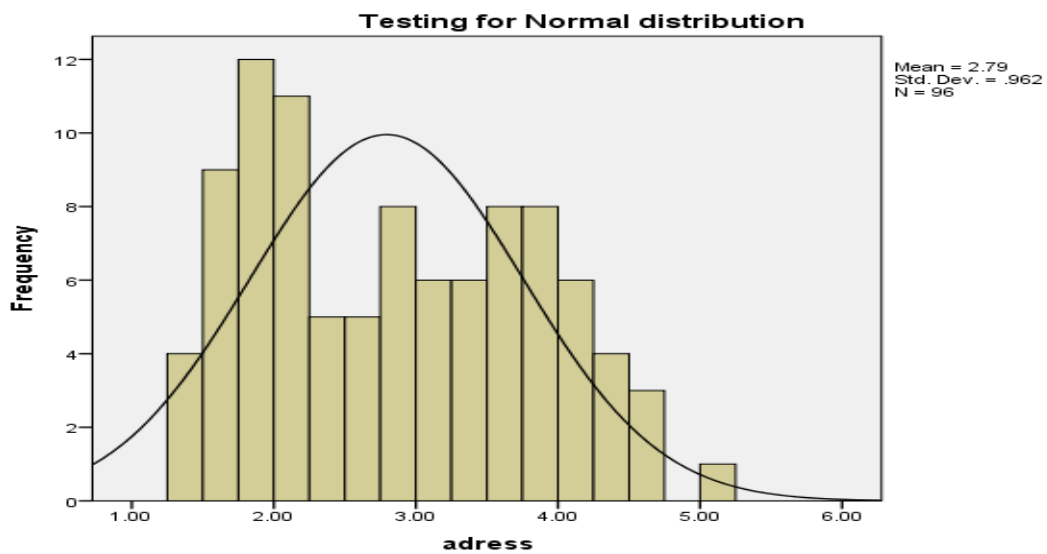
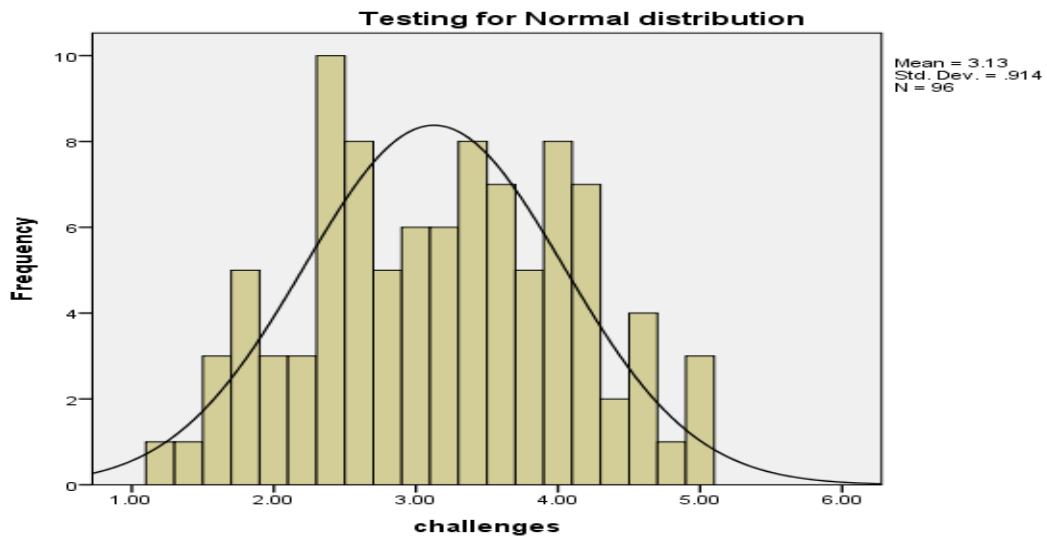
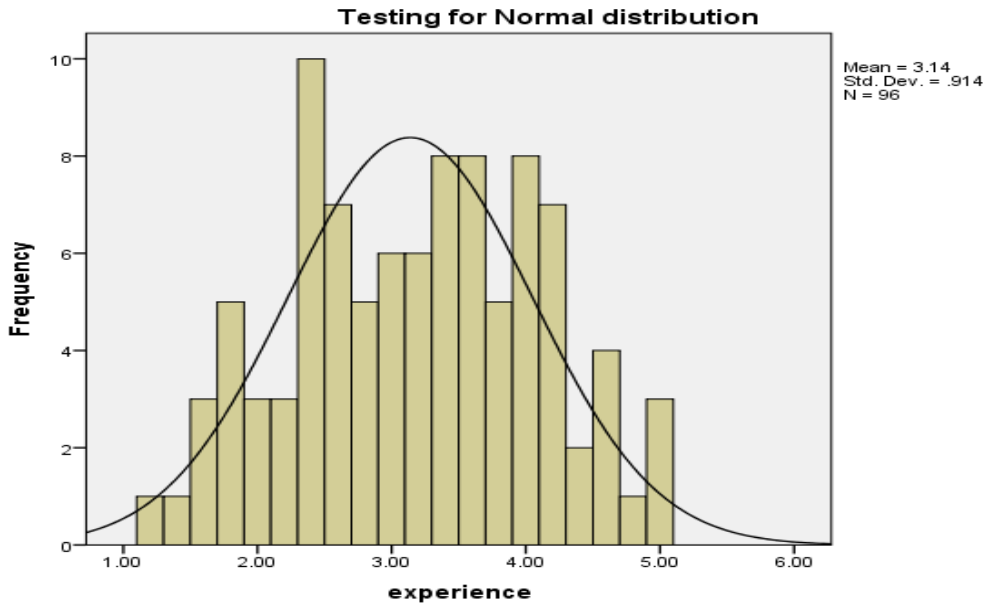
Normality can be tested using visual methods that involve the use of a histogram with the bell-shaped curve, per cent-per cent (P-P) plots, quantile-quantile (Q-Q) plots, box plots, and stem-and-leaf plots. The searcher used a histogram with a bell-shaped curve because he deemed it easier to view and analyse.

Since the collected data using the Likert scale was aggregated and handled as interval data, there was need to test for the normality of data with the intention of determining which statistical techniques were appropriate to use for the analysis. Carifio and Perla (2008) found empirical evidence that supports the view that Likert scale data can be summed up to conduct parametric tests. This view was in agreement with that of Pell (2005), who found out that parametric tests can be conducted on averaged scores of the Likert scale. Therefore, in line this, the study variables were aggregated based on the themes of the study derived from the research questions as: UPE implementation (UPE); the roles ascribed by SMCs in monitoring the implementation of UPE (role); perceptions of SMCs about the implementation of UPE (perception); experiences gained in implementing the monitoring framework (experience); the challenges faced by SMCs in the implementation of UPE (challenges); how SMCs address the challenges faced in UPE implementation (address).

**Figure 4.1: Testing for normality of the study variables using a histogram**







Looking at the histograms above, one can conclude that UPE implementation, the roles ascribed by SMCs, the perceptions of SMCs about the implementation of UPE, the experiences gained by SMCs in implementing the monitoring framework, and the challenges faced by SMCs in the implementation of UPE approximately follow a normal distribution, except how SMCs address the challenges in UPE implementation, which fails the test, as it tends to be positively skewed. However, testing normality using the visual method tends to be inconclusive as it tends to be subjective and, as such, the use of more objective statistical techniques is recommended.

A number of normality tests are used by researchers, depending on the convenience of the technique and these include: the Shapiro-Wilk (SW) test, the Kolmogorov-Smirnov (KS) test, the Anderson-Darling (AD) test and the Lilliefors (LF) test (Razali & War, 2011). Of the mentioned tests for normality, Shapiro-Wilk has a better power property and, therefore, produces better results compared to other tests (Keya & Rahmatullar, 2016). Tode (2002) asserts that power is the ability to find out whether a sample comes from a normal distribution or not. It is against this background that the researcher selected the Shapiro-Wilk (S-W) test as the normality test to give objective results. The results of the test, using SPSS Version 20 are presented in Table 4.4.

**Table 4.4: Results of the Shapiro-Wilk (S-W) test of normality of data**

No.	Composite variable	Statistic	Significance	Remarks
1	UPE implementation	0.988	0.51	Insignificant
2	SMCs' experience	0.982	0.21	Insignificant
3	Ascribed role of SMCs	0.981	0.18	Insignificant
4	SMCs' perception	0.974	0.05	Significant
5	Challenges faced by SMCs	0.982	0.20	Insignificant
6	How challenges are addressed	0.944	0.00	Significant

According to the Shapiro-Wilk test, the null hypothesis that the data set was normally distributed was tested. The test was done at the alpha level of significance 0.05 with 0.95 level of confidence. The rule for accepting and rejecting the null hypothesis was set using the significance (p-value). The hypothesis can be rejected if the p-value is less than 0.05 (meaning it is significant). If the p-value is greater than 0.05 (meaning it is not significant), the null hypothesis cannot be rejected. Table 4.1 shows that the p-value variables were as follows: UPE implementation 0.51; SMCs' experience 0.21; ascribed roles of SMCs 0.18; SMCs' perception

0.05; challenges faced by SMCs 0.2; and how challenges are addressed 0.00. From this analysis, the variables that met the normality assumption were UPE implementation, SMCs' experience, ascribed roles of SMCs and challenges faced by SMCs and, therefore, they were analysed using parametric tests. However, SMCs' perception and how challenges faced are addressed did not meet the assumption of normal distribution since their significance values (p-value) were less than 0.05 and, therefore, could be analysed using non-parametric tests.

#### **4.5 Statistical Approaches Used in Quantitative Data Analysis**

There are basically two broad statistical approaches used by researchers in quantitative data analysis. These are: descriptive and inferential statistics (McMillan & Schumacher, 2001; Salkind, 2004; Creswell, 2005; Spatz, 2005). The descriptive statistics used in this study include: frequency distribution tables, mean and standard deviation. While the inferential statistics used in this study include: the Pearson product moment correlation coefficient, Spearman's rank correlation coefficient, and the t-test. Descriptive statistics are the fundamental way to summarise data and they are a prerequisite for interpreting the results of quantitative research, while inferential statistics are commonly used in reporting results (McMillan & Schumacher, 2001). Similarly, in the context of analysing quantitative data using statistical techniques, Creswell (2005) asserts that descriptive statistics give a summary of single variables in a data set, while inferential statistical techniques are used to analyse the differences and relationships among variables in the data set.

This study collected data using a five-point Likert scale which was taken to be ordinal in analyses as well as interval scales in some other analyses. The Likert scale scores were aggregated and turned into interval scale data. Brown (2011) reveals that Likert data can be handled as interval scale data. Likert scale data that contains mutually inclusive Likert items can be aggregated into a single composite score during the analysis stage (Boone & Boone, 2012; Joshi, *et al.*; 2015).

The following section provides a detailed description of descriptive statistics, which have been used in this study. Under descriptive statistics, this study utilised frequency distribution with percentages, mean and standard deviation. Under inferential statistics, this study utilised parametric tests that included Pearson product moment correlation coefficient and the t-test for



variables that passed the normality test as well as non-parametric tests that included Spearman's rank correlation for variables that did not pass the normality test.

#### **4.6 Procedure for Qualitative Analysis**

As mentioned in Chapter Three of this thesis, it was deemed necessary to carry out interviews with key informants with the intention of supplementing the results attained from the quantitative phase. The interviews were conducted as phase two as mentioned in the design of this thesis since this study adopted the explanatory sequential mixed methods approach. There was need to undertake the qualitative phase, having done phase one of the quantitative approach with the intention of giving a deeper understanding of the subject matter under investigation. Eight interviews with participants from eight selected schools were conducted. The study selected chairpersons of SMCs and, where the chairpersons were not available, the deputy chairpersons were selected. This category of participants were presumed to be knowledgeable about the operations and management of schools and, therefore, were deemed vital for the provision of deeper information that was necessary for the study. Adhering to research ethics involved the observation of confidentiality and anonymity of the participants.

##### **4.6.1 The interview process**

All the interviews were conducted at the homes of the key informants, so that they were at ease when answering the questions. Only one informant was interviewed at a meeting venue where he was attending a meeting. The interview was conducted after the meeting had ended in the office of his colleague to create a calm environment for the interview. The interviews on average lasted two hours. The shortest interview, which lasted for 45 minutes, was conducted with one participant from a rural school owing to the fact that she did not have much to say on each question asked. The interviews were semi-structured, with the researcher asking questions relating to particular variables of the study. Upon getting answers to questions put to participants, the researcher asked additional questions to clarify any responses in the answers provided which required more explanation. All interviews were conducted personally by the researcher. The request for the use of audiotape during the interview with each participant before the start of the interview was granted by all the participants interviewed. A tape recorder was, therefore, used as an instrument to collect data from the participants.

#### **4.6.2 Qualitative data analysis**

In the current study, the data collection and analysis were taking place simultaneously. This method of analysis is different from quantitative analysis where all the data is collected and analysed once. This mode of analysis helped the researcher to connect ideas as they emerging from the data collected. This minimised the loss of meaningful information. Alshenqueeti (2014) notes that data analysis can be done through coding, which is done to generate useful data units, followed by classifying the units, with the intention of condensing the amount of data generated. Codes and themes in this study were developed from the responses of the participants. Then analysis was done theme by theme in accordance with the research questions where direct quotations were presented and meaning attached to the information. In the analysis, deductions were drawn from systems theory that guided the current study as well as the literature reviewed.

#### **4.7 Summary of the Chapter**

Chapter Four discussed the procedure used in both quantitative and qualitative phases. In the quantitative phase, it discussed the behaviour of the data in line with parametric and non-parametric tests and the statistical techniques used in the analysis. The chapter further discussed how key informant interviews were conducted. Emphasis was put on coding and themes formation that helped to arrive at meaningful information that was vital for interpretation in an effort to answer the research questions of the study. Chapter Five presents the quantitative results.

## **CHAPTER FIVE**

### **QUANTITATIVE RESULTS**

#### **5.1 Introduction**

This section provides the results of data analyses and discussions on the basis of the research questions. The section handles the analysis of the implementation of UPE, the roles ascribed by SMCs in monitoring the implementation of UPE, SMCs' experiences in implementing monitoring framework, the challenges that SMCs encounter in monitoring the implementation of UPE and how the challenges are addressed. The section goes ahead to find out whether the location of the school brings about differences in the way the roles are played by SMCs. The section ends with finding out whether there is a relationship between the ascribed roles of SMCs and the implementation of UPE. The presentation ends with the summary of the chapter.

#### **5.2 Analysis Based on Research Questions of the Study**

##### **5.2.1 Implementation of UPE**

In an effort to understand the implementation of UPE, the statements from the questionnaire together with their responses which scored on the five-point Likert scale (strongly agree (SA), agree (A), neutral (N), disagree (D) and strongly disagree (SD)) were presented and analysed using a frequency distribution table with percentages. For simplicity of analysis, in this study 'strongly agree' and 'agree' were aggregated to mean 'agree' and 'strongly disagree' and 'disagree' were aggregated to mean 'disagree'. To make the analysis more explicit, the mean for items was computed to aid the analysis. In this study, a mean of 5.0 means that all participants agreed with the statements put to them and a mean of 1.0 means that all the participants disagreed with the statement put to them; a mean of above 3.0 indicates that the majority of the participants were in agreement on the statements put to them; a mean of below 3.0 indicates the majority of the participants were in disagreement; and a mean of 3.0 indicates that the participants were neutral. The elicited results are presented in Table 5.1.

**Table 5.1: Implementation of UPE**

<b>ID</b>	<b>Item</b>	<b>SA</b>	<b>A</b>	<b>N</b>	<b>D</b>	<b>SD</b>	<b>Mean</b>
Q21	1.My school operates with approved development plan	30.2%	41.70%	5.2%	11.50%	11.50	3.68
Q22	2.My school operates with approved budgets	41.7	47.9%	3.1%	6.2%	1.0%	4.23
Q23	3.My school operates through controlled expenditures	41.7%	45.8%	3.10%	5.2%	4.2%	4.16
Q24	4.My school has well developed infrastructure	7.3%	34.4%	5.2%	38.5%	14.6%	2.81
Q25	5.School assets are purchased through approved procurement procedures	9.4%	29.4%	7.3%	31.2%	22.9%	2.71
Q26	6. My school ensures regular attendance by teachers and pupils	22.9%	46.9%	10.4%	17.7%	2.1%	3.71
Q27	7. My school operates with enough scholastic materials	12.5%	26.0%	7.3%	40.6%	13.5%	2.83
Q28	8.My school ensures increased enrolment	32.3%	52.1%	4.2%	6.2%	5.2%	4.00
Q29	9. My school ensures retention of pupils	25.0%	50.0%	8.3%	14.6%	2.1%	3.81
Q210	10.My school ensures quality basic education	40.6%	46.9%	3.10%	8.3%	1.0%	4.81
Q211	11.My school ensures better academic performance	46.9%	34.4%	5.2%	11.5%	2.1%	4.13

Table 5.1 shows that 71.9% of the respondents agreed that their schools operated with approved development plans (mean=3.68) and 23.0% disagreed that their schools operated with approved development plans, while 5.2% neither agreed nor disagreed. This analysis shows that the majority of the schools operated with development plans, although some were found to operate without them. The analysis further shows that the majority of the schools (89.6%) operated with approved budgets (mean=4.23). The analysis further shows that the majority of the schools (87.5%) operated with controlled expenditures (mean=4.16). In addition, the majority of the participants (53.1%) disagreed that their schools had well developed infrastructure (mean=2.81) and the majority (54.1%) further disagreed that the school assets were purchased through approved procurement procedures (mean=2.71). With regard to ensuring regular attendance, the majority of of the respondents (69.8%) agreed that there was regular attendance by teachers and pupils (mean=3.71). On whether the schools operated with enough scholastic materials, the majority of the participants (53.5%) disagreed that scholastic materials in schools were always enough (mean= 2.83). The majority of the participants (84.4%) further agreed that their schools

ensured increased enrolment (mean=4.0). The majority of the participants (87.5 %) also agreed that they ensured retention of pupils in their schools (mean=3.81). In addition, the majority of the respondents (81.3%) agreed that their schools ensured that there was quality basic education (mean=4.81). The study findings further found that the majority (81.3%) agreed that the schools ensured better academic performance (mean=4.13).

These findings indicate that UPE implementation is built on the Education Act 2009 which requires schools to plan through developing development plans to guide their development agenda, budget and control expenditures and to ensure that schools operate with sufficient scholastic materials. Schools should also ensure that there is increased enrolment and retention, that both teachers and pupils attend, that there is infrastructure development, that expenditures take place on the basis of a procurement process and that schools improve on their academic performance. SMCs were found to be playing a key role in ensuring that UPE schools succeed. However, the findings show that there are enough infrastructural development in schools and that schools normally operate without enough scholastic materials yet these are crucial for the success of UPE.

### 5.2.2 Ascribed roles of SMCs

With regard to understanding the roles played by SMCs in implementing UPE in Uganda, the respondents gave their opinions based on the five-point Likert scale of strongly agree (SA), agree (A), neutral (N), disagree (D) and strongly disagree (SD). The responses for each individual item were presented using a frequency distribution table with percentages and means. The elicited responses are presented in Table 5.2.

**Table 5.2: Ascribed role of SMCs**

ID	Item	SA	A	N	D	SD	Mean
Q31	Approving school development plans	44.8%	35.4%	2.1%	7.3%	10.4%	3.97
Q32	Approving school budgets	46.9%	43.8%	2.1%	7.3%	0.0%	4.30
Q33	Monitoring school expenditures	39.6%	46.9%	6.3%	6.3%	1.0%	4.18
Q34	Participating in the procurement of school equipment	19.8%	25.0%	4.2%	36.5%	14.6%	2.99
Q35	Construction of school infrastructure	14.6%	36.5%	8.3%	30.2%	10.4%	3.15
Q36	Monitoring the way school the school resources are utilised	27.1%	54.2%	4.2%	9.4%	5.2%	3.89

Q37	Mobilisation of funds to complement government grants in schools	21.9%	47.9%	4.2%	7.7%	8.3%	3.57
Q38	Ensuring that school heads account for the funds allocated to their schools	26.0%	36.5%	6.3%	25.05	6.3%	3.51
Q39	Monitoring head teacher, teacher and pupil attendance in schools	33.3%	37.5%	3.1%	21.9%	4.2%	3.74
Q310	Participating in the general management of the school	47.9%	33.3%	5.2%	10.4%	3.1%	4.13

Figure 5.2 shows that the majority (80.2 %) of the participants undertook the role of approving the school development plans (mean=3.97), while also the majority (90.7 %) undertook the role of approving the budgets (mean=4.30), and 86.5% of the participants took monitoring school expenditures as their role (mean=4.18).

On whether SMCs participated in the procurement of school equipment, the majority of the participants (51.1%) disagreed that they participated in procurement (mean=2.99). The analysis further shows that the majority of the participants (51.1%) agreed that they participated in the construction of school infrastructure (mean=3.15). While the majority of the participants (81.3%) agreed that they monitored the way the school resources were utilised (mean=3.89), and the majority of the respondents (69.8%) participated in the mobilisation of funds to complement government grants in schools (mean=3.57). The analysis further shows that the majority of the participants (62.5%) ensured that school heads accounted for the funds allocated to their schools (mean=3.51). The analysis further indicates that the majority of the participants (70.8%) agreed that they participated in monitoring head teacher, teachers and pupils in schools (mean=3.74) . The analysis also indicates that the majority of the participants (83.2%) participated in the general management of the schools (mean=4.13).

This analysis indicates that SMCs undertake various roles according to their given mandate in the Education Act 2008. To make further analysis, the study tried to find out the extent to which all the SMC members understood and executed all the ascribed roles in the schools under their jurisdiction. To make this analysis, the researcher filtered the participants' responses for each item responded to and awarded those who answered 'strongly agree' code 5 and those who answered 'agree' code 4, aggregated the scores and analysed them using percentages, the mean and standard deviation. This is because those who strongly agreed and agreed were taken by this study to mean 'agreed'. The elicited responses are shown in Table 5.3.

**Table 5.3: SMCs that understand and implement all the ascribed roles in their schools**

<b>ID</b>	<b>Item</b>	<b>N</b>	<b>Per cent</b>	<b>Mean</b>	<b>Std</b>
Q31	Approving school development plans	18	18.7	4.50	0.51
Q32	Approving school budgets	18	18.7	4.56	0.51
Q33	Monitoring school expenditures	18	18.7	4.39	0.50
Q34	Participating in the procurement of school equipment	18	18.7	4.39	0.50
Q35	Construction of school infrastructure	18	18.7	4.33	0.48
Q36	Monitoring the way the school resources are utilised	18	18.7	4.50	0.51
Q37	Mobilisation of funds to complement government budgets in schools	18	18.7	4.33	0.48
Q38	Ensuring that school heads account for the funds allocated to schools	18	18.7	4.50	0.51
Q39	Monitoring head teacher, teacher and pupil attendance in schools	18	18.7	4.50	0.51
Q310	Participating in the general management of the school	18	18.7	4.44	0.51

Table 5.3 shows that 18.7% of the participants scored the mean above four that represented those in agreement regarding understanding and executing all the ascribed roles in schools as committee members. This observation shows that the majority (81.3%) of the respondents were found not to be understanding and executing all the ascribed roles as members of the SMCs of their schools.

### **Testing the hypothesis**

The researcher tested the hypothesis that there is no significance on the level of understanding and executing the ascribed roles whether SMC members are in urban schools or rural schools.

In addition, the study tested the hypothesis on whether there was a difference in knowledge and understanding of the roles ascribed by members of SMCs between those who were members of urban SMCs and those who were members of rural SMCs. The test was done using the independent t-test. This test was selected because the variables, the location of the schools and the roles ascribed by SMCs were normally distributed. The elicited responses were presented in Table 5.4.

**Table 5.4: Comparison of ascribed roles of SMCs between urban schools and rural schools**

Role	Levene's test for equality of variances		T-test for equality of means						
	F	Sig.	t	df	Sig. (2-tailed)	Mean difference	Std. error difference	95% confidence interval of the difference	
								Lower	Upper
Equal variances assumed	6.410	.013	-.474	94	.636	-.06010	.12668	-.31162	.19143
Equal variances not assumed			-.471	84.290	.639	-.06010	.12748	-.31359	.19340

Table 5.4 shows that Levine's test for equality of variances with the sig. (p-value) equal to 0.013, which is less than 0.05, the level of significance, we reject the assumption equal variance assumed and consider equal variance not assumed significant value of t.

Since the significant value for t is 0.639, which is greater than 0.05 (sig. value for  $t=0.639 > 0.05$ ), the null hypothesis was accepted. The conclusion is, therefore, that there was no statistical difference between understanding and executing the roles ascribed by SMCs, whether the SMCs were those of urban schools or rural schools. This could be as a result of the types of people selected to join the committees, the orientation they are subjected to and SMCs' manuals that are provided to all the SMC members in both urban and rural schools.

### 5.2.3 Correlation between ascribed roles of SMCs and UPE implementation

SMCs are entrusted by the government to monitor the implementation of UPE by undertaking different roles in schools where they are found. In line with this, the study tried to find out whether their roles have any significant relationship with the effective implementation of UPE in Uganda.

Interpretation of the relationship among variables in the current study was based on the classical "five rules of thumb" proposed by Bartz (1999: 184), who states as follows in relation to correlation coefficient (r):

- 1) between 0 and .20 indicates a *very low correlation*;



- 2) between .20 and .40 indicates a *low correlation*;
- 3) between .40 and .60 indicates a *moderate correlation*;
- 4) between .60 and .80 indicates a *strong correlation*; and
- 5) between .80 and 1.00 indicates a *high correlation*.

The relationship was conducted using the Pearson-product moment index since the two variables – ascribed roles and UPE implementation – were found to be normally distributed. The elicited responses are presented in Table 5.5.

**Table 5.5: Correlation between ascribed roles of SMCs and UPE implementation**

		UPE implementation	Role ascribed by SMCs
UPE implementation	Pearson correlation	1	.639**
	Sig. (2-tailed)		.000
	N	96	96
Roles ascribed by SMCs	Pearson correlation	.639**	1
	Sig. (2-tailed)	.000	
	N	96	96

\*\* . Correlation is significant at the 0.01 level (2-tailed).

Table 5.5 shows a strong positive relationship between the ascribed roles by SMCs and UPE implementation ( $r=0.639$ ,  $p<0.01$ ). This observation shows that there is evidence that SMCs’ roles in schools are vital for UPE implementation. This analysis indicates that if the SMCs understand their roles and execute them in schools over which they have jurisdiction, with other factors held constant, UPE implementation in Uganda is likely to be successfully implemented.

#### **5.2.4. How SMCs perceive their role of monitoring the implementation of UPE**

With regard to understanding the way in which SMCs perceive their roles of monitoring the implementation of UPE, the responses were computed and presented on a frequency distribution table and analysed using percentages. The elicited responses are presented in Table 5.6.

**Table 5.6: SMCs' perceptions of their role of monitoring the implementation of UPE**

Code s	Item	SA	A	N	D	SD
Q41	An activity for the efficient management of UPE in schools	35.40 %	49%	7.30%	7.30%	1.0%
Q42	Creation of sense of ownership of the schools	44.80 %	45.80 %	2.10%	6.20%	1.0%
Q43	Voluntary work with no reward from the government	38.50 49%	38.50 %	2.10%	8.30%	2.10%
Q44	An activity that promotes transparency	44.80 24%	44.80 %	9.40%	12.50 %	9.40%
Q45	An activity that promotes accountability	22.90 %	43.80 %	13.50 %	10.40 %	9.40%
Q46	Technical activity that requires members to have knowledge and skills for it	43.80 26%	43.80 %	7.30%	15.60 %	7.30%
Q47	Having the capacity to monitor capitation grant from the central government	22.90 %	41.70 %	11.50 %	18.80 %	5.20%
Q48	Having the capacity to monitor school activities	34.40 %	42.70 %	3.10%	17.70 %	2.10%
Q49	Having the capacity to take corrective action based on monitoring reports	27.10 %	38.50 %	6.20%	26%	2.10%
Q10	Activity that takes collective action	27.1% %	43.8% %	9.4 %	17.7% %	2.1% %
Q411	An activity that ensures efficient resource utilisation in schools	31.20 %	46.90 %	1.0%	17.70 %	3.10%

Table 5.6 shows that 84.4% of the participants agreed that they perceived the role of monitoring the implementation of UPE as an activity geared towards the efficient management of UPE in schools; 90.6% of the participants perceived it as creation of a sense of ownership of schools; while 87.5% perceived their role as voluntary work with no reward from the central government. In addition, 68.8% of the participants perceived their roles as an activity that promoted transparency in schools; and 66.7% of participants perceived their roles as an activity that promoted accountability. Further, 69.8% of the participants agreed that they perceived the role of monitoring the implementation of UPE as technical, thus requiring members to have knowledge and skills that were lacking among many members of the committees; 64.6% of the respondents agreed that they perceived their role of monitoring the implementation of UPE as having the capacity to monitor capitation grant from the central government. Whereas 77.1% of the respondents perceived their role of monitoring the implementation of UPE in terms of their having the capacity to monitor school activities, 60.6% of respondents agreed that they perceived their role as having the capacity to take corrective action based on monitoring reports. Also, the majority (70.9%) of the participants agreed that they perceived their role of monitoring the implementation of UPE as an activity that ensured efficient resource utilisation in schools.

In addition, the study tried to find out whether all the respondents had the same perception of their roles of monitoring the implementation of UPE. The variables were aggregated by considering the ‘agree’ and ‘strongly agree’ responses on the Likert scale, treated as intervals and analysed using the mean and standard deviation. The responses are presented in Table 5.7.

**Table 5.7: SMCs with similar perceptions of the role of monitoring the implementation of UPE**

Codes	Item	N	Per cent	Mean	Std
Q41	An activity for the efficient management of UPE in schools	21	21.9	4.43	0.51
Q42	Creation of a sense of ownership of the schools	21	21.9	4.52	0.51
Q43	Voluntary work with no reward from the government	21	21.9	4.52	0.51
Q44	An activity that promotes transparency	21	21.9	4.48	0.01
Q45	An activity that promotes accountability	21	21.9	4.48	0.01
Q46	Technical activity that requires members to have knowledge and skills for it	21	21.9	4.38	0.04
Q47	Having the capacity to monitor capitation grant from the central government	21	21.9	4.43	0.51
Q48	Having the capacity to monitor school activities	21	21.9	4.52	0.50
Q49	Having the capacity to take corrective action based on monitoring reports	21	21.9	4.43	0.51
Q410	An activity that takes corrective action	21	21.9	4.48	0.51
Q411	As an activity that ensures efficient resource utilisation in schools	21	21.9	4.38	0.49

Table 5.7 shows that 21.9% of the participants exhibited uniform perceptions regarding their roles of monitoring the implementation of UPE in Uganda. This observation shows that the majority (78.1%) of the participants perceived their monitoring roles in schools under their jurisdiction differently, as evidenced by the way in which they responded to the different statements put to them.

In addition, the study tried to find out how SMCs' perception of their monitoring role was related to the implementation of UPE. This relationship was done using Spearman's rank correlation. The elicited responses are presented in Table 5.8

**Table 5.8: Correlation results of SMCs' perceptions and UPE implementation**

			UPE implementation	SMCs' perceptions of monitoring UPE
Spearman's rho	UPE implementation	Correlation Coefficient	1.000	.507**
		Sig. (2-tailed)	.	.000
		N	96	96
		<hr/>		
SMCs' perceptions of monitoring UPE	of monitoring UPE	Correlation Coefficient	.507**	1.000
		Sig. (2-tailed)	.000	.
		N	96	96

\*\* . Correlation is significant at the 0.01 level (2-tailed).

Table 5.8 shows a moderate positive relationship between the SMCs' perceptions of their monitoring role and UPE implementation ( $r=0.507$ ,  $p<0.01$ ). This observation shows that there is evidence that SMCs' perceptions about their monitoring role significantly positively influence UPE implementation. This could be because positive perceptions act as a motivator for the SMC members to work harder since they treat their role as that of trustees for the government and other stakeholders in the school. Besides, some members have their own children in those schools, which could be a motivator for them to work hard to ensure that UPE implementation succeeds. It is, therefore, observed that if the SMCs keep on having positive perceptions about their role of monitoring the implementation of UPE, other factors remaining constant, UPE implementation is likely to become successful.

### 5.2.5 SMCs' experiences in implementing the monitoring framework for UPE

Understanding and analysing the performance of a programme requires a clear monitoring and evaluation framework that assists in the formation of a monitoring plan which guides the implementation of monitoring activities. The framework highlights goals and measurable short-, medium- and long-term objectives, defines relationships among inputs, activities, outputs,

outcomes and impacts, and clarifies the relationship between programme activities and external factors. It further highlights the objectives of monitoring activities, what to monitor, questions to ask to measure progress, the frequency of data collection, sources of data, methods of data collection and how the collected data is analysed and reported (Bott, Guedes & Claramunt, 2004). The current study investigated the SMCs' experiences in the implementation of the monitoring framework by seeking the views of the participants. The responses were presented using a frequency distribution table and analysed using percentages. The elicited responses are presented in Table 5.9.

**Table 5.9: SMCs' experiences in implementing the monitoring framework for UPE**

ID	Item	SA	A	N	D	SD
Q51	There is a user-friendly monitoring framework designed by MoES that guides UPE monitoring in primary schools	16.7%	42.7%	5.2%	26.0%	9.4%
Q52	The monitoring framework has clear objectives of what to monitor	11.5%	44.8%	4.2%	30.2%	9.4%
Q53	The monitoring framework has clear monitoring indicators	14.6%	34.4%	10.4%	27.1%	13.5%
Q54	Monitoring is done for corrective action	12.5%	31.2%	8.2	36.5%	11.5%
Q55	SMCs' training in their role of monitoring is sufficient to enable them to effect their duties	10.4%	26.0%	4.2%	31.2%	28.1%
Q56	SMCs have the mandate to effectively implement the monitoring framework	17.7%	24.0%	7.3%	43.4%	16.7%
Q57	SMCs have knowledge and skills in the utilisation of the monitoring framework for the effective implementation of UPE	10.4%	26.0%	9.4%	40.6%	13.5%
Q58	There is teamwork by SMC members that promotes effective monitoring of school activities	18.8%	31.2%	7.3%	33.3%	9.4%
Q59	The monitoring framework in place ensures transparency in the way schools are run	35.4%	29.2%	9.4%	22.9%	3.1%
Q510	The monitoring framework in place ensures clear accountability in the way school resources are used	32.3%	27.1%	10.4%	21.9%	8.3%

Table 5.9 shows that 59.4% of participants revealed that there is a user-friendly monitoring framework designed by the MoES that guides UPE monitoring in primary schools. The participants who revealed that monitoring the framework had clear objectives of what to monitor stood at 68.8%. The participants further revealed that the monitoring framework had clear monitoring indicators at 49%, while 40.6% disagreed and 10.4% were neutral as they were non-committal. On the issue that monitoring was done for corrective action, 48% of participants disagreed, while 43.7% agreed and 8.3% were non-committal. In addition, 59.3% of participants disagreed that SMCs training in their role of monitoring was sufficient to enable them to effect

their duties. The study further revealed that SMCs did not have a mandate to effectively implement the monitoring framework (60.1%). Whereas the majority of the participants (54.1%) did not agree that SMCs had knowledge and skills in the utilisation of the monitoring framework for effective implementation of UPE, 50% of the participants revealed that there was teamwork by SMC members that promoted effective monitoring of school activities but 42.7% of participants disagreed, and 7.3% were non-committal. The study findings further revealed that the monitoring framework in place ensured transparency in the way schools were run (64.6%) and the participants revealed that the monitoring framework in place ensured clear accountability in the way school resources were used (59.4%).

In addition, the study tried to find out whether the respondents had similar experiences in implementing the monitoring framework for UPE. The variables were aggregated by considering the ‘agree’ and ‘strongly agree’ response on the Likert scale, treated as intervals and analysed using the mean and standard deviation. A mean of 4 and above was taken to mean that the respondents had similar experiences. The responses are presented in Table 5.10.

**Table 5.10: Respondents with similar experiences in implementing the monitoring framework for UPE**

ID	Item	N	Per cent	Mean	Std
Q51	There is a user-friendly monitoring framework designed by the MoES that guides UPE monitoring in primary schools	17	17.7%	4.35	0.49
Q52	The monitoring framework has clear objectives of what to monitor	17	17.7%	4.35	0.49
Q53	The monitoring framework has clear monitoring indicators	17	17.7%	4.29	0.47
Q54	Monitoring is done for corrective action	17	17.7%	4.29	0.47
Q55	SMCs’ training in their role of monitoring is sufficient to enable them to effect their duties	17	17.7%	4.47	0.51
Q56	SMCs have the mandate to effectively implement the monitoring framework	17	17.7%	4.35	0.49
Q57	SMCs have knowledge and skills in the utilisation of the monitoring framework for the effective implementation of UPE	17	17.7%	4.24	0.49
Q58	There is teamwork by SMC members that promotes the effective monitoring of school activities	17	17.7%	4.35	0.49
Q59	A monitoring framework in place ensures transparency in the way schools are run	17	17.7%	4.35	0.49
Q510	A monitoring framework in place ensures clear accountability in the way school resources are used	17	17.7%	4.29	0.47

Table 5.10 shows that 17.7% of the participants scored the mean above 4 that represented those who responded ‘strongly agree’ and ‘agree’ who were found to have the same experiences in implementing the monitoring framework for UPE in Uganda. This observation shows that for the

majority (82.3%) of the respondents, their experiences varied as they implemented the monitoring framework for UPE in Uganda.

The study further tried to find out how SMCs' experiences in the implementation of the monitoring framework were related to UPE implementation. The analysis was done using the Pearson-product moment index. The responses are presented in TABLE 5.11.

**Table 5.11: Correlation results of SMCs experience and UPE implementation**

		UPE implementation	SMCs' experience in implementing the monitoring framework
UPE implementation	Pearson correlation	1	.484**
	Sig. (2-tailed)		.000
	N	96	96
SMCs' experience in implementing the monitoring framework	Pearson correlation	.484**	1
	Sig. (2-tailed)	.000	
	N	96	96

\*\* . Correlation is significant at the 0.01 level (2-tailed).

Table 5.11 shows a moderately positive relationship between the SMCs' experiences in the implementation of the monitoring framework for UPE and UPE implementation ( $r=0.484$ ,  $p<0.01$ ). This observation shows that there is evidence that SMCs' experiences in implementing the monitoring framework significantly positively influence UPE implementation. This could be because, as members of SMC carry out their monitoring roles, their level of understanding and knowledge of what to do keep on increasing, and this has an impact on the way UPE is implemented.

### 5.2.6 Challenges that SMCs experience in monitoring the implementation of UPE

To measure the challenges experienced by SMCs in monitoring the implementation of UPE, responses were coded on a five-point Likert scale with 'strongly agree' being equal to 5 and 'strongly disagree' equal to 1. Using this coding, a statement with a response mean of 5.0 indicates a real challenge experienced by SMCs in monitoring the implementation of UPE in Uganda, while a mean response of 1.0 indicates a challenge with less effect in the way SMCs

monitor the implementation of UPE in Uganda. In this study, a statement with a response mean above 3.0 indicates that the majority of the respondents agreed on the nature of the challenge that SMCs experience in monitoring the implementation of UPE, while that with a mean response of less than 3.0 indicates that the majority of the respondents disagreed on the nature of the challenge that SMCs experience in monitoring the implementation of UPE in Uganda. The responses are presented in Table 5.12

**Table 5.12: Challenges experienced by SMCs in monitoring the implementation of UPE**

ID	Item	SA	A	N	D	SD	Mean
Q61	SMC members lack knowledge and skills to do their monitoring work	15.6%	28.1%	7.3%	38.5%	10.4%	3.00
Q62	There is a poor working relationship between head teachers and SMCs	6.3%	20.8%	6.3%	49.0%	17.7%	2.49
Q63	Members of SMCs lack expertise in the area of financial management	20.8%	31.3%	6.3%	34.4%	7.3%	3.24
Q64	Members of SMCs are not familiar with the way in which school resources are utilised and managed	11.5%	36.5%	1.0%	38.5%	12.5%	2.96
Q65	Decision-making in monitoring is not done collectively	6.3%	40.6%	3.1%	38.5%	11.5%	2.92
Q66	SMCs work with head teachers who lack financial management skills	16.7%	26.0%	9.4%	30.2%	17.70%	2.96
Q67	There is always a shortage of instructional materials in schools even when they are budgeted for	27.1%	31.3%	4.2%	22.9%	14.6%	3.33
Q68	There are influential members of the committee who make decisions on behalf of others	24.0%	39.6%	4.2%	16.7%	15.6%	3.40
Q69	SMCs do not meet regularly to monitor how school activities are run	35.4%	27.1%	3.1%	17.7%	16.7%	3.47
Q610	There is conflict between PTAs and SMCs in effecting the monitoring roles of school activities	7.3%	22.9%	7.3%	44.8%	17.7%	2.57
Q611	There is lack of teamwork among members of SMCs due to diverse interests	15.6%	31.3%	2.1%	35.4%	15.6%	2.96
Q612	SMCs do not know how schools are run owing to lack of knowledge and skills	25.0%	29.2%	6.3%	30.2%	9.4%	3.30
Q613	SMCs lack the mandate to take corrective action in schools	29.2	34.4%	5.2%	22.9%	8.3%	3.53

Table 5.12 shows that 48.9% of the participants revealed that SMC members do not lack knowledge and skills to do their monitoring work, 43.7% agreed with the statement and 7.3% of the participants did not show support for either side, making the whole observation neutral (mean=3.00). However, the participants disagreed that there is a poor working relationship between head teachers and SMCs (mean=2.49), and this accounted for 66.7% of the participants. In addition, the participants agreed that members of SMCs lack expertise in the area of financial management (mean=3.24), which accounted for 52.1% of the participants who strongly agreed



and simply agreed. The participants disagreed that members of SMC were not familiar with the way in which school resources are utilised and managed (mean=2.96), which accounted for 51% of the participants. The participants further disagreed that decision-making in monitoring was not done collectively (mean=2.92) and this accounted for 50% of the participants. The participants disagreed that SMCs worked with head teachers that lacked financial management skills (mean=2.96) and this accounted for 47.9%. The participants further revealed that there was always a shortage of instructional materials in schools even when they were budgeted for (mean=3.33), with 58.4% of the participants agreeing. Another challenge faced by the SMCs was the existence of influential members of the committee who made decisions on behalf of others (mean=3.40), with 63.6% of the participants in agreement. Yet another challenge was that SMCs did not meet regularly to monitor how school activities were run (mean=3.47), with 62.5% of the participants in agreement. The participants further disagreed that there was conflict between PTAs and SMCs in effecting the monitoring roles of school activities (mean=2.57) with 62.5% of the participants in disagreement. The participants disagreed that there was lack of teamwork among members of SMCs due to diverse interests (mean=2.96) with 51% of the participants in agreement. Further, the respondents agreed, at 54.2%, that SMCs did not know how schools were run owing to lack of knowledge and skills (mean=3.30). Finally, the participants who agreed that SMCs lacked the mandate to take corrective action in schools (mean=3.53) stood at 63.6%.

The findings from the analysis, therefore, reveal that lack of financial expertise in the area of financial management, lack of knowledge and skills in how schools are run, lack of a mandate to take corrective action in schools, irregular meetings of SMCs, dominance by influential members of committees, as well as a shortage of scholastic materials were found to be the main challenges affecting the implementation of UPE.

### **5.2.7 How SMCs address the challenges faced in monitoring the implementation of UPE**

In an attempt to understand how SMCs address the challenges faced in the implementation of UPE in Uganda, the respondents gave their opinions based on a five-point Likert scale of 'strongly agree' (SA), 'agree' (A), 'undecided' (UN), 'disagree' (D) and 'strongly disagree' (SD). To ease the analysis, the percentages for 'strongly agree' and 'agree' were aggregated together to represent 'agree' and the percentages for 'strongly disagree' and 'disagree' were also

aggregated together to represent ‘disagree’. Data was analysed using percentages and the mean. The elicited responses are presented in Table 5.13.

**Table 5.13: How challenges faced by SMCs in monitoring the implementation of UPE are addressed**

ID	Item	SA	A	N	D	SD	Mean
Q71	1.SMCs address their challenges by applying the UPE policy instruments that give them the mandate to do their duties in schools	13.5%	40.6%	8.3%	32.3%	5.2%	3.25
Q72	2.SMCs work as a team as a result of getting training in team-building	13.5%	36.5%	1.0%	38.5%	10.4%	3.04
Q73	3.As a result of experience gained, SMC members have mastered their roles	13.5%	43.8%	5.2%	28.1%	9.4%	3.24
Q74	4.Clear roles and responsibilities of both PTAs and SMCs are spelt out	15.6%	28.1%	10.4%	32.3%	13.5%	3.00
Q75	5.SMCs are supported by District Chief Administrative Offices in effecting their mandate	9.4%	28.1%	4.3%	33.3%	25.0%	2.64
Q76	6.SMCs are supported by District Inspectors of Schools in effecting their mandate	7.3%	32.3%	4.2%	25.0%	31.3%	2.59
Q77	7.SMCs have full support of the Ministry of Education and Sports in undertaking their roles and responsibilities	8.3%	35.4%	6.3%	18.8%	31.3%	2.71
Q78	8.SMCs get regular training in financial management	4.2%	7.3%	6.3%	34.4%	47.9%	1.85

Table 5.13 shows that the majority of the participants (54.1%) agreed that SMCs addressed their challenges by applying the UPE policy instruments that gave them the mandate to do their duties (mean=3.25). The findings further show that the majority of the respondents (50.0%) agreed that they addressed their challenges through teamwork as a result of getting training in team-building (mean=3.04). The findings also show that 43.7% of the participants were neutral, meaning that they were non-committal on whether clear roles and responsibilities of both PTAs and SMCs were spelt out (mean=3.0). In addition, 58.3% of the participants disagreed that SMCs were supported by the District Chief Administrative Officers in effecting their mandate (mean=2.64). Further responses reveal that SMCs were not supported by District Inspectorsof of Schools in effecting their mandate, at 56.3% (mean=2.59). Furthermore, 50.1% of the participants disagreed that SMCs had the full support of the MoES in undertaking their roles and responsibilities (mean=2.71). The findings also reveal that SMCs did not get regular training in financial management, at 82.3% (mean=1.85). The findings from this analysis reveal that what seemed to be viable in addressing the challenges that the SMCs faced was the application of UPE policy instruments that gave them the mandate to carry out their duties in schools as well as applying

the experiences gained in executing their roles. The rest of the measures seemed not to be feasible although they applied them in handling the challenges.

In addition, the study attempted to find out how the way SMCs were addressing the challenges they faced in their monitoring role affected UPE implementation. The analysis was done using Spearman's rank correlation. The responses are presented in Table 5.14.

**Table 5.14: Correlation results for addressing challenges of UPE implementation**

			UPE implementation	Addressing challenges
Spearman's rho	UPE implementation	Correlation coefficient	1.000	.307**
		Sig. (2-tailed)	.	.002
		N	96	96
	Addressing challenges	Correlation coefficient	.307**	1.000
		Sig. (2-tailed)	.002	.
		N	96	96

\*\* . Correlation is significant at the 0.01 level (2-tailed).

Table 5.14 shows a weak but positive relationship between the way the SMCs addressed the challenges they faced in their monitoring roles and UPE implementation that is statistically significant ( $r=-0.307$ ,  $p<0.01$ ). This observation shows that there is evidence that addressing the challenges faced by SMCs in Uganda improves UPE implementation. The study finding, therefore, reveals that if UPE is to be implemented successfully, the challenges faced in its implementation should be identified and addressed.

### 5.3 Summary of the Chapter

Chapter Five presented the results of the quantitative analysis, based on the techniques applied in the study, which included percentages, mean and standard deviation, the t-test and correlations. The study reveals that few members of the SMCs fully understood their ascribed roles in primary schools where they are members. It was also found through hypothesis testing using the t-test that there was no significant difference in the ascribed roles of SMCs between rural schools and urban schools. Results of the correlations show that there was a strong correlation between

the roles played by SMCs and UPE implementation. The results further show that there was a moderate and significant relationship between SMCs' perception and UPE implementation. The findings further indicate a negative relationship between the challenges faced by SMCs and UPE implementation. The analysis ended by showing that if the challenges faced by SMCs were addressed, UPE implementation would be effective. Chapter Six explores how the qualitative data for the current study were collected and analysed in order to meet the objectives of the study.

## **CHAPTER SIX**

### **QUALITATIVE FINDINGS OF THE STUDY**

#### **6.1 Introduction**

In Chapter Three, the researcher presented the research approach, the research paradigm, the research design, the data collection method and analysis methods. Since this was an explanatory sequential mixed methods study, quantitative data collection and analysis were presented in Chapter Five. This chapter presents qualitative empirical data from semi-structured interviews with the participants. The data generated in this study was obtained from chairpersons of the SMCs from eight selected schools. In schools where the chairperson was not available, the deputy chairperson participated in the study. The chairpersons of SMCs were deemed to be knowledgeable since they are taken to be at the centre of how UPE is managed in schools. A total of eight SMC members were interviewed. Data analysis was done based on themes that were aligned with the research questions.

While the literature reviewed in Chapter Two is concerned with the active roles of SMCs in primary schools, little attention was given to how SMCs monitor the implementation of UPE in Uganda. Studies on UPE have largely concentrated on the success and challenges of UPE, rather than on monitoring its implementation as well as the agents involved in the UPE implementation policy. Therefore, this study explored the roles that SMCs play in monitoring the implementation of UPE in Uganda. This chapter, therefore, focuses on this as an under-researched area.

#### **6.2 Data Collection and Participants**

The schools involved in generating qualitative data in this study are referred to as School A, B, C, D, E, F, G and H and their SMCs named as SMC A, SMC B, SMC C, SMC D, SMC E, SMC F, SMC G and SMC H respectively. In the SMC of each school one participant was selected and given a code name SMC A1, SMC B1, SMC C1, SMC D1, SMC E1, SMC F1, SMC G1, and SMC H1 respectively. The following section provides details of the SMCs that were involved in the study.

**Table 6.1: Participants' bio-data of SMCs**

Code	Position	Qualification	Gender	Age
SMC				
A1	Chairperson SMC	Degree	Female	44
SMC				
B1	Chairperson SMC	Diploma	Male	43
SMC	Deputy chairperson			
C1	SMC	Diploma	Male	56
SMC				
D1	Chairperson SMC	Degree	Female	72
SMC				
E1	Chairperson SMC	Degree	Male	52
SMC	Deputy chairperson			
F1	SMC	Degree	Male	54
SMC				
G1	Chairperson SMC	Diploma	Female	49
SMC				
H1	Chairperson SMC	Degree	Male	51

### 6.3 Research Questions, Themes and Interview Questions

Research questions, themes and interview questions are indicated in table 6.2, followed by detailed explanation.

**Table 6.2: Research questions and themes**

Research questions	Interview questions	Themes/sub-themes
1. What roles are ascribed by SMCs in monitoring the implementation of UPE?	What roles are you playing as a member of SMC?	<b><i>Theme one: Participants' description of ascribed roles of SMCs</i></b> <ul style="list-style-type: none"> <li>• Planning role: Resources, resource mobilisation, resource utilization</li> </ul>
	How do you describe your roles in line with monitoring the implementation of UPE?	<ul style="list-style-type: none"> <li>• Monitoring Role: Administrative issues concerning enrolment, retention and school attendance. The SMCs also monitor teaching and learning, UPE funds and UPE policy guidelines</li> </ul>
	To what extent have your roles as a member of the SMC been effective in UPE implementation?	<ul style="list-style-type: none"> <li>• SMCs' role in ensuring effective implementation of UPE</li> </ul>
2. How do the SMCs perceive their role in monitoring the implementation of UPE?	How do you perceive the role of monitoring the implementation of UPE?	<b><i>Theme 2: SMCs' perception of their role in the implementation of UPE</i></b> <ul style="list-style-type: none"> <li>• Voluntary with no financial benefits and a sense of ownership</li> </ul>
3. What are the	Describe the monitoring	<b><i>Theme 3: SMCs' experience gained in</i></b>

experiences of SMCs in implementing the monitoring framework for UPE?	framework you use to effect your mandate	<b><i>monitoring framework for UPE</i></b> <ul style="list-style-type: none"> <li>Monitoring framework used by SMCs in effecting their mandate</li> </ul>
	What experiences have you gained in implementing the monitoring framework for UPE?	<ul style="list-style-type: none"> <li>SMCs experience gained in monitoring framework for UPE</li> </ul>
4. What challenges do SMCs experience in monitoring the implementation of UPE?	What are the challenges faced in monitoring the implementation of UPE in your country?	<b><i>Theme 4: Challenges experienced by SMCs in implementing UPE</i></b> 4.1 Policy challenges: Power to manage schools, induction courses for SMCs 4.2 Administrative challenges: Financial, role conflict between PTAs and SMCs, relationship between SMCs and teachers, dominance of some members of SMCs 4.3 Perception of parents about UPE
5. How do SMCs manage the challenges faced in monitoring the implementation of UPE?	How are the challenges faced in implementing UPE addressed?	<b><i>Theme 5: How SMCs manage the challenges of monitoring the implementation of UPE</i></b> 5.1 Funding strategies: Lobbying for more funding from the government, mobilisation of funds from parents and well-wishers 5.2 Pupil retention strategies 5.3 Relationships: Creating harmony between PTAs and SMCs
	Describe the effectiveness of the mechanism put in place to address the challenges of implementing UPE in your school	5.4: Personnel issues: Staff welfare, financial motivation, accommodation, supervision, support, teacher attendance, scholastic materials

### 6.3.1 Theme 1: Participants' description of ascribed roles of SMCs

Through semi-structured interviews, the researcher in this study investigated the roles ascribed by the SMC members in monitoring the implementation of UPE based on the assumption that there could be a possibility that they may not know or understand their roles in different ways. The questions were based on the duties and activities the SMC members should be undertaking. This is because getting answers to the question was taken to be a good vehicle for appraising whether the SMCs were monitoring the implementation of UPE based on access, equity and quality, which are the main goal of UPE in Uganda. This research question was divided into three sub-questions: one sub-question solicited responses about the participants' description of the ascribed roles of SMCs; the second sub-question asked for responses specifically on the SMCs' roles in line with monitoring the implementation of UPE; and the third sub-question

sought responses on the extent to which their roles are effective in the implementation of UPE. The responses to the first sub-question were grouped under the following themes: planning for the schools; resource mobilisation; resource utilisation; and monitoring role.

### **6.3.1.1. Planning role**

In order to understand the participants' description of the ascribed roles played by SMCs, the researcher asked the participants to explain the roles they performed in schools. The first interview question sought to find out how SMCs described their roles and implemented them. In this study, the SMCs seemed to perceive one of the roles as planning, which encompasses resource mobilisation and utilisation for school activities. The participants indicated that SMCs plan for school activities based on the development plans and school budgets. The responses from the participants specify that SMCs undertake the planning role in schools but with different planning strategies. Whereas some schools focus on operational plans through yearly budgets, other schools are concerned with long-term plans drawn up through development plans. The intention of the long-term plans is to give strategic direction to the schools with the aim of ensuring that pupils get quality education with all the basic requirements in place for high academic performance. The participants said the following:

Mainly we really have a budget and in that budget we have different activities and how much we were planning to spend. (SMC A1)

We have a development plan and from that development plan, we derive the yearly budget. (SMC B1)

We have to make the budget so that budget should be approved by the parents in the general meeting so that we follow the budget. (SMC D1)

We draw [up] the plan and then we give it to the school management to implement so we plan we say we want this in five years, for example planning of classrooms, planning of dormitories, in fact all the infrastructure [it] is the management committees that plan. (SMC E1)

The whole committee we are concerned with the management of the school to see how it operates and we have the role of setting out the budget. (SMC F1)



The budget initially starts from the finance committee. Then from the finance committee it comes to the executive and finally to the full management committee. (SMC G1)

These findings suggest that there is planned and structured use of school funds owing to the approval process that the planning procedure. Undertaking the planning procedure of the school up to the final stage of endorsement means that the SMCs have the authority and power of making decisions on the priorities and needs of their schools. The findings further reveal that there is ownership of the plans since the key stakeholders participate in the process of development. Planning focuses on school infrastructure development, which is a key input in facilitating teaching and learning. The stakeholders' participation in planning the school activities is the starting point for transparency and accountability in the planning role of SMCs. Planning helps the SMCs to be focused on key activities of the school, which helps in optimal resource utilisation amidst scarce resources.

Closely related to the SMC planning on financial expenditure through budgeting is resource mobilisation. While the participants were highlighting their roles, they talked about resource mobilisation as part of their planning. The responses below show how the participants undertook this role:

We have donors. Sometimes people of good will give us money but those are on rare occasions. But we get money from government and the money we collect from boarding students. (SMC A1)

We advise on the construction, we advise on maintenance, available resources and we lobby for those facilities from government, from NGOs. (SMC B1)

We generate the money from ...the pupils...we have what is called a building fund... we hire out our building in the evenings... we have a school band it generates some funds, we hire the compound for some functions...we charge meals for lunch and that lunch we budget for the food and that money automatically cannot get finished so the little that remains we reserve it for the teachers. (SMC E1)

One of the board members we had to lobby the council authorities to release those funds in time to support those needy children. (SMCH1)

The responses from the participants with regard to resource mobilisation indicate that SMCs are able to plan, draw up budgets, identify funding gaps and look for alternative sources of funding

for the activities of the schools according to their priorities. The planning role of SMCs seems to be proactive in terms of obtaining funds from other stakeholders in the school through various ways to ensure that the school activities are undertaken. This analysis shows that the funding of education in Uganda is not solely based on resources from the government but also depends on resource mobilisation from the community. The responsibility of the implementation of UPE is a shared responsibility between the government and the school community. The SMCs, in collaboration with other members of the school community, strive to provide for the resources needed for the implementation of UPE, which are mobilised both internally by the internal stakeholders and externally by the external stakeholders in the school. This resource mobilisation role by SMCs enables schools to get the inputs that are vital for the process of teaching and learning.

However, the findings of the current study reveal that the religious-founded schools that are under UPE do not contribute to the funding of their schools to complement government funding. Instead they demand that every child pays a tithe in church. The excerpt below attests to this:

we... contribute to the church in form of tithe, so every student pays that tithe.

...funding...is strictly tuition fees, from the well-wishers, they may pick some students and then pay for their school fees but it goes through school. (SMC E1)

The study findings suggest that the religious-founded schools may not be interested in the academic performance of their schools but, instead, the promotion of religious principles there, which is contrary to the government objectives of UPE implementation.

The findings of this study further show how SMCs are involved in the utilisation of the resources mobilised for UPE. Here are some of the responses from the participants:

We make sure that at least the school resources, are at least well utilised, the school is really performing very well. (SMC A1)

...Most ...other work is checking the facilities we advise on the construction, we advise on maintenance with available resources. (SMC B1)

We follow the budget to achieve the goal such as construction of buildings, then we have remedial teaching of the children, we have incentives to the teachers and even to good children who work very well. (SMC D1)

The responses from the participants with regard to resource utilisation indicate that SMCs are involved in resource planning, mobilisation and utilisation. These roles suggest that the SMCs play a significant role in ensuring successful pupils' access to quality education through their commitment to provide resource inputs that support the aims and progress of UPE. The SMCs have the power to determine the quality of resources and how the resources are used in their schools.

### **6.3.1.2 Monitoring role**

In this sub-section the researcher investigated the role that SMCs play in monitoring the implementation of UPE in the selected schools. The researcher asked the participants to ascertain whether they understood their monitoring role, specifically the implementation of UPE in their schools. The responses from the participants were synthesised and the following roles were identified: administrative issues concerning enrolment, retention and school attendance. The SMCs also monitor teaching and learning, and control the use of UPE funds and the implementation the UPE policy. The quotations below show how the SMCs perceived their administrative role:

We usually ...participate in meetings and in such meetings activities are always presented to us finding out whether all the staff have been attending. If there is any staff that has not been doing well, we usually try to advise the teacher and the head teacher how to go about it. Then we also monitor the enrolment ...find out whether it is increasing or decreasing and if it is decreasing we usually find out why it is decreasing and the way forward on how it improves. (SMC A1)

We monitor the attendance of teachers and the head teacher at school. We also complement the government in building more structures at school. For instance, we have a three-roomed building built by government and an office and a staff room; other structures were put up by parents. (SMC F1)

We ...make sure that students who come to school don't leave prematurely, they must complete their P.7, and teachers in UPE don't charge extraordinary fees that hinder the learning of the children. We also make sure that the learning environment is conducive, in terms of scholastic materials, in terms of infrastructure, in terms of teachers in the school and support staff. The government does not provide enough teachers. We collaborate with PTA and we recruit private

teachers and these are paid by PTA. Parents agree to pay. Even if they default we do not send the children away. (SMC G1)

So all those things that deal with the welfare of the child in the school, we consult on discipline, discipline of both children and the staff. (SMCB1)

With regard to monitoring teaching and learning, the participants explained how they were involved thus:

We look at the performance of the school and the teachers. The most things we do is we check the attendance of the teachers and then we see how the teachers are teaching. (SMC1)

Our role is to see the school is going on well, teachers are teaching and there is communication or collaboration between the teachers and the committee...there is smooth...learning of the students and our goal is to achieve the real education at the end of the term. (SMC D1)

We thought it imperative to work collectively as a team in conjunction with the teaching staff in order to uplift the standards of our school. (SMC H1)

The participants also perceived their role as monitoring the use of UPE funds. This role was described as follows:

For instance, a school we run a budget almost 1 billion. And we are one of the few schools with a large number of pupils in the country, so that's where we step in and say no let's ask some more little money so that we can effectively follow up those pupils so that they become of quality. (SMC E1)

We also look at structures that are maybe old and we usually tour the place to see whether there are such structures and we see how best we can lobby for funds to make sure that the school has good structures and everyone is happy and performance is good. (SMC A1)

We make sure that the school is well monitored, especially when it comes to the...expenditures and incomes that are got from different sources. (SMC A1)

Apart from monitoring UPE funds, the SMCs also monitor the implementation of UPE policy guidelines. The following quotations bear this out:

The implementation of UPE is in line with the Ministry...which ensures that there is no child who is removed from school because of ...school fees. Much as the school has got uniform we insist on humble education of the child without necessarily bothering the child about uniform. We are interested in a total child being educated. (SMC B1)

Our role in implementing UPE is really seeing...how the school is run in line with the policy of government. For instance, where we find gaps in the government policy we enquire to address them. Government doesn't give more than 12 million per annum. That money is not even enough to buy stationary, given the size of the school. If we run on the government policy of 30 teachers, believe me there is no teacher who is going to teach 3,000 students, so we really help government where we find gaps. The policy of government says that a child should stay in school without being chased for funds. We have to see that they are at school. (SMC E1)

Policy of government... says that a child should stay in school ... without being chased from school for funds; we have to see that they are at school. (SMC F1)

The above quotations suggest that SMCs play a vital role in monitoring the school activities to ensure that there is an environment that is conducive to teaching and learning. This is achieved by closing the funding gaps created by insufficient government funding to schools in an effort to ensure that all the relevant and vital inputs are put in place. This is done in collaboration with the PTA and with its approval. Since SMCs effect these roles according to their mandate, it is an indicator that they help the government to implement its policy of ensuring that all pupils who enrol complete the primary cycle. The findings, therefore, seem to indicate that SMCs' monitoring role ensures that resource inputs that are necessary for promoting teaching and learning are mobilised and well utilised to ensure that the government policy of successful implementation of the UPE programme is achieved.

### **6.3.1.3 SMCs' role in ensuring effective implementation of UPE**

The researcher in this study started the interviews with the assumption that SMC members might not have been aware of the extent to which their roles were effective in UPE implementation. The SMCs seemed to perceive that their roles had created effectiveness in the way UPE was implemented, which was reflected in increased enrolment, improved teaching and learning and improved infrastructure. This is evidenced by the following extracts:

When you see school enrolment going up then we know that we are doing great because we also contribute to that. When we see the academic performance for our school improving and even structures. If the recommendations we give and they are implemented and we see performance improving, enrolment improving, staff are happy, pupils are also happy we feel that our roles are being implemented. (SMC A1)

We are effectively implementing UPE and I'm glad that is to say that the municipal council comes to appreciate our work, especially on scholastic materials... we have enough materials and well vast trained teachers. (SMC B1)

We have effectively run the school. At one point the school enrolment has dropped ... to 800 and we said no what's wrong? So we looked at various factors. We found one of them was poor remuneration of teachers, lack of basic amenities We addressed those problems and enrolment jumped from 800 to 1,500 in one year. (SMC E1)

Structurally, the meetings have taken place, the learning, teaching have been taking place. And then there is also good relationship between parents, teachers and the school management committee. (SMC G1)

The responses in the above extracts seem to indicate that SMCs' role in monitoring the implementation of UPE to some extent has been effective. Pupils' access to and enrolment in schools have increased and resource inputs that facilitate learning and teaching have been monitored and efficiently utilised. These findings indicate that SMCs are committed to ensuring the successful implementation of UPE.

However, there are other views that indicate that UPE implementation has not been fully successful because the SMCs do not have the full mandate of running all the activities of the schools. This is evidenced by the following responses:

To some extent, not 100% because, first of all, the procurement procedures are done by Mbarara Municipal Council. They have the Procurement and Disposal Act which they follow. People come and bid; they forward the best evaluated bidder. It just comes even without our input. (SMC H1)

After seeing ... some inefficiencies, we can report but we don't get [a] quick response. So if even the above administrators like DEOs can first see the problem and try to solve it, then things will be okay. (SMC F1)

Our role in implementing UPE...what the government wants is not possible to run a successful school with what the government wants because funds are released late and they are very minimal. (SMC E1)

We have serious problem of lacking staff quarters. For example, currently we have a new head teacher who comes from a distant place, he rents even far from the school, he lives far from this school because he would put up in the staff quarters. (SMC F1)

The above excerpts show that SMCs do not have the full mandate to take all the decisions that affect the progress of schools. This limited power and responsibilities of SMCs tend to suggest that there are some inefficiencies taking place in UPE schools that are beyond the SMCs' control. This is because failure by the SMC members to be in full control of all activities and decisions taking place in schools is an indicator that they are not fully empowered to manage the operations of schools, which becomes a challenge in running the affairs of schools.

#### **6.3.1.4 Summary of theme 1**

The findings of the study reveal that there is planned and structured use of funds in schools by SMCs, which has led to optimal use of resources in schools. The findings of the study further reveal that there is shared responsibility between the government and the community in funding the schools. Additionally, the findings reveal that SMCs play a vital role in ensuring that the government policy of implementing UPE is effectively implemented in schools. On the effective implementation of UPE, the study reveals that SMCs' role in monitoring has increased school enrolment as well as resource inputs that facilitate teaching and learning. However, the findings reveal that SMCs do not have the full mandate to take all the decisions that affect the running of schools.

## **6.3.2 Theme 2: SMCs' perception of their role in the implementation of UPE**

The second theme responds to the study question of: How do SMCs perceive their role in monitoring the implementation of UPE? The responses indicate the sense of voluntarism with no financial benefits and the sense of ownership as the motivator for undertaking the role of monitoring the implementation of UPE in Uganda.

### **6.3.2.1 Voluntarism**

Voluntarism seems to be one of the motivators that stimulate the SMCs to take on their role of monitoring the implementation of UPE. The responses indicate motivations such as voluntarism with no monetary rewards and the love for the school that creates a sense of ownership. The excerpts below are evidence of these findings:

When you see something like performance improving and enrolment is going up and you're the chairman of this school you really feel, and really get the value of your work and get the motivation even if we are not paid because that is the payment we get. When the school is performing very well and it's improving you feel that it's what you are doing but mainly we are like you are giving back to the people. (SMC A1)

UPE should get this idea of voluntary monitoring because once you put it in monetary the manager will reduce his frequency because he will only go when they have told him there is transport and, secondly, he will begin to quarrel with the school head teacher: Where is the money? (SMC B1)

For me, I wanted to see the school going on and the pupils leaving the school with the good marks to take them where they want to go. (SMC C1)

As a management committee member we are not really assessed on something we get from the school but we are able to give something to assist ourselves and we see it as an offer. (SMC D1)

I have never seen anybody asking for remuneration. What motivates them first is... the love for the school. (SMC E1)



I don't think that they come looking for money. They do it on voluntarily basis, not for monetary gain, and this is shown by their attendance. In this case, most members attend and we have not had problems. (SMC G1)

There is that element of ownership and you are carefully chosen. They don't choose young boys; they choose mature boys who have the school at heart. (SMC E1)

The excerpts above indicate that SMCs do generous work in schools through the participatory approach by the stakeholders to ensure that correct decisions are taken and that school resources are efficiently utilised with the aim to improve the schools' performance. This commitment by SMCs in monitoring the implementation of UPE based on an unpaid procedure seems to indicate that there is efficient use of UPE funds. The SMCs seem to carry out their mandate of complementing the government's efforts to ensure that the UPE programme succeeds in terms of access based on equity and quality. The analysis further seems to indicate that the government decision to decentralise the management of primary schools is perceived by the community as an empowering strategy. The decision-making power of managing schools lies in the hands of the community themselves and does not attract any financial benefits.

However, some participants believed that complete voluntarism in a situation where they must work to earn a living was unacceptable. Such a perception erodes the SMCs' commitment to the activities of the schools. In some cases, rewards are given to members as a motivation to always attend meetings when invited. The quotations below attest to this:

At times when officers come for meetings I normally see they are given US\$30,000 for their transport once in a while. (SMC B1).

Town people...are always busy. We don't have much time to go and keep monitoring and inspecting. Secondly ...when you don't work you will not survive. (SMC H1)

We can get some little allowances if it is there. If it is not there we sacrifice ourselves. (SMC D1)

When the meeting is called before lunch, we expect something like lunch. (SMC F1)

The above responses show that SMCs' work in schools is not purely free since there are some monetary benefits that members enjoy as a motivation to do their monitoring work. This is an

indication that there is no complete voluntarism by SMCs in executing their monitoring role. Such a gesture made by the head teacher and the SMC chairperson to ensure that members get a transport refund and refreshment to motivate them to be committed may lead to misuse of school funds, resulting in lack of inputs that are vital for promoting teaching and learning in schools.

### **6.3.2.2 Summary of theme 2**

The presentation of findings under scheme 2 – SMCs’ perception of their role in the implementation of UPE – was done under the sub-theme: Voluntarism that looked at love for the school that creates a sense of ownership. The findings of the study indicate that voluntarism on SMCs is built through teamwork accompanied by a sense of community attachment and empowerment by the government. It is this which has led to SMCs performing their duty of managing schools without being paid for their services. However, further findings reveal that SMCs are motivated to attend meetings in their schools through the provision of transport allowance and lunch. This shows that there is some degree of monetary benefit, which is likely to lead to the misappropriation and embezzlement of school funds.

### **6.3.3 Theme 3: SMCs’ experience gained in implementing the monitoring framework for UPE**

The third theme responds to the research question: What are the experiences of SMCs in implementing the monitoring framework for UPE? The interview question was: What experiences have you gained in implementing the monitoring framework for UPE? However, the researcher deemed it necessary to first investigate the monitoring framework used by SMCs before investigating the experiences gained by them in implementing the framework. This led to the emergence of two sub-themes: the monitoring framework used by SMCs in effecting their mandate; and the experience gained by SMCs from the monitoring framework for UPE.

#### **6.3.3.1 Monitoring framework used by SMCs in effecting their mandate**

This sub-theme responds to the interview question: Describe the monitoring framework you use to effect your mandate. The responses indicated varied responses by the participants. Whereas some participants revealed that there were clear monitoring framework guidelines from the

MoES, others revealed that there was no uniform monitoring framework from the ministry. Evidence of this is shown by the following extracts:

We have in our files, every member at least has those guidelines on what we are expected , not in detail but at least they are roles and responsibilities designed by Ministry of Education [regarding] what the SMCs are supposed to do. (SMC A1)

There is a small booklet for the school management...it includes all the roles the management should do at school. So if we don't do that we have to collide with the head teacher. (SMC D1)

The framework we have so far succeeded because ours we have been sitting in various meetings, we make recommendations and we are satisfied and contented, because much of the resolutions we have been making partially, like 70% were being implemented and those which were not implemented were due to financial consequences. (SMC H1)

We have a manual which guides us on how we can monitor the UPE. There is a manual that was provided by the Ministry of Education and Sports which we strictly follow. That means each member knows what must be going on in school. (SMC G1)

The above extracts reveal that SMCs have information containing the school activities that need to be monitored and the decisions they need to take based on the monitoring activities. This information is found in the SMC guidelines and manuals from the MoES, which is a good practice. This observation suggests that monitoring the activities in schools is done in a logical and systematic way following laid down procedures. This has helped SMC members, even those with low levels of education, to learn from other members how routine monitoring is carried out, what is supposed to be monitored and how to take decisions basing on monitoring activities. This has created efficiency and effectiveness in the way school resources are utilised to promote teaching and learning in schools.

However, some of the participants revealed that was no monitoring framework in place to guide the monitoring activities of SMCs. Others revealed that they had formulated their own frameworks. Yet others claimed that they only got briefings from the head teachers on how SMCs are supposed to do their monitoring work. They said the following:

The ministry ...is right. If they made it uniform, adjustability for some areas may not be easy and then the education level, it's better that you frame... yours and ours mainly here is sort of support. We have a framework of support to teachers... we have a chart which says that this work was done, this is not yet done and who is responsible. (SMC B1)

They briefed us on how to manage the school by the head master. But to me I have not yet got the monitoring framework. (SMSC F1)

The head teacher explained to us that, you should do this, you should do this but there is no guidelines. (SMC C1)

We don't have those guidelines. We are supposed to see the smooth running of the school...the government actually encourages us even to visit to class and see what the teacher is doing. We are even supposed to see the food the children eat. (SMC E1)

Even if monitoring frameworks were there it wouldn't be adhered to religiously. That's why they put there the foundation body because the foundation body works with the government. But it has bigger say than government, because as a foundation we can tell government withdraw your teachers, withdraw the number and leave us with the school. (SMC E1)

The above responses show that even when there is no clear uniform monitoring framework from the MoES, SMCs are able to identify the critical activities and decide how to monitor them using their own developed monitoring frameworks. This innovation by SMCs is an indicator of the degree of enthusiasm and commitment SMCs have exhibited to ensure that the UPE programme succeeds. There is also a possibility that some SMCs may not be in a position to develop their own monitoring framework.

### **6.3.3.2 SMCs' experience gained in monitoring the framework for UPE**

The second sub-question was: What experiences have you gained in implementing the monitoring framework for UPE? The responses indicated experiences such as: efficient management of UPE schools; the creation of relationships among stakeholders in the schools; and it is consultative.

Efficiency in managing schools is viewed as a vital yardstick to measure the roles of SMCs. Where there is efficiency, it means there is harmonious living among stakeholders in the school, with the capability of handling all the problems through consultation and the participatory approach. This leads to optimal resource use in schools. The quotations below provide the evidence:

The experiences I think I have gained is that such money sometimes the UPE funds are not really so much compared to what is done at school but that contribution really helps however much it's small...it really contributes to the performance of the school. (SMC A1)

Consultation, you must be consultative, you must assume you don't know better than those people. That is the only way you can work with them. (SMC B1)

Although we are not fully expert but our monitoring we see the difficulties, call the teachers and all the non-teaching staff so that we sit together and solve. (SMC D1)

...before I sat on the committee I was a parent. We always complained on absenteeism of teachers, school dropouts. You find these children loitering in town during class time. But ever since I sat on the committee these loopholes have been guarded because we are talking from experience. (SMC E1)

I found out that at times schools perform poorly not because they have poor teachers but because they have poor implementation of government roles. (SMC E1)

I have sought collaboration with teachers. For example, once in a while I do move to class and see how a teacher is teaching and how the children are responding. And the teachers have not felt that this is interference in their work; they appreciate. And [I] later on give them a feedback which I think also motivates them... And you see that it's these guidelines which we are using to give cordial relationship. (SMCG1)

I have monitoring skills now, I know evaluation skills, I know how to make reports to make recommendations. (SMC H1)

The above excerpts indicate that the monitoring framework that SMCs use have made them understand the importance of collaboration and consultations as a way of solving problems in schools. SMCs are able to give feedback in their monitoring activities to concerned stakeholders

and this helps in guiding the optimal utilisation of resources in attaining the educational goal. The findings further indicate that even when there is no clear monitoring framework in place to guide how SMCs should do their monitoring work, through teamwork and collaboration, accompanied by the commitment of members in executing their work, they help the government to monitor UPE implementation using their own formulated monitoring framework guided by the Education Act 2008. The Act highlights what SMCs should monitor and how to do the monitoring of UPE.

### **6.3.3.3 Summary of theme 3**

The presentation of findings under theme three was based on two sub-themes: The monitoring framework used by SMCs in effecting their mandate; and SMCs' experience gained from implementing the monitoring framework for UPE. The findings reveal mixed responses from the participants. The findings reveal that some SMCs have monitoring framework guidelines in the form of manuals and booklets from the MoES that guide them in their monitoring work yet others have no uniform guidelines from the ministry but, instead, formulate their own monitoring frameworks, which they use to monitor school activities. On the experience gained in implementing the monitoring framework for UPE, the findings reveal that the monitoring framework that SMCs use have made them understand the importance of collaboration and consultations as a means of solving problems in schools. SMCs give feedback on their monitoring activities to concerned stakeholders and this helps in guiding the optimal utilisation of resources in order to attain the educational goal.

### **6.3.4 Theme 4: Challenges experienced by SMCs in implementing UPE**

The fourth research question was: What are the challenges faced in monitoring the implementation of UPE in your country? While interviewing SMC members on the roles they played in monitoring the implementation of UPE, it was deemed necessary to find out if there were challenges that the SMCs experienced in performing their roles in schools. The participants' responses indicate the following challenges: Policy issues; power and authority to manage schools; induction courses; administrative issues; financial management; role conflict between PTAs and SMCs; the relationship between SMCs and teachers; the dominance of some members of SMCs; parents' perceptions of UPE.

### 6.3.4.1 Policy issues

Decentralisation of education to the local and school levels was supposed to transfer the power of managing schools into the hands of the community and, therefore, to the SMCs, which would be empowered to take all the decisions concerning the management of the schools. However, not all the powers and authority to manage schools were transferred to SMCs, thus creating the challenges. The excerpts below attest to this:

The government policies state that: do not charge school fees beyond so much, do not send children without books away, the government doesn't give books, the government doesn't give whatever it is supposed to give in time. And you find there is a big challenge in rural schools where parents have absconded their duties and then they push it on to the government...teachers have no accommodation, teachers have no incentives, pupils go to school with no books...so at the end of the day it doesn't benefit that child. (SMC E1)

We don't pay teachers. So if you don't pay someone, you will have less control over him. So they may do something not actually accuracy you try to advice but they do not take that advice serious. (SMC F1)

We don't have induction courses...no any training, some people don't know how to deliberate, they are influential that can't even interpret the guidelines but they are also members. (SMC H1)

A financial constraint...Mbarara Municipal Council which contributes sometimes...delay to honour their dues...it's hampering us. (SMC H1)

At times they transfer our teachers without even our concerns or notice... they use our school as a dumping area and bring stubborn teachers. (SMC H1)

We don't have induction courses. They just select you a member of the chairman of sectoral education committee and there is no induction, no any training, some people dot know how to deliberate and can't even interpret the guidelines...they approve the budgets without knowing the consequences, repercussions...and can't even interpret figures. (SMC H1)

The above excerpts show that SMCs are constrained in doing their work by limited power and authority to take action regarding the way schools are run. This is due to the fact that the government policy on UPE is to ensure that no child is sent away for non-payment of school fees

and lack of scholastic materials and yet the funds government send to schools are not adequate. The management and control of teachers remain in the hands of the central and local governments with less input from the SMCs, which hinders teaching and learning. The findings also reveal that some SMCs have low levels of education, which limits their ability to contribute and make decisions that are relevant to the development of schools. This is so because the Education Act 2008 is silent on the level of education and experience required for somebody to be voted a member of an SMC. So the community simply elects somebody who is influential in regardless of their education levels.

#### **6.3.4.2 Administrative issues**

Another challenge faced by SMCs in monitoring the implementation of UPE is administrative, which shows up different ways. The extracts below attest to this:

Some PTA members and some management members... are colliding. They don't want someone to talk this; they don't want someone to talk because they are colliding..So which means the roles are not very clear as one of the challenges. (SMC C1)

Mismanagement of finances, especially in building construction. Leaving of the property or the implementation to the head teacher is not good because you say we have [a] budget for this so the head teacher you are the implementer to do the work for buying something like cement. He will say the cement has been bought a sack of [US\$] 40,000 while it was at [US\$] 30,000. (SMC D1)

Education statute empowers us but now the challenge is we don't award tenders, we don't even sit on the evaluation committees, we don't sit on contract committees, we don't know how they are awarded. They just give you the qualified bidders so you just have to monitor what somebody. The selection and criterion process we are not consulted. (SMC H1)

One of them is... shortage of funds because for every meeting held it needs something to give out to the members attending like water, like lunch...transport. (SMC F1)

We have politicians ...who dominate and try to influence most of the activities at schools and hijack the decisions of other members of SMCs. (SMC H1)

Teachers hate you, because you go there to monitor them. They don't want any parents or SMC members to go there to see what is going on in the school. (SMC C1)



The findings of this study further show that SMCs face the challenge of parents' perception about the UPE programme which is implemented by the government. The following excerpt bears this out:

The perception of the parents... They leave children to the government... They end up not owning their children and at the end of the day everything is to be provided by the school...So it becomes a challenge to the school and school managers...Sometimes we request at least let there be a small contribution by the parents especially when it comes to break tea and some other small things but parents will not accept it... and will always want to say this is a UPE school, we are supposed to study for free ... They forget that there are roles to be played by them as parents.  
(SMC A1)

The above extract reveals that there is lack of cooperation among the key stakeholders in schools, which hinders the efficient management of schools. The analysis further reveals that SMCs do not take full control of the way in which school activities are run and the school funds are spent, which is responsible for the misappropriation of school funds. The analysis further shows that SMCs do not have the full mandate to take all the decisions on the activities of the schools, which is likely to curtail their commitment to their monitoring work. The findings also reveal that, much as decision-making in schools is done through the participatory approach by involving all the stakeholders, there are members whose views dominate other members' views. This shows that the decisions taken in schools by SMCs may not be democratically arrived at by all members, an indicator that inappropriate decisions are likely to be taken that may hinder the development of schools. Another challenge faced by SMCs in monitoring the implementation of UPE, according to the study findings, is the community mindset that UPE is free, which hinders the SMCs' capacity to raise funds from parents to complement government funding, thus making schools operate without inputs that are relevant for teaching and learning.

#### **6.3.4.3 Summary of theme 4**

The presentation of findings under theme four – The challenges experienced by SMCs in implementing UPE – was under two sub-themes: policy and administrative. The findings reveal that, although the Education Act 2008 mandates the SMCs to undertake certain stipulated duties and responsibilities in schools, the power and authority to run schools still lie with the local and

central governments, but not at school level. This challenge reduces the power and authority exercised by SMCs in effecting their mandate in UPE schools. SMCs also encounter the challenge of the community mindset that UPE is free, which hinders the SMCs' capacity to raise funds to complement government funding in schools. The findings further reveal that there is a challenge faced by SMCs in making decisions affecting the management and running of schools. This is because some SMC members have low levels of education and, as such, they cannot contribute constructive ideas that are relevant for promoting the growth and development of schools. The findings further reveal that lack of full-time engagement of SMC members in all the activities of schools has created a challenge of embezzlement of funds by some head teachers.

### **6.3.5 Theme 5: How SMCs manage the challenges of monitoring the implementation of UPE**

In this study, the researcher, through structured interviews, investigated the mechanism that SMCs use to address the challenges encountered in monitoring the implementation of UPE based on the assumption that there could be a possibility that when SMCs encounter these challenges nothing is done, which could be hindering their roles in monitoring the implementation and success of UPE in Uganda. The responses indicated strategies such as: funding strategies; pupils' retention strategies; and the relationship between SMCs and PTAs.

#### **6.3.5.1 Funding strategies**

Responses from the interviews revealed that SMCs addressed the financial challenges through lobbying for more funds from the government, parents and well-wishers. The evidence is shown below:

The challenge of underfunding...We have always requested government to increase the funding...The other thing is that we try to advocate and request parents at least to give ... something, especially when we feel that our children need like break tea, so request the parents through the PTA meeting to give something to ensure that some of these things are addressed. (SMC A1)

Our challenges are, of course, monetary... We are lucky. For us we have been getting outside help from some kind people. There is a priest who gave us a whole classroom block so that we

overcome them by being humble and we accept our means. Of course there could be some failure here and there but they cannot shock you and we are not shocked by their challenges. (SMC B1)

Savings we get from the parents we pay some teachers. Each teacher is given PTA. Then private teachers we pay them; we give them houses. (SMC C1)

The old girls and boys we bring them on board. We encourage them to like the school and they usually give some small advice and even funding. (SMC A1)

The challenge of housing... We have tried to put up some small units through our small savings in our school. We have even instructed the headmaster not to send away children without basic requirements. (SMC E1)

Another prominent strategy used to address the challenges that faced by SMCs in monitoring the implementation of UPE was ensuring pupil attendance and retention. This attested by the extracts below:

We have ... instructed the headmaster not to send away children without basic requirements, because by the time this child comes to school without and send him back the child will come back and say Daddy doesn't have. So we say if we can solicit some small funds, we would get these things in place and then we would also encourage people to donate. (SMC F1)

We have developed cards for parents, so when a child is continuously absent we provide a card and the parent comes. We talk and he signs on that card. And [we] also encourage them to begin monitoring the child... So when the child has not come we know and we ask the child immediately and the parent has to know why the child didn't come. We are trying to overcome that one by being constantly in touch with the parents. (SMCB1)

If it is an excess that's why you see that some of the head teachers are being transferred. So we apply for transfer if he doesn't collaborate with us. (SMC D1)

Regarding the challenge of dominance by influential members of SMCs in terms of imposing their views regarding issues concerning the management of schools, the strategy that emerged from the interviews was that every member's view was regarded as vital. As a result, therefore, everyone had to be encouraged to contribute on the issues upon which decisions were to be taken in a meeting. The evidence is shown in the following quotations:

People are given chance to raise, especially when some of the topics are brought up, everyone is requested to ... give a comment... Even those who are quiet, we will always want to hear from them. (SMC A1)

So if you see someone not talking and raising his hand... you are the chairman...you have to say please can we get something from you so he talks. You know they are listening but you as a leader you have to meet, then talk. (SMC D1)

The challenge of conflict between PTA and SMC members is basically solved amicably by holding joint meetings to clarify the roles played by each party. This is evidenced by the following quotation:

We sometimes hold joint meeting if it's needed so that we live together and know one's role. We are all one. (SMC D1)

Regarding the challenge of having illiterate members of SMCs, the responses from the interview show that the committees had learnt how to accommodate them with the intention of creating a harmonious environment for all the members to work as a team. This is evidenced by the extract:

We fear to talk about such issues, because the perception from such members may get negative. And, you see, when you are dealing with these illiterate people, you deal with them so delicately and so consciously, and some of them take it as their own thing and so at times you just ignore and accommodate them. (SMC H1)

The above extracts reveal that SMCs complement government funding of UPE schools through their role of resource mobilisation. This has enabled schools to have the needed infrastructure, which is regarded as a key input for promoting teaching and learning. The findings further reveal that SMCs are taking the initiative of ensuring that the government's aim of ensuring pupils' access to school and their retention in school until they complete the primary cycle is being achieved. The findings also reveal that there is harmony and teamwork in the way SMCs execute their roles in schools by ensuring that all stakeholders' views are regarded as vital in decision-making. This has created commitment by all the members, who aim at improvement in the performance of schools.

### **6.3.5.2 Effectiveness of the SMCs' mechanism to address the challenges of UPE in schools**

This sub-section investigated the effectiveness of the mechanism put in place by SMCs to address the challenges of UPE implementation in Uganda. The researcher asked this question to participants to ascertain whether SMCs understood whether the efforts they were putting in to address the challenges were yielding positive results and if they had an impact, and the areas in which such an impact could be felt. The responses from the participants were synthesised and the following was the sub-theme: Personnel issues.

### **6.3.5.3 Personnel issues**

Responses from the interviews revealed that the challenges of UPE in schools which the mechanism that SMCs established sought to address could be categorised as personnel issues that involved staff welfare, financial motivation, accommodation, support supervision, teachers' attendance, and scholastic materials. The quotations below provide the evidence:

When it comes to staff motivation, we look at something like the staff welfare to make sure that at least... when they have eaten their meals well, we feel when they go to class they will really perform. Then...we provide staff accommodation, we also give allowances to those...who perform. (SMC A1)

Everybody has got enough materials for preparation. Those who need charts, those who need what, everything is there. We actually spend more money on scholastic materials...We have never been short of scholastic materials. (SMCB1)

Teachers... we tell them that we need our school to perform because UPE schools do not perform well, and indeed they are trying. We provide for them something little in [the] form of [a] token to motivate them and our school compared to the neighbouring schools, we are not badly off. (SMC F1)

You must make sure that the teachers have regular meetings, the staff meetings; that their schemes of work and lesson plans and tentatively also set goals which you want to achieve each term, and have action plan each term. Action plans for each term are given to the chairman of SMC for approval, monitoring and evaluation. (SMC G1)

We are lobbying for more brilliant teachers from other schools. We lobby through the Education Officer. When they are getting transfers they also get us some good teachers. Then another thing is equipping our libraries. We have been also telling the head teacher to get enough and relevant textbooks, past papers from other sister schools and also instilling discipline because we thought minus discipline we cannot get good standards. (SMC H1)

The above extracts reveal that SMCs emphasise staff welfare and support supervision that aim at the improvement of performance in UPE schools. This commitment that is exhibited by members of SMCs shows that they execute their roles according to their mandate as enshrined in the Education Act 2008 in ensuring that the inputs required to facilitate teaching and learning in schools are in place. The fact that SMCs can identify the challenges that hinder their activities and go ahead to come up with strategies to address them is an indicator that the government policy of transferring the authority and power to manage schools to the local community is empowering the community to make decisions that affect their schools.

#### **6.3.5.4 Summary of theme 5**

This involves the presentation of findings under theme five: How SMCs manage the challenges of monitoring the implementation of UPE. This research question had two interview questions: How are the changes faced in implementation of UPE addressed? Describe the effectiveness of the mechanism put in place to address the challenges of implementing UPE in your school. The findings reveal that SMCs lobby for more funding from various stakeholders in schools to bridge the funding gaps created by the insufficient funds that the government sends to schools. The study findings further reveal that SMCs emphasise staff welfare and support supervision that aim at improving performance in UPE schools. The study findings also reveal that SMCs implement the government policy of ensuring that pupils access education and are retained until they complete the primary cycle, which is the main objective of the UPE programme in the country. This is done through building teamwork among the stakeholders in the schools and has led to the making of efficient decisions on managing the schools, including optimal resource utilisation, which promotes teaching and learning.

## **6.4 Summary of the Chapter**

The chapter presented the qualitative findings from the interviews with the participants. The themes that answer the research questions were presented and illustrated by quotations from the participants. In the next chapter the researcher discusses the findings and triangulates the quantitative and qualitative findings with the literature.

## CHAPTER SEVEN

### DISCUSSION OF THE RESEARCH FINDINGS AND TRIANGULATION WITH LITERATURE

#### 7.1 Introduction

The aim of the study was to examine the role of SMCs in monitoring the implementation of UPE in Uganda. The earlier chapters of this thesis analysed and presented the results of both quantitative and qualitative analysis from the questionnaire and key informant interviews. This chapter analyses and discusses both quantitative and qualitative results in line with the research questions and the literature reviewed. This is because this study adopted an explanatory sequential mixed methods approach where the study was done in two phases. Phase one dealt with quantitative analysis. This was followed by phase two of the qualitative analysis. The qualitative analysis complemented the quantitative analysis; the aim was to obtain a deeper understanding of the roles played by SMCs in monitoring the implementation of UPE.

#### 7.2 Ascribed Roles of SMCs

Quantitatively, the majority of the participants (80.2 %) showed that their schools took on the role of approving the school development plans. The findings also reveal that the majority of the participants (90.7 %) undertook the role of approving the budgets and the majority (86.5%) of the participants take on monitoring school expenditures as their role. On whether SMCs participated in the procurement of school equipment, the majority of the participants (51.1%) disagreed that they participated in the procurement process. The analysis further shows that the majority of the participants (51.1%) agreed that they participated in the construction of school infrastructure. While the majority of the participants (81.3%) agreed that they monitored the way the school resources were utilised, the majority (69.8%) also agreed that they participated in the mobilisation of funds to complement government grants in schools. The analysis further shows that the majority of the participants (62.5%) ensured that school heads accounted for the funds allocated to their schools. The analysis further indicates that the majority of the participants (70.8%) agreed that they participated in monitoring head teachers, teachers and pupils in the schools. The analysis also indicates that the majority of the participants (83.2%) participated in the general management of the schools. This analysis indicates that SMCs undertake various roles according to the mandate given to them by the Education Act 2008.



The findings from the interviews suggest that there was planned and structured use of school funds owing to the approval process that the planning procedure passed through. Planning focuses on school infrastructure development, which is a key input in facilitating teaching and learning. The responses from the participants with regard to resource mobilisation indicate that SMCs were able to plan, draw up budgets, identify the funding gaps and look for alternative sources of funding the activities of the schools according to their priorities. The planning role of SMCs seemed to be proactive with regard to obtaining funds from other stakeholders in the schools, including parents, through various ways to ensure that the schools activities were undertaken. This analysis shows that the funding of education in Uganda does not depend solely on resources from the government but also on resource mobilisation from the community. The findings, therefore, seem to indicate that the SMCs' monitoring role ensures that resource inputs that are necessary for promoting teaching and learning are mobilised and well utilised to ensure that the government policy of successful implementation of UPE programme in the country is achieved.

The study findings are in a support of the systems approach theory that guided this current study. The theory states that a system is a set of interconnected and interrelated elements directed to achieve stated goals. This theory views an institution as an organic and open system composed of various sub-systems. The different sub-systems are connected with each other through communication, consultations, authority, responsibility, relationships, policies, procedures and other aspects that bring the system together as one functional unit. For better performance in UPE schools, the different sub-systems have to work as one functioning unit. In this functioning unit, the SMCs have to play the role of providing an oversight role to the school programme that involves UPE funds and the mobilisation of parents and the community in connection with school development projects. This is done through communication networks that are linked as a unit for the smooth implementation of UPE programme that enhances the school performance.

The findings are in line with those of Benedict and Francis (2012) who observe that an SMC is an integral part of the school management, which is responsible for administering the overall affairs of the school, from identifying the development and infrastructure needs to the implementation and monitoring of school development projects.

Kipkoech and Cheruto (2012) also found that the roles of SMCs in schools involve the initiation and approval of development plans, approval of the procurement of school assets, monitoring the utilisation of capitation grant, the provision of school infrastructure, helping the head teachers in negotiations and the acquisition of school entitlements from the districts, and ensuring that there is discipline and harmony in schools with a view to creating a conducive learning environment, which is required for better outcomes. The findings are also in agreement with those of Bategeka and Okurut (2006) who found that the roles of SMCs involve the provision of a general direction to the activities of the schools, such as ensuring that schools have development plans, approving and managing school budgets, and monitoring school finances to ensure transparency, especially in the use of UPE grants.

The findings are further supported by Benedict and Kwame (2012) and Shah (2009), who assert that the committee's main duties comprise monitoring and supervision of all school employees and pupils, ensuring that the school has sufficient infrastructure, planning and approval of budgets, ensuring pupil and teacher discipline, assisting teachers in improving teaching and learning, resolving school-community conflicts and improving teacher-community relations.

Results of the quantitative analysis further reveal a strong correlation between the ascribed roles played by SMCs and the implementation of UPE ( $r=0.639$ ,  $p<0.01$ ). This analysis presents evidence that SMCs in schools are vital for UPE implementation. In confirming these findings, the results of the interviews reveal that the SMCs' role in monitoring the implementation of UPE has been effective to a big extent. Pupils' access to and enrolment in schools have increased and resource inputs that facilitate learning and teaching have been monitored and efficiently utilised. These findings indicate that SMCs are committed to ensuring the successful implementation of UPE. The findings are in support of scholars' view that SBM is the best mode that serves pupils best since it meets the various expectations of stakeholders in the school with regard to the provision of better education services (Ayeni & Ibukun, 2013; Bandur & Gamage, 2009). Singh and Sood (2016) also observed that SMCs is a governance model that motivates parents involvement in operations of the school. This is because SMCs composition involves parents, teachers, head teachers and local communities. The active participation by parents is vital for promoting better management of schools since there is an incentive of demanding accountability on the way way school resources are utilised as well as demanding a better quality for their children.

The findings are also in conformity with that of (Matete, 2016). Matete (2016) observed SMCs are mandated to prepare the school budgets, monitor expenditures as well as preparing and approval of development plans. Matete (2016) further observed that SMCs are mandated to open and operate bank accounts with school funds which makes accountability easy in the way scarce resources of the school are utilised. SMCs also participate in procurement of teaching and learning materials as well as participating and monitoring the construction of classroom blocks, school latrines and teachers houses. Dwivedi and Naithani (2015) asserts that SMCs role involves monitoring the operations of the school, develop and prepare development plans, monitor the capitation grant from the government and other resources. They further monitor the teachers and pupils to ensure there is regular attendance. The SMCs operate within the SBM objectives and structures. They are accountable for all the money disbursed to schools and for school property as well as for monitoring the activities of head teachers, teachers' conduct and performance, and pupils' progress (Bategeka & Okurut, 2006; MoES, 2009).

However, the researcher, using key informant interviews, observed that the generation of resources from well-wishers of the school may not be a reliable way of mobilising funds for running schools. This is because such offers come once in a while and thus cannot be used as a good sustainable strategy for funding the financial needs of the school. This analysis shows that there are no formal and viable ways utilised by SMCs to mobilise school funds other than contributions from parents. The researcher further observed that mobilising resources from parents to complement government funding to schools calls for the need to refine the concept of UPE. This is because one of the reasons why UPE was introduced was to ensure that education becomes accessible to all, including children from poor families. Therefore, imposing charges on parents is likely to lead to an increased dropout rate, especially among children from poor families. The findings further reveal that SMCs do not have the full mandate to take all the decisions that affect the running of schools, an indicator that the power and authority to manage schools remain with the central government under the MoES and with local governments under the DEOs, DISs and CAOs. The study further reveals that SMCs operate in schools alongside PTAs. Most of the budget approvals, expenditures, imposing charges on parents and other key decisions are initiated by SMCs and approved by PTAs. This lack of independence in schools by SMCs renders their roles in schools inefficient.

The researcher further believes that SMCs' monitoring role is not efficiently executed. For example, monitoring teachers' attendance without monitoring what the teacher is doing in class

in terms of the subject content she/he delivers to pupils, how a teacher involves the learners in understanding what he/she is teaching, monitoring how teachers give exercises and tests and mark them, and how teachers institute discipline in class, means that the monitoring activity does not produce good results in line with the aims of teaching and learning.

### **7.3 SMCs' perceptions of their role in the implementation of UPE**

Quantitatively, the majority of the participants (84.4%) perceived the role of monitoring the implementation of UPE as an activity aimed at the efficient management of UPE in schools. The findings further reveal that 90.6% of the participants perceived it as the creation of a sense of ownership of schools, while 87.5% of the participants perceived their role as voluntary work with no reward from the central government. In addition, 68.8% of the participants perceived their roles as an activity that promoted transparency in schools; while 66.7% of the participants perceived their roles as an activity that promoted accountability. Further, 69.8% of the participants agreed that they perceived the role of monitoring the implementation of UPE as technical, thus requiring members to have knowledge and skills that were lacking among many members of the committees. While 64.6% of the participants agreed that they perceived their role of monitoring the implementation of UPE as having the capacity to monitor capitation grant from the central government, 77.1% perceived their role of monitoring the implementation of UPE as having the capacity to monitor school activities. The study further reveals that 60.6% of the participants agreed that they perceived their role as having the capacity to take corrective action based on monitoring reports. Also, the majority (70.9%) of the participants agreed that they perceived their role of monitoring the implementation of UPE as an activity that ensured efficient resource utilisation in schools.

The study findings further reveal a moderate positive relationship between SMCs' perceptions of their monitoring role and UPE implementation ( $r=0.507$ ,  $p<0.01$ ). This observation shows that SMCs' perceptions about their monitoring role significantly influence UPE implementation. This seems to suggest that a positive perception acts as a motivator for SMCs to work harder to ensure that UPE implementation succeeds since some members of SMCs have children in schools where they are members.

The findings from the interviews reveal that SMCs did voluntary work in schools through the participatory approach to ensure that school resources were efficiently utilised. This was

intended to ensure improvement in the performance of the schools. This commitment by SMCs in monitoring the implementation of UPE based on unpaid procedure seems to indicate that there is efficient use of UPE funds. The analysis further seems to indicate that the government decision to decentralise the management of primary schools is perceived by the community as empowering them to make decisions that affect the running of schools by the communities themselves, which has created a sense of ownership of schools by the communities. The findings are in line with those of Moritsugu, Wong and Duffy (2010), who assert that community participation in school management creates a sense of ownership that leads to the stated goal of having a proper functioning school. This is because most of the school community members on an SMC are parents who are concerned about the education of their children (Evans & Shirley, 2008). A number of SMC members perceived their duties and functions as symbolising recognition by the community members and district officials who trusted them with the mandate to monitor the activities of the schools (MoES, 2007). According to Prew (2009), schools with active participation of the local communities are able to successfully implement school development programmes because the local communities are able to mobilise the financial as well as human resources necessary for the provision of better education services.

Wong and Duffy (2010) observe that community participation is vital for creating change if they see the importance of change. Since SBM has become a new vehicle for change in the management of schools, community participation becomes relevant to implement the change for the benefit of all stakeholders in the education system. Evans and Shirley (2008) found that community participation by way of SMCs or school boards is likely to lead to group work aimed at the attainment of a common goal rather than catering to personal interests through the mobilisation of collective resources that act as an intermediary between different stakeholders with diverse interests.

Moritsugu, Wong and Duff (2010) reveal that community participation through SMCs is voluntary, an indicator that there is no monetary reward. This limits the willingness of a diverse range of stakeholders to participate and, as such, the committee may not be a true representation of the community. This means that the decisions taken by the committee may not be embraced by all the community stakeholders and this creates problems with decision-making and implementation.

However, further findings from the study reveal that SMCs' work in schools is not purely voluntary. SMC members are motivated to attend meetings in their schools through the provision of transport allowance, lunch and some refreshments. This observation shows that there is some degree of monetary benefit that motivates SMC members to be committed to their monitoring role in schools. This is, however, likely to lead to the misappropriation and embezzlement of school funds. This analysis seems to indicate that there is need to redesign the policy of community participation in the management of schools since voluntary participation is viewed as a demotivating factor as the SMCs carry out their monitoring roles in schools. The result is that they might not work effectively and with commitment. This finding is in conformity with that of Prisen and Titeca (2008) who observe that lack of motivation has created low levels of morale and lack of interest, which has resulted in inefficiency in the regular monitoring of the school activities. Bartol and Martin (2008), as cited in Muogbo (2013), describe motivation as a power that shapes behaviour and creates the inclination towards work continuity. Motivation induces an individual to work towards the attainment of organisational goals (Muogbo, 2013).

#### **7.4 Experience gained by SMCs from implementing the monitoring framework for UPE**

Quantitatively, the majority of the participants (59.4%) revealed that the monitoring framework designed by the MoES that guides UPE monitoring in primary schools was user-friendly. The majority of the participants (68.8%) further revealed that the monitoring framework had clear objectives regarding what to monitor. The participants also revealed that the monitoring framework had clear monitoring indicators at 49%, while 40.6% disagreed and 10.4% were neutral as they were non-committal. This observation shows that there is lack of clear monitoring indicators that guide the monitoring activities in schools. On the issue of whether monitoring is done for corrective action, 48% of the participants disagreed, while 43.7% agreed and 8.3% were non-committal. This finding seems to suggest that SMCs do not have the full mandate to take corrective action based on the monitoring reports. In addition, 59.3% of the participants disagreed that the training received by SMCs in their role of monitoring was sufficient to enable them to effect their duties. The study further revealed that SMCs did not have the mandate to effectively implement the monitoring framework (60.1%). Whereas the majority of the participants (54.1%) did not agree that SMCs possessed the knowledge and skills required for the utilisation of the monitoring framework for the effective implementation of UPE, 50% of the participants revealed that there was teamwork by SMC members, which promoted the effective monitoring of school activities. The study findings further revealed that the monitoring

framework in place ensured transparency in the way schools were run (64.6%) and the participants revealed that the monitoring framework in place ensured clear accountability in the way school resources were used (59.4%). The study findings further revealed a moderate positive relationship between the experiences the SMCs gained in the course of implementing the monitoring framework for UPE and UPE implementation ( $r=0.484$ ,  $p<0.01$ ). This observation shows that there is evidence that SMCs' experience in implementing the monitoring framework significantly positively influences UPE implementation. This could be because, as members of SMCs carry out their monitoring roles, their level of understanding and knowledge about what to do keep on increasing, thus impacting on the way UPE is implemented.

The findings from the interviews revealed that SMCs had guidelines and manuals that contain the monitoring framework from the MoES, which was a good practice. The findings indicated that the monitoring activities in schools were carried out in a logical and systematic way following laid down procedures as indicated in the monitoring framework. This had helped the SMC members, even those with low levels of education, to learn from other members how routine monitoring was carried out, what was supposed to be monitored and how to take decisions based on monitoring activities. The study findings further revealed that there was no clear and uniform monitoring framework from the MoES. SMCs had designed their own monitoring frameworks that suited their school environments, which they were using for the effective monitoring of school activities. This explains the different experiences gained while implementing the monitoring frameworks used by SMCs in their respective schools. This seems to indicate that there is need redesign the procedure for undertaking monitoring activities if the monitoring function is to be useful in schools.

Kayani and others (2011) revealed that an education programme can be implemented successfully when there is regular and continuous monitoring, with the aim of tracking the progress of the school activities, which would involve monitoring head teacher and teacher attendance, budget preparation and implementation, the procurement process as well as the behaviour of the entire school. An efficient monitoring framework should be able to provide information about the progress on programme implementation so that decisions on how to achieve better outcomes are undertaken to ensure that there is value for money for the benefit of all education programme stakeholders (Kayani *et al.*, 2011). Such a monitoring framework should provide comprehensive information about all the indicators of performance that need to

be monitored so as to efficiently guide the decision-makers on how to achieve the programme's objectives (Noh, 2006).

A monitoring framework should not only gather data on specific set indicators but go ahead to show how the collected data should be analysed to come up with findings and recommendations that would guide decision-makers on how to enhance their strengths and on how to tackle the weaknesses of programme implementation for the benefit of all the stakeholders (Mishra, 2005).

The involvement of local communities in the management and monitoring of schools in order to improve the quality of education is a prime objective of devolution (Kayani *et al.*, 2011). Monitoring provides an early indication of the likelihood that expected results will be attained and provides an opportunity to validate the programme theory and logic and make necessary changes in programme activities and approaches (Shah, 2009).

### **7.5 Challenges experienced by SMCs in implementing UPE**

The majority of the participants (48.9%) revealed that SMC members lacked the knowledge and skills required to do their monitoring work, 43.7% disagreed with the statement and 7.3% of the participants did not show support for either side. However, the participants (66.7%) disagreed that poor working relationships existed between head teachers and SMCs. In addition, the majority of the participants (52.1%) agreed that members of SMCs lacked expertise in the area of financial management. The majority of the participants (51%) were familiar with the way in which school resources were utilised and managed. The participants (50%) further disagreed that decision-making in monitoring was not done collectively. The majority of the participants (47.9%) further agreed that SMCs worked with head teachers who lacked financial management skills. The majority of the participants (58.4%) further revealed that there was always a shortage of instructional materials in schools even when they were budgeted for. Another challenge faced by the SMCs was the existence of influential members of committees who made decisions on behalf of others, with 58.4% of the participants in agreement; and SMCs did not meet regularly to monitor how school activities were run, with 62.5% of the participants in agreement. The participants further disagreed that there was conflict between PTAs and SMCs in effecting the monitoring role of school activities, with 62.5% of the participants in disagreement; the participants disagreed that there was lack of teamwork among members of SMCs due to diverse interests, with 51% of the participants in agreement. While the respondents agreed that SMCs did



not know how schools were run due to lack of knowledge and skills, with 54.2% of participants in agreement, the majority agreed that 63.6% they lacked the mandate to take corrective action in schools.

The findings from interviews reveal that SMCs were constrained in doing their work by limited power and authority to take action in connection with the way the schools were run. SMCs did not have the full mandate to take all the decisions on the activities of the school, which was likely to curtail their commitment to their monitoring work. This was due to the fact that the government policy on UPE is to ensure that no child is sent away for non-payment of school fees and lack of scholastic materials and yet the funds government sends to schools is not adequate. The management and control of teachers remain with the central and local governments, with less input from the SMCs, which hinders teaching and learning. The findings further reveal that some SMCs have low levels of education, which limits their capacity to contribute and make decisions that are relevant to the development of schools. This is so because the Education Act 2008 is silent on the level of education and experience required for somebody to be voted a member of an SMC. The findings also reveal that, much as decision-making in schools is done through the participatory approach by involving all the stakeholders, there are members whose views dominate other members' views. This shows that decisions taken in schools by SMCs may not be democratically arrived at by all members, an indicator that inappropriate decisions are likely to be taken that may hinder development of schools. Another challenge faced by SMCs in monitoring the implementation of UPE, according to the study findings, is the community mindset that UPE is free, which hinders the SMCs' capacity to raise funds to complement government funding from parents, thus making schools operate without inputs that are relevant for teaching and learning.

The findings are in conformity with that of Maile (2002), who asserts that school governing bodies have a challenge of illiteracy among members, which contributes to inefficiency in the way they do their work. In relation to illiteracy, Van Wyk (2004) found that many school governing bodies, especially in rural areas, did not possess the knowledge and skills needed to perform their roles effectively. That is the reason why educators have blamed the school governing bodies for failure to execute their roles and responsibilities in schools owing to their low levels of education, which has resulted in wrong decisions being made in the governance of schools (Xaba, 2011). SMCs are faced with the challenge of undertaking technical roles for which they lack expertise in areas such as budgeting, expenditure planning and infrastructure

development planning as well as lack of information on the roles of head teachers and teachers in schools (Pushpanadham, 2000). In most rural areas, the duties and functions of the SMCs are undertaken by the influential members, who command respect and regard themselves as superior and/or the vocal members of the committee (Mbena, 2005). This situation puts those members who are not influential and with low self-esteem in a position where they are unable to contribute to the decisions, which affects schools since they only remain observers when decisions are being taken (Mbena, 2005). In support of this assertion, Van Wyk (2004) also observes that some members of school governing bodies lack confidence regarding their roles and duties, which makes them inferior to other members. Ayeni and Olusola (2013) state that many SMC members have limited knowledge about how the daily activities of schools are run and coordinated, how personnel administration issues are handled, how conflict resolution is undertaken and other statutory matters in relation to which they are expected to offer professional and technical inputs to enable decision-making for sustainable improvement in the performance of schools.

A better functioning school is determined by the way in which its resources are effectively and efficiently managed in a transparent and accountable way (Antonowicz, 2010). One of the great challenges facing SMCs is managing school finances resulting from lack of financial expertise (Antonowicz, 2010). Govender (2004) observes that it is not insufficient financial resources that are a problem in providing education services but, rather, lack of the capacity to plan, budget and control the available finances; this has proved to be a serious challenge met by SMCs in effecting their mandate. Good financial management in schools is vital for a better functioning school (Goetz, Durband, Halley & Davis, 2011). It is, therefore, the efficiency of financial management in schools that determines the competence of school governing boards (Yau & Cheng, 2014).

For the effective running of schools, financial management is vital and it should be the responsibility of a person in a position of authority over those management actions (regulated tasks) connected with the financial aspects of schools and having the sole purpose of achieving effective education (Mercy & Kubaison, 2014). Similarly, Joubert and Bray (2007) describe a school's financial management as the performance of management actions connected with the financial aspects of a school for the achievement of improved school performance. What is common in these definitions of financial management is that a connection is made between the management tasks and the financial issues in a school. The common denominator is that the management of school finances involves the task of budgeting, coordinating, communicating and motivating, as well as controlling (Clarke, 2007). It is the obligation of the school head to ensure

accountability and the efficient utilisation of school funds, yet many lack the knowledge and skills necessary for managing school funds (MoES, 2012). Good financial management in schools is vital for a better functioning school (Goetz, Durband, Halley & Davis, 2011). It is, therefore, financial management in schools that determines the competence of school governing boards (Yau & Cheng, 2014).

## **7.6 How SMCs manage the challenges of monitoring the implementation of UPE**

Quantitatively, the majority of the participants (54.1%) agreed that SMCs addressed their challenges by applying the UPE policy instruments that gave them the mandate to perform their monitoring role. The findings further show that the majority of the responses (50.0%) agreed that they addressed their challenges through teamwork as a result of receiving training in team-building. In addition, 58.3% of the participants disagreed that SMCs were supported by the district CAOs in effecting their mandate. Further responses reveal that SMCs were not supported by DISs in effecting their mandate, at 56.3 %, and the majority of the respondents (50.1%) disagreed that SMCs had the full support of the MoES in undertaking their roles and responsibilities. It was also revealed from the findings that SMCs did not get regular training in financial management, at 82.3%. The findings from this analysis further reveal that what seemed to be viable in addressing the challenges SMCs were facing was the application of UPE policy instruments that gave them the mandate to carry out their duties in schools as well as applying the experiences gained in executing their roles. The rest of the measures seemed not to be feasible, although the SMCs applied them to handle the challenges. The findings further revealed a significant but weak correlation between the strategies put in place to address the challenges and UPE implementation ( $r=0.307$ ,  $p<0.01$ ). This finding shows that there is evidence that addressing the challenges faced by SMCs improves UPE implementation in Uganda.

The findings from interviews reveal that there was harmony and teamwork in the way SMCs executed their roles in schools by ensuring that all stakeholders' views were regarded as vital for decision-making. This teamwork had created commitment by all the members aimed at the improved performance of schools. On the challenge of having illiterate members of MCs, the findings from the interviews show that SMCs had learnt how to accommodate them with the intention of creating a harmonious environment for all the members to work as a team.

Regarding the challenge of dominance by influential members of SMCs in expressing their views on issues concerning the management of schools, the strategy that emerged from interviews was that every member's view was regarded as vital and everyone was encouraged to contribute on the issues and decisions to be agreed upon in the meeting. The findings further reveal that SMCs were taking the initiative to ensure that the government aim of ensuring pupils' access to and their retention in school till they completed the primary cycle was being achieved.

The findings further reveal that the efforts put in place by SMCs in managing the challenges encountered in monitoring the implementation of UPE had created effectiveness where SMCs were emphasising staff welfare and support supervision, which aimed at improvement in the performance of UPE schools. This commitment that was exhibited by members of SMCs shows that they executed their roles according to their mandate as enshrined in the Education Act 2008 in ensuring that the inputs required to facilitate teaching and learning in schools were in place. The fact that SMCs could identify the challenges hindering their activities and come up with strategies to address them was an indicator that the government policy of transferring the authority and power to manage schools to local the community was empowering the community to make decisions that affect their schools.

In Uganda, the policy instruments that spell out the power and duties of SMCs are in place and they include: the 1995 Constitution of Uganda and the Education Act 1970, which spells out the duties and powers of SMCs (MoES, 2007). Members of the committee now understand and know the legal backing on which they stand when they are monitoring school resources, demand accountability and insist on improving student performance (MoES, 1998, 1999). This has instilled confidence in SMC members and motivated them to effect their mandate in schools. The use of SMCs in the management of schools has brought about a closer relationship between the school administrations and the communities, which has promoted closer monitoring in the way the school affairs are run, and this has enabled the schools to achieve their goals of access based on equity and the quality of education in some countries (Adeolu & Williams, 2013). Supporters of UPE reveal that if the community does not take on their assigned roles and responsibilities, achieving school progress cannot be realised (Ezenne, 2012). This is because, as Onderi and Makori (2013) reveal, developing constructive trust between SGB and the head teachers and between SGB and PTAs is a sure way of creating a relationship that is vital for the collective governance of schools.

The phenomenon of decentralisation of education where the power and authority to manage schools through SMCs is healthy but lack an appropriate framework and clear structures that are necessary to implement UPE exist in many countries (Bashasha, Magheni & Nkonya, 2011; Sasaoka & Nishimura, 2010). Policy contenders observe that efficient implementation of UPE requires both the combined efforts of teachers and community involvement if positive results are to be achieved (Marja & Rao, 2011). For this to be achieved, regular teaching and learning of pupils need to be checked by constant supervision and monitoring by the parents and other community members (Kasente, 2010). Supporters of the UPE programme reveal that if the community does not take on their assigned roles and responsibilities, achieving school progress cannot be realised (Ezenne, 2012). This is because, Onderi and Makori (2013) reveal, developing constructive trust between SGB and the head teachers and between SGB and PTAs is a sure way of creating a relationship that is vital for collective governance of schools. Suzuki (2002), however, contends that, much as the devolution of power to manage schools was shifted to the local communities, there is no evidence to support that contention.

## **7.7 Contribution of the Main Research Findings to Literature and the Body of Knowledge**

### **7.7.1 Ascribed roles of SMCs**

The findings in this study suggest that the roles of SMCs involve the process of making and approving development plans and budgets as well as monitoring the way in which school funds are utilised. The findings further seem to suggest that SMCs participate in resource mobilisation from different sources to complement the inadequate government funding in schools and in the construction of school infrastructure, and monitor the way in which resources are utilised by demanding accountability from the head teachers. The findings seem to indicate that there is planned and structured use of school fundsowing to the approval process that the planning procedure passes through. Planning focuses on school infrastructure development, which is a key input in facilitating teaching and learning. The findings show that SMCs are able to plan, draw up budgets, identify the funding gaps and look for alternative sources of funding for the activities of the schools according to their priorities from other stakeholders in the schools, mainly parents. This study finding shows that the funding of education in Uganda does not rely solely on resources from the government but also on resource mobilisation from the community. The findings, therefore, seem to indicate that SMCs' monitoring role ensures that resource inputs that are necessary for promoting teaching and learning are mobilised and well utilised to ensure that

the government policy of the successful implementation of the UPE programme in the country is achieved. The findings further seem to indicate that there is evidence to show the effect that SMCs' roles in schools are vital for UPE implementation. The findings, however, seem to identify a shortcoming in the way the school resources are utilised since they seem to indicate that the SMCs do not participate in the procurement process, thus making their participation and monitoring insufficient. This study is of significant value to the body of knowledge because it made a contribution to redefining the UPE programme. Whereas the literature reviewed has been treating the UPE programme as free, and as undertaken to ensure that all school-going children, including those from poor families, enrol and complete the primary cycle, the current study found that UPE in Uganda is not free because schools impose charges on parents as a way of complementing the government capitation grant that is not enough to meet all the school financial demands, which is contrary to the spirit of the introduction of UPE in the country.

This study, therefore, contributes to redefining UPE and leads to the understanding that the UPE programme is implemented on a cost-sharing basis where parents, in addition to meeting the cost of scholastic materials, pay tuition fee, development fee and any other charge that is deemed necessary to run the school activities. Further, the literature reviewed seems not to agree on the contribution of SBM to the delivery of educational services. While some studies have found a positive effect of SBM on the delivery of educational services (Gertler *et al.*, 2006, 2007; Barrera-Osorio *et al.*, 2009; Blimbo, Evans, & Lahire, 2011; Bruns, Filmer and Patrinos, 2011; Pradhan *et al.*, 2011; Duflo, Dupas & Kremer, 2012), other researchers have found a minimal effect of SBM on the delivery of education services (De Laat, Kremer & Vermeersch, 2008; Kremer & Holla, 2009; Banerjee *et al.*, 2010). In an effort to understand the SMCs' impact on the delivery of education services, the study findings from the quantitative analysis showed a strong positive relationship between the ascribed roles of SMCs and the UPE implementation programme. These findings seem to suggest that SMCs' role are vital for the implementation of UPE. These findings answered the knowledge gap as a contribution to the body of knowledge

### **7.7.2 How SMCs perceive their role in monitoring the implementation of UPE**

The findings in the study seem to suggest that SMCs perceive the role of monitoring the implementation of UPE as an activity aimed at the efficient management of UPE in schools and as voluntary work with no rewards from the central government. The findings further seem to suggest that SMCs' participation in the implementation of UPE has created a sense of ownership

of schools that is promoting transparency and accountability in schools. The findings further seem to indicate that SMCs perceive their monitoring role as an activity involving monitoring the way in which capitation grant from the central government is utilised. The study findings also seem to indicate that SMCs perceive their monitoring role as an activity involving taking corrective action based on monitoring reports. The findings suggest that SMCs do voluntary work in schools through the participatory approach to ensure that school resources are efficiently utilised. This is intended to ensure improvement in the performance of schools. This commitment by SMCs in monitoring the implementation of UPE based on an unpaid procedure seems to indicate that there is efficient use of UPE funds. The findings further seem to indicate that the government decision to decentralise the management of primary schools is perceived by the community as empowering them to make decisions that affect the running of schools by the community themselves, which has created a sense of ownership of schools by the communities.

The study findings further reveal a moderate positive relationship between SMCs' perceptions regarding their monitoring role and UPE implementation ( $r=0.507$ ,  $p<0.01$ ). This observation shows that SMCs' perceptions about their monitoring role significantly influence UPE implementation. This seems to suggest that a positive perception acts as a motivator for SMCs to work harder to ensure that UPE implementation succeeds since some members of SMCs have children in schools where they are members. While the literature reviewed seems to indicate that the work of SMCs is voluntary with monetary rewards, the study made a contribution to the body of knowledge by demonstrating that SMCs' work in schools is not purely voluntary. SMC members are motivated to attend meetings in their schools through the provision of transport allowance, lunch and some refreshments, which leads to misallocation of school funds since such expenditures are not part of the school budgets. The study made a contribution to the body of knowledge by affirming that SMC members' participation in schools is motivated by the prospect of financial benefits.

### **7.7.3 Experience gained by SMCs from the monitoring framework for UPE**

The findings in this study suggest a shortcoming in the use of and the experience gained in implementing the monitoring framework. The findings seem to suggest that the monitoring framework for UPE implementation designed by MoES has become user-friendly, with clear objectives relating to what to monitor, but with no clear monitoring indicators that guide the monitoring activities in schools. These findings further seem to suggest that SMCs do not

possess the knowledge and skills required to utilise the monitoring framework for the effective implementation of UPE. The findings reveal that the experience gained from the monitoring framework is that it promotes teamwork as well as effective monitoring of school activities and ensures transparency and accountability in the way the schools are run. Furthermore, the SMCs seem to suggest that they have guidelines and manuals that contain the monitoring framework which originated from the MoES, and this is a good practice. The findings indicate that monitoring activities in schools are carried out in a logical and systematic way following laid down procedures, as indicated in the monitoring framework. The study findings, however, seem to suggest that there is no clear, uniform monitoring framework from the MoES. SMCs have designed their own monitoring frameworks that suit their school environments, which they use for effective monitoring of school activities. This explains the differences in the experiences gained from the monitoring frameworks used by SMCs in their schools. This seems to indicate that there is need to redesign the procedure for undertaking monitoring activities if the monitoring function is to be useful in schools. This study has made a contribution to the body of knowledge because it established that SMCs were monitoring the activities of schools in the absence of a clear monitoring framework and that their level of conceptualisation of what a monitoring framework is differed from SMC to SMC. Yet the literature only mentioned how the SMCs monitor the school activities without mentioning the monitoring framework that SMCs use in effecting their activities.

#### **7.7.4 Challenges experienced by SMCs in implementing UPE**

The findings of this study seem to indicate that SMC members lack the knowledge and skills required to do their monitoring work, including expertise in financial management. The findings further seem to suggest that SMCs work with head teachers who lack financial management skills, which has a negative effect on the way budgets and financial expenditures are made. This seems to be the reason why some schools operate with insufficient teaching and learning materials even when they are budgeted for. The findings further seem to suggest that SMCs are faced with the challenge of the existence of influential members of the committee who make decisions on behalf of the other members. SMCs also face the challenge of irregular meetings, so that they are unable to effectively monitor how school activities are run. The findings further seem to suggest that there is conflict between PTAs and SMCs in effecting the monitoring role with regard to school activities. The findings further seem to suggest that SMCs do not know how schools are run owing to lack of the requisite knowledge and skills and lack of the mandate



to take corrective action in schools. This is because SMCs are constrained in doing their work by the limitation on their power and authority to take action in response to the way the schools are run even when they are mandated to do so by the Education Act 2008. The study findings also seem to suggest that SMCs do not have the full mandate to take all the decisions on the activities of the schools, which is likely to curtail their commitment to their monitoring work. This is due to the fact that the government policy on UPE is intended to ensure that no child is sent away for non-payment of school fees and for lack of scholastic materials and yet the funds that the government disburses to schools are not adequate.

The management and control of teachers remain with the central and local governments, with minimal input from the SMCs, which hinders teaching and learning. The findings further reveal that some SMCs have low levels of education, which limits their capacity to contribute and make decisions that are relevant to the development of schools. This is so because the Education Act 2008 is silent on the level of education and experience required for one qualify for election as a member of an SMC. The findings also reveal that, much as decision-making in schools is done through the participatory approach by involving all the stakeholders, there are members whose views dominate other members'. This shows that the decisions taken in some schools by SMCs may not be democratically arrived at by all members, an indicator that inappropriate decisions are likely to be taken that may hinder the development of schools. Another challenge faced by SMCs in monitoring the implementation of the UPE, according to the study findings, is the community mindset that UPE is free, which hinders the SMCs' capacity to raise funds to complement government funding from parents, thus making schools operate without the inputs that required for teaching and learning. This study made a significant contribution to the body of knowledge by redefining the UPE programme as something that is not free since it is implemented on a cost-sharing basis between the central government and the communities.

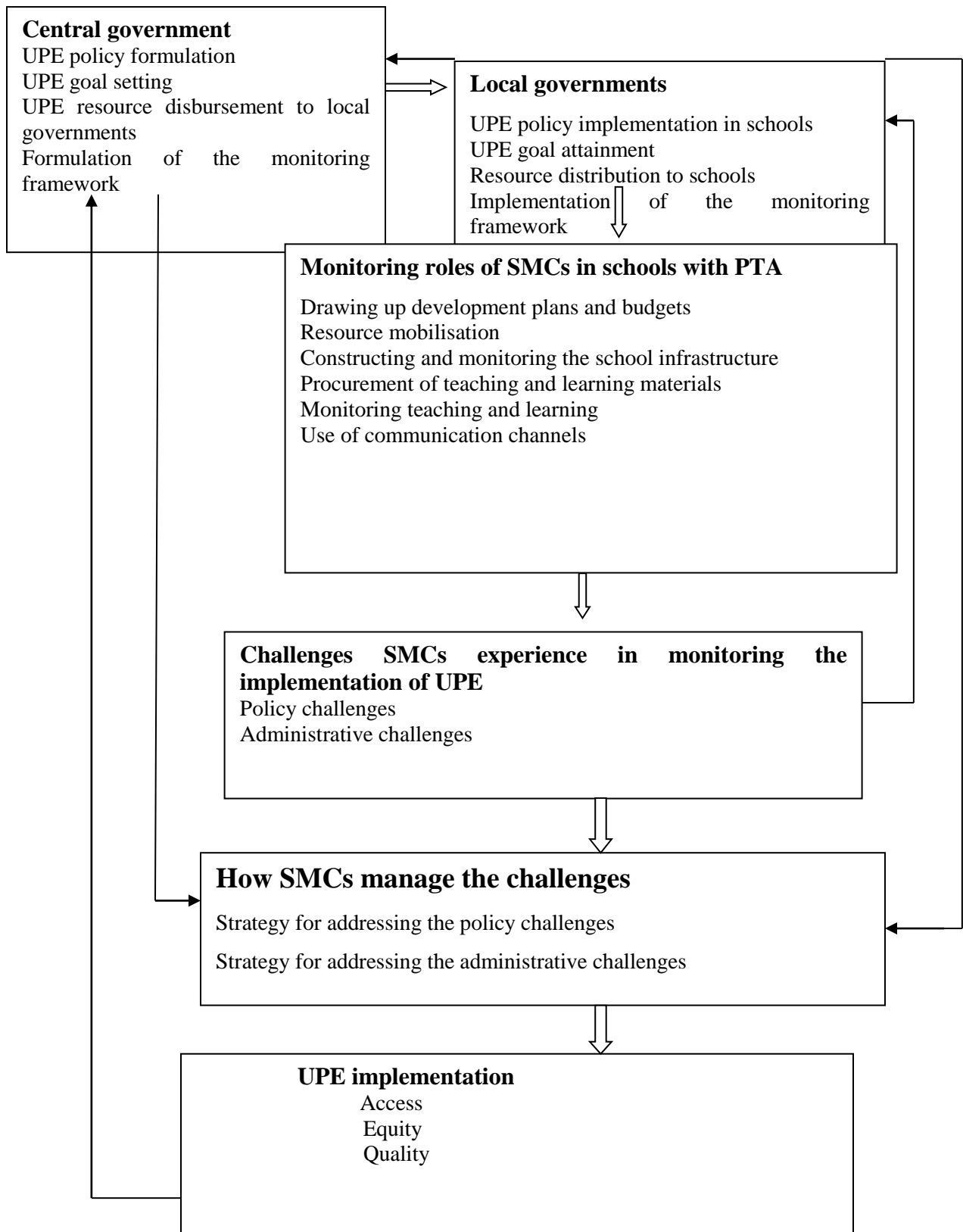
#### **7.7.5 How SMCs manage the challenges of monitoring the implementation of UPE**

The study findings seem to suggest that SMCs address their challenges by applying the UPE policy instruments that give them the mandate to perform their monitoring roles. The findings further show that SMCs address their challenges through teamwork as a result of acquiring training in team-building. This teamwork seems to create commitment by all the members aiming at the improved performance of schools. On the challenge of having illiterate members of SMCs, the findings of the study seem to suggest that the SMCs have learnt how to accommodate

such members with the intention of creating a harmonious environment for all the members to work as a team. Regarding the challenge of dominance by influential members of SMCs in imposing their views on issues concerning the management of schools, the strategy that emerged from the study findings suggest that every member's view is regarded as vital and everyone is encouraged to contribute on the issues to be discussed and the decisions to be taken in the meetings. The findings further reveal that SMCs take the initiative of ensuring that government's aim of ensuring pupils' access to and their retention in school to complete the primary cycle is being achieved.

The findings also reveal that the efforts put by SMCs into managing the challenges encountered in monitoring the implementation of UPE have been effective where SMCs emphasise staff welfare and support supervision that aim at improvement in the performance of UPE schools. This commitment that is exhibited by members of SMCs shows that they execute their roles according to their mandate as enshrined in the Education Act 2008 in ensuring that the inputs required to facilitate teaching and learning in schools are in place. The fact that SMCs can identify the challenges hindering their activities and come up with strategies to address them is an indicator that the government policy of transferring the authority and power to manage schools to local communities is empowering the communities in making the decisions that affect their schools. The findings further reveal a significant but weak correlation between the strategies put in place to address the challenges and UPE implementation ( $r=0.307$ ,  $p<0.01$ ). These findings attest to the fact that addressing the challenges faced by SMCs improves UPE implementation in Uganda. However, the study findings suggest that SMCs are not getting support from the district local governments with ways to effect their mandate, yet the decentralisation policy in Uganda puts the primary schools under the jurisdiction of the SMCs under the management and control of the district local governments. The findings also reveal that SMCs do not get regular training in financial management, which seems to hamper their capacity for financial planning that involves budgeting and expenditure controls. The study is of significance to the body of knowledge in that it demonstrates that much as the literature reviewed focuses on how SMCs address the challenges faced in the management of schools as mandated by the Education Act 2008, the power to take corrective action lies in the hands of the district local governments and yet the governments do not give SMCs the kind of support needed to effect their duties in schools.

**Figure 7.1 Model of how SMCs monitor the implementation of UPE**



The study proposed a model derived from the systems theory of Ludwig von Bertalanffy (1968) and improved by Fremont and Rosenzeig (1972). This proposed model may bring about an improvement in the monitoring the implementation of UPE. From the study findings, The SMC is constantly interacting with different stakeholders of the school, some internal consisting of parents, pupils, teachers and head teachers and some external consisting of the central government and the local government. Each of these stakeholders has its mandate and responsibilities to be done as a subsystem but a combination of all the responsibilities through communication, consultations, authority, responsibility, relationships, policies and procedures make a school fully functional. For better performance in UPE schools, the different sub-systems have to work as one functioning unit. In this functioning unit, the SMCs have to play the oversight role over the school programme that involves UPE funds, the mobilisation of parents and the community with regard to school development projects through communication networks that are linked as a unit for the smooth implementation of the UPE programme that enhances school performance.

Since among the roles of SMCs are financial mobilisation, undertaking the construction of physical infrastructure, the purchase of scholastic materials and mobilisation of any other required inputs, SMCs are part of the system that acquires resources from the environment, through planning within the constraints of the law and policy guidelines from the government from which they derive their mandate. The role of SMCs progresses through monitoring the way in which resources are utilised by demanding accountability and putting in place controls. All these are done to ensure that there is effective teaching and learning, which is also monitored by SMCs. The ultimate goal is to ensure improved academic performance of pupils who are now sent to the environment to continue within the education system or to go to the environment to exploit resources using the knowledge acquired in schools to serve themselves and society. Basing on the theory from which the model was developed, the study came up with the model that stresses collaboration between SMCs and PTA in schools. This is because all the decisions to be taken in schools by SMCs have to be endorsed by the PTA before they are implemented. The model further stresses the challenges that hinder the SMCs from executing their roles and proposes the institutions that need to address them. The model proposes that policy challenges be addressed by the central government through the district local governments, which should give feedback on how the challenges should be addressed. The model further proposes that administrative challenges be addressed by local governments and SMC members through guidance, collaborations, training, teamwork and effective communication. This model is

intended to address the challenge of lack of inter-linkages among the implementing partners in UPE implementation, improve SMCs monitoring function and, ultimately, the government's goal of achieving success in UPE implementation through access, equity and quality education.

## **7.8 Implications for Practice**

The findings of this study have implications for practice among the institutions involved in UPE Implementation, in particular governments, practitioners, SMCs and the community.

### **7.8.1 Implications for the government**

The government, through the MoES, needs to fully empower SMCs with the full mandate to plan for schools, execute plans, monitor school activities and take corrective action if the monitoring role of SMCs are to be enhanced. This study is of significant value to the government as it enables the policy-makers to understand the importance of empowering institutions to operate with the full mandate to take decisions affecting them in the environment where they are operating from. The government can make provisions on how SMCs can be empowered and strengthened to deliver services on behalf of the government without the government straining its resources to implement and monitor school activities on a day-to-day basis. Government work should be limited to policy formulation, monitoring and evaluation and policy reforms but policy implementation should be undertaken by the concerned institutions that the government mandated to operate on its behalf.

### **7.8.2 Implications for institutions in UPE implementation**

The study made a contribution to understanding the interdependence of SMCs and PTAs in schools. Whereas the SMCs are empowered by the Education Act 2008 to undertake the activities of managing school affairs, their decisions are required to be endorsed by the PTAs before they are implemented. This is contrary to what the Education Act stipulates. The study highlights importance of interdependence and collaborative decision-making between the SMCs and PTAs in the successful implementation of UPE in Uganda. For this collaboration to be enhanced, there is need for a policy shift by the government and recognition of the importance of harmonious coexistence of SMCs and PTAs in schools. The policy should specify the joint roles

and responsibilities of both organs in schools to avoid role conflict if UPE implementation is to be successful.

### **7.8.3 Implications for practitioners and researchers**

The present study has practical implications for researchers who engage in research work on UPE implementation. The literature review done in this study showed that SMCs' participation in monitoring the implementation of UPE is based on voluntarism built through teamwork with a sense of community attachment and empowerment by government, which has led them to perform their duties of managing schools and monitoring the way resources are mobilised and utilised in schools. This study has made a contribution to the body of existing knowledge by demonstrating that voluntarism where there is lack of financial rewards is not effective. Researchers should use this study to further explore and identify why voluntarism is not effective in the implementation of government programmes. Such studies may go a long way in guiding future implementers of programmes on how to deal with voluntary workers in programme and project implementation.

### **7.7.4 Implications for the community**

The study showed that UPE is not free, contrary to its formulation policy that stipulates that UPE is free for every school-going child. Under the UPE policy guidelines, the government should provide school infrastructure and scholastic materials, and pay teachers and tuition for children. The parents should only provide school uniform, books, pens and pencils. The study showed that the government does not release enough funds to cater for all the financial needs of the schools. To counteract that problem, the SMCs, in collaboration with PTAs, lobby for more funding from various stakeholders in the school, principally the parents, to bridge the gaps created by insufficient funds provided by the government. This has not only imposed a burden on the community but also has created a community mindset that UPE is free and, therefore, should be entirely financed by the government. This study showed that there is need to redefine the UPE policy so that it is made clear that UPE is implemented on a cost-sharing basis between the government and the community. This change of policy may create community understanding of their roles in educating their children.

## **7.9 Summary of the Chapter**

Chapter Seven discussed and presented the results of both quantitative and qualitative analyses. This was so because this study used explanatory sequential mixed methods where quantitative data collection and analysis was done followed by qualitative data collection and analysis. The triangulation of the discussion and presentation was done in this chapter. The analysis revealed that the SMCs' role involves planning for the schools, resource mobilisation and utilisation as well as monitoring the resource inputs necessary for promoting teaching and learning. The next chapter summarises the findings of this study, draws conclusions and makes recommendations.

## CHAPTER EIGHT

### SUMMARY OF RESEARCH FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

#### 8.1 Introduction

The UPE programme is regarded as one of the government programmes that are crucial. UPE is among the key issues in the national development plans of many less developed countries as it lays the initial firm foundation for the required knowledge and skills for the job market (Webster, 2000). This is because it is designed on the premise that basic education is vital for any nation. To aid child education, some policies that attract pupils to schools have been formulated and put to use (Glennister & Kremer, 2008; Glewwe, 2002). The policies include the disbursement of capitation grant to schools, the provision of inputs such as classroom blocks, scholastic materials and instructional materials as well as the supply of qualified and competent human resource in schools (Hanushek, 2003). These policy instruments implemented by governments have attracted and retained children, especially those from poor families, in schools. The UPE policy is to ensure that there is increased access to education by all irrespective of sex, socio-economic status and geographical location. Its aim, therefore, is to make sure that resources are well distributed to ensure the availability of enough inputs needed to deliver quality education. In order to ensure the effective implementation of UPE in the country, there was need for community participation through SMCs, whose work is to provide guidance on the management of schools, drawing up and approving development plans. They also engage in resource mobilisation to complement the capitation grant from the government, which is not sufficient. This is accompanied by monitoring the way in which school resources are utilised. The SMCs, therefore, are seen as vital for undertaking development activities in schools (UPE Handbook, 2004).

The government has come up with further initiatives, such as developing monitoring frameworks where different stakeholders perform different roles at different levels (Bategeka & Okurut, 2006; ESSP, 2010; ESIP, 2010). At the national level, monitoring is done by the MoES, the MoFPED, the MoLG and the President's Office. The MoES is responsible for monitoring how the districts use capitation grant. The MoLG's role is to monitor the way in which the money released to districts for schools are utilised. At the district level, monitoring is done by the district CAOs assisted by the sub-county chiefs in their areas of jurisdiction as well as the



representative from the President's Office. At school level, monitoring is done by SMCs, which are legal statutory organs that manage primary schools on behalf of the government (MoES, 1998). The SMCs are responsible for monitoring the school administration with special reference to government policy (Munene, 2009).

## **8.2 Purpose of the Study**

The purpose of this study was to conduct an empirical study on how SMCs monitor the implementation of UPE in Uganda. The main research question was: What is the SMCs process of monitoring the implementation of universal primary education (UPE) in Uganda?

The following sub-research questions were addressed in the study:

- What roles are ascribed by SMCs in monitoring the implementation of UPE?
- How do the SMCs perceive their role of monitoring the implementation of UPE?
- What are the experiences of SMCs in implementing the monitoring framework for UPE?
- What challenges do SMCs experience in monitoring the implementation of UPE?
- How do SMCs manage the challenges faced in monitoring the implementation of UPE?

## **8.3 Summary of the Methodology**

This study adopted a pragmatic methodological approach that involved the use of explanatory sequential mixed methods. The study was carried out in two phases. In phase one, quantitative data was collected and analysed; and in phase two issues that emerged from quantitative data were analysed using qualitative data. Then triangulation of both quantitative and qualitative results enabled the researcher to make an in-depth analysis of the study. A case study design where rigorous and compressive quantitative and qualitative data was collected and utilised. Owing to the nature of the target population for this study, which focused on SMC members involved in the monitoring of UPE schools, the researcher used purposive sampling to identify an adequate sample of participants and other data sources with information richness, appropriateness and adequacy to best address the research questions and fully describe the phenomenon being studied. Simple random sampling was used to select the sample for the quantitative study and the sample size was 96 participants. Purposive sampling was used to select the participants for the qualitative study and a sample size of eight participants participated in the qualitative study. In an effort to ensure the accuracy and credibility of the data collected, head teachers of the selected schools were excluded from the study since they are ex-officio

members of the SMCs and are accounting officers of the schools. Quantitative data was collected using a questionnaire and analysed using percentages, means and standard deviation; correlations and t-test were used for testing the hypothesis. Qualitative data was collected from the eight selected chairpersons of SMCs using structured interviews and analysed using thematic analysis. Where the chairperson was absent or unable to participate in the study, the deputy chairperson was brought on board. Triangulation of both quantitative and qualitative results was done to enable the researcher to come up with in-depth and comprehensive analysis.

## **8.4 Summary of the Main Findings**

The summary of the findings are presented under the following themes: demographic data; participants' description of ascribed roles of SMCs; SMCs' perceptions of their role in the implementation of UPE; SMCs' experience gained in monitoring the framework for UPE; the challenges experienced by SMCs in implementing UPE; and how SMCs manage the challenges of monitoring the implementation of UPE. These themes answered the main research question and sub-research questions.

### **8.4.1 Demographic data**

The quantitative phase comprised 96 questionnaires administered to SMC members and the response rate was 100%. Of the total number of participants, 49 (51%) were from urban schools and 47 (49%) were from rural schools. Regarding the positions occupied by the participants, 63 (65.5%) were ordinary members of the committees, 20 (20.8%) were chairpersons, nine (9.4%) were deputy chairpersons and four (4.2%) were treasurers. As for the number of years which the participants had spent as a member, 27 (28.1 %) had spent 4-6 years, 49 (51%) had spent 1-3 years, five (5.2%) had spent 10-12 years and (5.4%) above 12 years.

Qualitatively, eight individual interviews, which involved five males and three females, were conducted. With regard to the level of education, five participants had degrees and three participants had diplomas. The findings were presented based on themes that emerged from the study.

#### **8.4.2 Participants' description of ascribed roles of SMCs**

The findings of the study suggest that there was planned and structured use of funds in schools by the SMCs by way of the formulation and approval of development plans, drawing up school budgets and monitoring and controlling expenditures, participating in and monitoring the construction of school infrastructure, and mobilisation and use of school resources to complement government resources that are inadequate to run schools. The monitoring function, which involves monitoring head teachers, teachers and pupils as well as participating in the general management of schools, was undertaken by SMCs to ensure that resources were optimally utilised to promote effective teaching and learning. The study further suggests that SMCs' role in monitoring the implementation of UPE had increased school enrolment as well as resource inputs that facilitate teaching and learning in schools. The results of the study, therefore, seem to demonstrate that SMCs' involvement in monitoring UPE implementation is crucial for its success. However, the results further seem to indicate that SMCs do not have the full mandate to take all the decisions that affect the management and running of schools, which limits their capacity to effect their ascribed roles in schools.

#### **8.4.3 SMCs perceptions of their role in the implementation of UPE**

SMCs perceive the role of implementing the UPE programme as voluntary since they do not expect any monetary rewards from the central government. Voluntarism is looked at as love for the schools that creates a sense of ownership. The findings seem to suggest that voluntarism by SMCs is built through teamwork with a sense of community attachment and through empowerment by the government, which has led SMCs to perform their duties of managing schools and monitoring the way resources are mobilised and utilised in schools. This has promoted transparency as well as created the capacity to take corrective action based on monitoring reports, which has promoted UPE implementation. However, further findings seem to suggest that SMCs are motivated to attend meetings and executing other duties in their schools through the provision of transport allowance and refreshments, which shows that some degree of monetary benefit is enjoyed by SMC members, which promotes the misuse of school funds. This is because such expenditures are not part of the school budgets, thus resulting in misallocation of school funds. There is, therefore, need to redefine voluntarism to mean participation with no monetary rewards in the form of salaries but including facilitation

allowance to SMCs to effect their monitoring activities in schools. This allowance should be part of the budget to create budget discipline in schools.

The findings further suggest that there are mixed responses from the SMCs on the monitoring frameworks used by SMCs in undertaking their monitoring activities in schools. The findings reveal that some SMCs have monitoring framework guidelines in the form of manuals and booklets from the MoES that guide them in their monitoring work yet others do not have uniform guidelines from the ministry but, instead, formulate their own monitoring frameworks which they use to monitor the school activities that suit the environment they operate in. Regarding the experience gained in the course of implementing the monitoring framework for UPE, the findings seem to suggest that the monitoring framework that SMCs use have guided them to improve UPE implementation. This is because the framework has made them understand the importance of collaboration and consultations in solving problems in schools. It creates opportunities for giving feedback on their monitoring activities to the concerned stakeholders since it is user-friendly and promotes transparency in the way schools are run. However, the findings seem to suggest that SMCs lack the mandate to effectively implement the findings from the monitoring activities, which limits their capacity to take corrective decisions on matters that affect their schools.

#### **8.4.4 Challenges experienced by SMCs in implementing UPE**

The findings of this study reveal that although the education Act 2008 mandates the SMCs to undertake certain duties and responsibilities in schools, the power and authority to run schools still lie with the central and local governments, but not at local and school levels. This challenge reduces the power and authority exercised by SMCs to effect their mandate in UPE schools. SMCs also encounter the challenge of the community mindset that UPE is free, which hinders the SMCs' capacity to raise funds from parents and the community to complement government funding in schools. The findings further seem to suggest that SMCs lack knowledge and skills relating to how schools are managed. This is accompanied by lack of financial expertise in those aspects of financial management that are vital for budgeting and financial control. This is because some SMC members have low levels of education and, as such, they cannot contribute constructive ideas for promoting the growth and development of schools. The results further seem to reveal that there are influential members of SMCs who make decisions on behalf of others, an indicator that decisions are not taken collectively. There is also lack of full-time

engagement of SMC members in all activities of schools, which has created a challenge of embezzlement of funds by some head teachers owing to lack of constant monitoring of the way in which school funds are utilised.

#### **8.4.5 How SMCs manage the challenges of monitoring the implementation of UPE**

The findings of the study seem to show that SMCs lobby for more funding from various stakeholders in schools to bridge the funding gaps created by insufficiency of the funds that the government sends to schools. The study findings further suggest that SMCs emphasise staff welfare and support supervision that aim at improving the performance of UPE schools. The study findings also suggest that SMCs implement the government policy of ensuring that pupils access education and are retained until they complete the primary cycle, which is the main objective of the UPE programme in the country. This is done through building teamwork among the stakeholders in the schools, including PTA members, which has promoted effective decisions that promote teaching and learning in UPE schools.

#### **8.5 Limitations of the Study**

As a result of the use of the mixed methods approach where the quantitative data collection and analysis utilised the big sample size of 96 participants and the qualitative data collection and analysis utilised a sample size of eight key informants, combining the two analyses could have compromised the results of the study owing to differences in sample sizes. Generalisation of the results of the study may not be possible in school contexts outside the scope of this study. The findings of the current study indicate the involvement of SMCs from eight selected schools in both urban and rural areas, which may not be valid for other schools in the region where this study was conducted.

The quantitative data under phase one of this study was collected within two months, and analysed in one month. The key informant interview guide under phase two was designed to collect the qualitative data from issues emerging from the quantitative analysis results, which took two months after the quantitative analysis. The time interval between the two phases could have influenced the responses of the participants, who could consequently have given inaccurate information since the participants in key informant interviews were selected from an earlier sample of the quantitative phase.

The quantitative data analysis was done by an independent data analyst as a way of avoiding bias in the analysis done by the researcher. However, the qualitative data analysis was done by the researcher, which could have been subjective compared to the quantitative analysis. The researcher did member checking to reduce possible bias in the interpretation of the data.

## **8.6 Delimitations of the Study**

The study was conducted in one district of Mbarara, which is found in the western part of Uganda. In the district, the researcher narrowed the scope of the study to eight UPE schools in both urban and rural areas. The researcher further narrowed the scope of the population of this study to SMC members and excluded the head teachers, who are ex-officio members of the SMCs. This was done to minimise the bias that could have resulted from the head teachers' responses, especially questions on the management and performance of their schools. Owing to the limited time and money available for the study, the researcher could not investigate the research problem across a wider spectrum of western Uganda.

The study focused on explanatory sequential mixed methods, where two phases were involved. Phase one dealt with quantitative data collection and analysis, followed by phase two, involving qualitative data collection and analysis, which were not done in the same period. There is need to take these delimitations into account in an effort to generalise the results of this study.

## **8.7 Suggestions for Future Research**

The following future research is suggested based on the findings of this study:

- The current study found that SMCs do not effect their roles in schools without the involvement of PTAs. This findings suggest a need for future researchers to conduct a study on interrelationship between SMCs and PTAs and its impact on UPE implementation.
- The researcher should explore in future studies how the roles played by SMCs that involve resource mobilisation from parents will ensure the sustainability of UPE implementation.

- The current study used systems theory in its effort to understand the roles played by SMCs in UPE implementation. There is need for future researchers to apply systems theory by looking at various stakeholders in the schools such as PTAs, the staff and pupils and how they are linked in UPE implementation.
- The current study found that SMCs are mandated by policy instruments to carry out their activities in schools, including empowering them with the authority to make decisions affecting the management of schools. However, SMCs were found not to exercise their mandate. Future researchers need to conduct investigations aimed at trying to find out how SMCs understand and exercise their mandate in undertaking their ascribed roles in UPE implementation.

## **8.8 Conclusions**

The current study investigated the role of SMCs in monitoring the implementation of UPE in Uganda. The purpose of the study was to conduct an empirical study on the roles played by SMCs in the implementation of UPE in Uganda. The study focused on the ascribed roles of SMCs, how the SMCs perceive their monitoring role, their experiences in implementing the monitoring framework, the challenges they face and how they address the challenges. The researcher used a mixed methods design to generate quantitative and qualitative results. The study came up with empirical evidence on the role played by SMCs in monitoring the implementation of UPE in Uganda.

The results seem to suggest that there is planned and structured use of funds in schools by SMCs, executed through the formulation and approval of development plans, drawing up the school budgets, and mobilisation and use of school resources. The monitoring function is undertaken by SMCs to ensure that resources are efficiently utilised to promote effective teaching and learning. The SMCs' role in monitoring school activities seems to have resulted in increased school enrolment, improved staff welfare, and support supervision that aim at improving performance in UPE schools. The study results further found that SMCs perceive the role of monitoring the implementation of UPE programme as voluntary since they do not expect any monetary rewards from the central government. This has created a sense of ownership of managing schools in their locality. However, further results seem to indicate that SMCs are motivated to attend meetings in their schools through the provision of transport allowance and refreshments, which seems to show that there is some degree of monetary benefit for the SMC members who attend meetings

in their schools. There is, therefore, need to redefine voluntarism in schools. Regarding the monitoring framework used by SMCs to guide their operations, the results of the study seem to demonstrate the absence of a clear monitoring framework from MoES; instead the materials available are comprised of only manuals and booklets that mention what is to be monitored without explaining how the monitoring should be done. This has created the need for each school to come up with its own monitoring framework that suits the activities done in the respective schools. Regarding the experience gained in the course of implementing the monitoring framework for UPE, the results seem to suggest that the monitoring framework that SMCs use have improved UPE implementation. This is because the framework has made the members of the SMCs understand the importance of collaboration and consultations in solving problems in schools. It creates opportunities for giving feedback on their monitoring activities to concerned stakeholders since it is user-friendly and promotes transparency in the way schools are run. However, the findings reveal lack of the mandate by SMCs to effectively implement the findings of the monitoring activities, which limits their capacity to take corrective decisions affecting their schools. As much as the education Act 2008 mandates the SMCs to undertake certain duties and responsibilities in schools, the power and authority to run schools still lie with the local and central government but not at school level. This challenge reduces the power and authority exercised by SMCs to effect their mandate in UPE schools. SMCs also encounter the challenge of the community mindset that UPE is free, which hinders the SMCs' capacity to raise funds to complement government funding to schools, which is not adequate. The findings further reveal that there are influential members of SMCs who make decisions on behalf of others, an indicator that decisions are not taken collectively. The study findings also reveal that SMCs implement the government policy of ensuring that pupils access education and are retained until they complete the primary cycle, which is the main objective of the UPE programme in the country. This is done through building teamwork among the stakeholders in the schools, including PTA members, which has promoted effective decisions that promote teaching and learning in UPE schools.

## **8.9 Recommendations**

Based on the study findings and conclusions, the following recommendations are made:

- The Central Government needs to empower the SMCs through constant training in financial management, understanding the policies that guide them in their work and management in general with some degree of transfer of power and authority to manage



the school activities. SMCs need to be empowered to plan, mobilise resources and execute the plans, including participating in transfer of teachers. This empowerment creates a sense of ownership of schools that is likely to guarantee transparency and accountability in the way school resources are managed.

- For the UPE policy to be effective, government should include in the Education Act the level of education and experience that someone should have for them to qualify to be elected to an SMC. This should be accompanied by constant training and retraining of elected members of SMCs in the planning, monitoring and management of school resources.
- In an effort to ensure that the monitoring function in schools is done efficiently and effectively, there is need for the MoES to come up with a monitoring framework of uniform design and that is user-friendly. The framework should spell out what to monitor, how to monitor, the performance indicators, how data should be collected, analysed and reported and how to utilise the monitoring reports. This will make the work of SMC members easier and the function of monitoring school activities meaningful.
- For effective monitoring of schools, a standardised monitoring framework should be integrated with that of the MoES not only for instant feedback and guidance to schools but also for purposes of monitoring the effectiveness of the monitoring framework used in schools. This should be designed through the participatory approach where all the stakeholders in schools are involved.
- Since UPE was designed to provide free education with the intention that all school-going children access basic education and since, through the study findings it was found that UPE is not free, there is need to redefine the UPE programme to stipulate cost-sharing, where the government shares the cost of funding schools with parents. This redefining will eliminate the mindset among parents that UPE is free and that they do not need to contribute any funds for their children's education.
- The study found that decisions made by SMCs are approved by PTA members. There is, therefore, need to integrate the activities of PTA with those of SMCs. Such integration may accelerate decision-making, create harmony and avoid role conflict. The integrated

approach may ease the planning process and resource mobilisation, as well as ensure resource availability and utilisation, which promotes teaching and learning in schools.

- The government should take on the responsibility of infrastructure development in school, for instance classroom blocks, staff houses, libraries, laboratories and toilets and staff welfare. The fulfilment of the role of providing physical resources by the government may reduce the burden of collecting funds for infrastructure development on parents on whom are always imposed the obligation to raise funds for putting up such infrastructure whenever the need arises. Relieving the parents of the responsibility for infrastructural development will reduce the financial burden on them and this will contribute to increased enrolment and retention of pupils in schools.

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## ANNEXURES

### ANNEXURE A: REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN MBARARA DISTRICT



To Chief Administrative Officer,

Date.....

Mbarara District

Dear Sir/Madam

#### **REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN MBARARA DISTRICT**

I hereby seek for permission to conduct research in Mbarara district in Government Primary Schools. I am a PhD student at the University of Pretoria, Faculty of Education undertaking a research project titled *“How School Management Committees (SMCs) monitor the Implementation of Universal Primary Education (UPE) in Uganda”*.

The objective of this study is to ascertain the roles played by SMCs, their perception, experiences, challenges and strategies they put in place to address the challenges faced while executing their roles.

In order to achieve this objective, I will be collecting data from SMC members in eight selected primary schools using survey questionnaire and this will be followed by interviewing some of the key members of SMCs as a way of clearly understanding their role in primary schools. In achieving this objective, Mbarara District has been purposively selected, for it is a district with schools that are performing better and those that are performing poorly under UPE programme.

Participation in this study will be voluntary and data collected will be put in academic publications for access and educational policy development purposes but in a manner that protects the rights, privacy, confidentiality and anonymity of participants and institutions involved in the study. Should you have any query or contribution regarding this research

project, please do not hesitate to contact me on my e-mail: [kakuhanda@yahoo.com](mailto:kakuhanda@yahoo.com) or my supervisors of their e-mails: [Teresa.Ogina@up.ac.za](mailto:Teresa.Ogina@up.ac.za) and [Sharon.mampane@up.ac.za](mailto:Sharon.mampane@up.ac.za).

**It is my wish that the research findings will make a creditable contribution towards a better understanding of the role played by SMCs in monitoring the implementation of Universal Primary Education in Uganda.**

**I look forward to hearing from you.**

**Yours sincerely,**

Mugabe Robert PhD STUDENT	..... SIGNATURE	..... DATE
DR.TeresaOgina ..... SUPERVISOR	SIGNATURE	..... DATE

## ANNEXURE B: LETTER OF AUTHORIZATION

Telephone:  
Office: 04854 20002

CR1220/1

Our Ref: —.....

Your Ref:.....To all Head  
teachers of Primary Schools



MBARARA DISTRICT LOCAL GOVERNMENT  
CHIEF ADMINISTRATIVE OFFICER  
P. O. BOX 1,  
MBARARA UGANDA

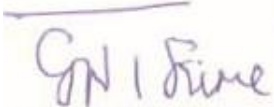
July 19, 2016  
Date: .....

Mbarara District

### PERMISSION TO CARRYOUT A RESEARCH/STUDY IN MBARARA DISTRICT

This is to introduce to you Mr. Robert Mugabe who is doing a PhD study titled "The role of School Management Committees in Monitoring the Implementation of Universal Primary Education in Uganda". His study is to be conducted in Primary schools in Mbarara District. He is therefore authorized by the office of the Chief Administrative Officer Mbarara District to collect any data he wants in your schools. The purpose of this ietter therefore is to seek your cooperation and to ask you to allow him interact with your School Management Committee to collect the daza he needs for his study.

Yours

  
Tumusiime Godfrey

For: CHIEF ADMINISTRATIVE OFFICER-MBARARA



Copy to: The District Registry

## ANNEXURE C: CONSENT LETTER TO HEAD TEACHERS



### Consent Letter

I give consent for Mugabe Robert to do research in \_\_\_\_\_(name of school) and approach SMC members to participate in this study. I have read and understand the purpose of this study. I understand that:

1. Participation by the school and the SMC members in the school is voluntary and participants may withdraw anytime during the research process.
2. SMC members of the school will be invited to participate in the study.
3. Only SMC members who have consented to participate in the research will contribute.
4. Data collected will be handled with confidentiality.
5. The school name and participants' names will not be identifiable in any report.

For more information and clarity on the project I may contact Mugabe Robert on +256762365773 or email her at [kakuhanda@yahoo.com](mailto:kakuhanda@yahoo.com) or Dr Teresa Ogina his supervisor, on cell number .....or E-mail her at ...

Head teacher: \_\_\_\_\_ Date: \_\_\_\_\_

Signature: \_\_\_\_\_

## ANNEXURE D: REQUEST LETTER TO SMCs



Date.....

To.....

Dear Sir/Madam

### **REQUEST TO PARTICIPATE IN AN ACADEMIC RESEARCH**

My name is Robert Mugabe, a PhD research student of Education Management, Law and Policy Studies at the University of Pretoria. I am undertaking an academic research project titled “The Role of School Management Committees (SMCs) in Monitoring the Implementation of Universal Primary Education (UPE) in Uganda”. The purpose of this study is to explore the roles ascribed by the SMCs, their perception, experiences, and challenges and how the challenges are addressed in implementation of UPE.

As you are one of the stakeholders of this Program, I am seeking and requesting for your personal participation in this study to generate relevant information for its completion. The information that you provide for this academic study will be treated with utmost confidentiality, and your anonymity will be guaranteed throughout the research process. Your participation is voluntary and you can withdraw from the study at any time if you feel uncomfortable. The administered questionnaire and interview will be scheduled on a day and venue appropriate to you, and within a timeframe not exceeding 45 minutes. With your permission I would like to record the interview, but you can stop the recording or the interview at any time.

Should you have any query or contribution regarding this research project, please do not hesitate to contact me on my email: [kakuhanda@yahoo.com](mailto:kakuhanda@yahoo.com). You can also contact my supervisors on their e-mails: [Teresa.Ogina@up.ac.za](mailto:Teresa.Ogina@up.ac.za) and [Sharon.mampane@up.ac.za](mailto:Sharon.mampane@up.ac.za)

**Your cooperation, assistance and participation in this academic endeavor will be highly appreciated. I look forward for your favorable response.**

Yours Sincerely,

Mugabe Robert  
PhD STUDENT

.....  
SIGNATURE

.....  
DATE

Dr. Teresa Ogina  
SUPERVISOR

.....  
SIGNATURE

.....  
DATE



## ANNEXURE E: CONSENT LETTER TO SMCs



### Consent Letter

I .....agree to participate in this study titled *“The role of School management Committees in monitoring the Implementation of Universal Primary Education in Uganda”*, by Mugabe Robert, who is a PhD student at the University of Pretoria in Faculty of Education.

I do understand that:

1. The information I give will be used as part of the data needed for the student’s research study for his Doctoral thesis
2. The Information provided will be kept with utmost confidentiality and anonymity is guaranteed in the course of writing and reporting the findings of the study.
3. My participation in the study is voluntary and I have the right to withdraw from the study at any time of my choice
4. I am entitled to question anything that is not clear to me in the course of the interview, discussion or any other form of participation
5. I will be provided with feedback from this research, should I request such; and
6. In the event of wanting more clarification concerning my participation in this study, I can refer to student/researcher on email:kakuhanda@yahoo.com or the supervisors of the student’s research project, Dr. Ogina on email address: [Teresa.Ogina@up.ac.za](mailto:Teresa.Ogina@up.ac.za) and DrMampane on email address:Sharon.mampane@up.ac.za

On the basis of the above points, I hereby give my informed consent to take part in this study.

Signed.....Date.....

## ANNEXURE F: ETHICAL CLEARANCE CERTIFICATE FROM NATIONAL COUNCIL FOR SCIENCE AND TECHNOLOGY



### Uganda National Council for Science and Technology

(Established by Act of Parliament of the Republic of Uganda)

Our Ref: SS 4094  
2016

22<sup>nd</sup> June

Robert Mugabe  
Uganda Management Institute  
Kampala

Re: Research Approval: The Role of School Management Committees in Monitoring the Implementation of Universal Primary Education in Uganda.

I am pleased to inform you that on 06/06/2016, the Uganda National Council for Science and Technology (UNCST) approved the above referenced research project. The Approval of the research project is for the period 06/06/2016 to 06/06/2017.

Your research registration number with the UNCST is SS 4094. Please, cite this number in all your future correspondences with UNCST in respect of the above research project.

As Principal Investigator of the research project, you are responsible for fulfilling the following requirements of approval:

1. All co-investigators must be kept informed of the status of the research.
2. Changes, amendments, and addenda to the research protocol or the consent form (where applicable) must be submitted to the designated Research Ethics Committee (REC) or Lead Agency for re-review and approval prior to the activation of the changes. UNCST must be notified of the approved changes within five working days.
3. For clinical trials, all serious adverse events must be reported promptly to the designated local REC for review with copies to the National Drug Authority.
4. Unexpected events involving risks to research subjects/participants must be reported promptly to the UNCST. New information that becomes available which alters the risk/benefit ratio must be submitted promptly for UNCST review.
5. Only approved study procedures are to be implemented. The UNCST may conduct impromptu audits of all study records.
6. A progress report must be submitted electronically to UNCST within four weeks after every 12 months. Failure to do so may result in termination of the research project.

Below is a list of documents approved with this application:

	Document Title	Language	Version	Version Date
1.	Research proposal	English	N/A	N/A
2.	Research Questionnaire	English	N/A	N/A
3.	Interview Guide	English	N/A	N/A
4.	Consent Letter	English	N/A	N/A

Yours sincerely,

Hellen. Opolot

for: Executive Secretary

## ANNEXURE G: QUESTIONNAIRE

### RESEARCH QUESTIONNAIRE FOR SMCs FOR PRIMARY SCHOOLS IN UGANDA

Dear Participant,

I am Robert Mugabe, a student of Education Management, law and Policy, pursuing a PhD at the University of Pretoria in South Africa. I am conducting a study on the topic the role of School Management Committees (SMCs) in monitoring the Implementation of Universal Primary Education (UPE) in Uganda. You have been selected to participate in this study as one of the respondents because of your vast knowledge in Educational leadership and Management.

Please complete this questionnaire as honestly as possible. Your response to the questions below will be treated with utmost confidentiality, and will be used for academic purposes only.

#### SECTION 1: Information about the Respondent

Name of your School	
Position you hold	
Number of years in that position	
The position you occupy in SMC	

**Instructions:** Please give your personal opinion regarding the monitoring and implementation of UPE. Carefully read each statement and indicate to what extent you agree or disagree by circling what best describes your opinion. There is no right or wrong answer. Just choose those that are right for you. Your sincere personal response will guarantee the success of the study. Thank you.

For the questions in section Two, Three, Four, Five, Six and Seven, please indicate the extent of your agreement with the statements given by circling the appropriate point on the scale provided. If you strongly disagree with the statement, please circle number 1. If you strongly agree with the statement, please circle number 5. If your feelings about statement are less strong, please circle the appropriate number reflecting your feelings elsewhere in the scale.

**Key:**

**Scale: 5 = Strongly Agree, 4 = Agree, 3 = Neutral, 2 = Disagree, 1 = Strongly Disagree**

<b>Section Two: Implementation of Universal primary Education(UPE) is achieved through;</b>	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
1. Myschool operates with approved development plans					
2. My school operates with approved budgets					
3. My school operates through controlled expenditures					
4. My school has well developed infrastructure					
5. School assets are purchased through approved procurement procedures					
6. My school ensures regular attendances by teachers and pupils					
7. My school operates with enough scholastic materials					
8. My school ensures increased enrolment					
9. My school ensures retention of pupils					
10. My school ensures quality basic education					
11. My school ensures better academic performance					
<b>Section Three: Roles ascribed by SMCs in implementing UPE include;</b>	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
1. Approving school development plans					
2. Approving school budgets					

3. Monitoring school expenditures					
4. Participating in procurement of school equipment					
5. Construction of school infrastructure					
6. Monitoring the way the school resources are utilized					
7. Mobilization of funds to compliment government grants in schools					
8. Ensuring that school heads account for the funds allocated to their school					
9. Monitoring head teacher, teacher and pupils attendance in schools					
10. Participating in general management of the school					
<b>Section Four : SMCs perceive the role of monitoring the Implementation of UPE as:</b>	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
1. An activity for efficient management of UPE in schools					
2. Creation of sense of ownership of the schools					
3. Voluntary work with no reward from the Government					
4. An activity that promotes transparency					
5. An activity that promotes accountability					
6. Technical that requires members to have knowledge and skills for it					
7. Having the capacity to monitor capitation grant from the central government					
8. Having the capacity to monitor school activities					
9. Having capacity to take corrective actions from monitoring reports					
10. An activity that takes collective action					
11. As an activity that ensures efficient resource utilization in schools					
<b>Section Five: SMCs' experience in implementing the monitoring framework for UPE</b>	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>

1. There is user-friendly monitoring framework designed by MOES that guides UPE monitoring in primary schools					
2. Monitoring framework has clear objectives of what to monitor					
3. Monitoring framework has clear monitoring indicators					
4. Monitoring is done for corrective action					
5. SMCs training in their role of monitoring is sufficient to enable them effect their duties					
6. SMCs have mandate to effectively implement the monitoring framework					
7. SMCs have knowledge and skills in utilization of monitoring framework for effective implementation of UPE					
8. There is teamwork by SMC members that promotes effective monitoring of school activities					
9. Monitoring framework in place ensures transparency in the way schools are run					
10. Monitoring framework in place ensures clear accountability in the way school resources are used					
<b>Section Six: SMCs face challenges in monitoring the implementation of UPE as:</b>	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
1. SMC members lack knowledge and skills to do their monitoring work					
2. there is poor working relationship between head teachers and SMCs					
3. members of school management committees lack expertise in areas of financial management					
4. Members of school management committee are not familiar with the way school resources are utilized and managed					
5. decision making in monitoring is not done collectively					
6. SMCs work with head teachers that lack financial management skills					
7. there is always shortage of instructional materials in school even when they are budgeted for					

8. there are influential members of the committee that make decisions on behalf of others					
9. SMCs do not meet regularly to monitor how school activities are run					
10. there is a conflict between PTA and SMCs in effecting the monitoring roles of school activities					
11. there is lack of teamwork among members of SMCs due to diverse interests					
12. SMCs do not know how schools are run due to lack of knowledge and skills					
13. SMCs lack the mandate to take corrective actions in schools					
<b>Section Seven: How school management committees address the challenges faced in implementation of UPE</b>	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
1. SMCs address their challenges by applying the UPE policy instruments that give them the mandate to do their duties in schools					
2. SMCs work as a team as a result of getting training in team building					
3. As a result of experience gained, SMC members have mastered their roles					
4. clear roles and responsibilities of both PTA and SMCs are spelt out					
5. SMCs are supported by District Chief Administrative Officers in effecting their mandate					
6. SMCs are supported by District Inspectors of schools in effecting their mandate					
7. SMCs have full support of Ministry of Education and Sports in undertaking their roles and responsibilities					
8. SMCs get regular trainings in financial management					

**THANK YOU**

## ANNEXURE H: INTERVIEW DOCUMENTS

### INTERVIEW QUESTIONS

	<b>Indicative Interview Questions</b>
<b>1</b>	What roles are you playing as a member of SMC
<b>2</b>	How do you describe your roles in line with monitoring the implementation of UPE?
<b>3</b>	To what extent has your roles as a member of the SMC been effective in UPE implementation
<b>4</b>	How do you perceive the role of monitoring the implementation of UPE?
<b>5</b>	Describe the monitoring framework you use to effect your mandate
<b>6</b>	What experiences have you gained in implementing the monitoring framework for UPE
<b>7</b>	What are the challenges faced in monitoring the implementation of UPE in your Country?
<b>8</b>	How are the challenges faced in implementing UPE addressed?
<b>9</b>	Describe effectiveness of the mechanism put in place to address the challenges of implementing UPE in your school
<b>10</b>	Describe whether the implementation of UPE in your country is successful



## **ANNEXURE I : SAMPLE OF INTERVIEW TRANSCRIPTS**

### **INTERVIEW NO. 2 (45 Minutes)**

You are the chairperson of the SMC, Yes I am

#### **What roles are you playing as the members of SMC in the school?**

They are really many, but mainly since it's the word management, the most important thing is management, management of the school resources and assets, support supervision of the school, the head teacher and staff in relations with proper administration. Then most of other work is checking the facilities we advise on the construction, we advise on maintenance, available resources and we lobby for those facilities from government, from NGOs, in fact we have some NGOs and from parents. So all those things that deal with the welfare of the child in the school, we consult on discipline, discipline of both children and the staff..

#### **I understand each school is supposed to operate with a development plan and one of the roles of the SMC is to approve the development plans. Do you have one?**

We have a development plan and from that development plan, we derive the yearly budget and then we make work plan and then every term we give the budget estimates and expenditure. The expenditure for that term in line with the budget we submit them to the education office. It is from that Development plan we include where we shall get some help from. We even make our development plan by projecting what we lack what we have done and what we feel that can be done in a development structure. We mobilize resources from well wishers and parents. In we got a full building from the NGOs and a water tank from another NGO. So these are as a result of what we present to those people in the plan this is what we have this is what we don't have yet we cannot manage.

#### **So among the things which you said you normally do is to approve the budget, do you monitor the expenditure?**

We do on two levels we do on our management meetings but we also do on our responsibility as Management committee chair person. At any single time no expenditure should be done unless we have been consulted and when its technical we involve the finance committee we have a finance committee which is truly operational.

**Now, I have seen that one of the duties you do repair, construct new structures in school, do you have a procurement committee?**

We have a procurement committee and for purposes of making it more operational we involve the person in finance sub-committee, we also involve usually the division procurement officer to help .And then when we have identified the loopholes the procurement comes in. That's for a major construction but for the small construction like now we are repairing the dining hall, so in the meeting so we recommend that classes be repaired they need a lot of input and money out and there we identify the supplier of sand. As a committee we have our supplier of cement (construction materials) who is pre-qualified by the procurement committee and we usually don't have to go that far, we just write usually talk to him if he is willing then he comes and writes a letter of consent and all those and tell him what we expect of him.

**How do you describe your roles in line with monitoring the implementation of UPE?**

The implementation is in line with the ministry guidelines, we ensure that there is no child who is removed from school because of money which was a demand by the parents because the government has already paid and that's what we follow. We keep record, we have a record book of children who have come and who have gone then we insist on, much as the school has got uniform we insist on humble education of the child without necessarily bothering the child about uniform. Then the most important aspect of it is that we monitor promotions because we have discovered when you hear children in certain schools are only grade1, if you go in carefully you will find that those children when they were going to P.7 they were 80 but 42 were not allowed to continue to P.7, even when they are in P 7 after term 1 some are advised to go to poor schools or other

schools, so for us we say ours s holistic education. If we had 139 in P6 it is 139 which will go to P7. We are not interested in grade 1 we are interested in a total child being educated.

**Do you believe that the roles you play are affective in the UPE?**

Yes we are effectively implementing UPE and am glad that is to say that the municipal council comes to appreciate our work especially on scholastic materials and they have given us some books, we have enough materials and well vast trained teachers and the upper classes they are are doing well.

**How do perceive the role of monitoring the implementation of UPE?**

The problem is with income and all that is a human concept, you call people for a workshop and they say, is there anything that we are going with, people going to study they say are we going with anything but they have come to study so if management is really going to,do the work which is very effective on that monitoring voluntarily they have to venture and recruit professionals that's an important aspect. The SMCs should get this idea of voluntary monitoring because once you put it in to monetary the manager will reduce his frequency because he will only go when they have told him there is transport and secondly he will begin to quarrel with the school head teacher where is the money? I understand the money is there where do you put it, Why do you buy so many bags of posho you would have bought only10 so that, the 1<sup>th</sup> is used to pay our allowances you hear it everywhere. If there is no money then why should I go?

**INTERVIEW NO. 5 (35 Minutes)**

**what are the roles played by the school management committees in your school?**

The roles of the SMC in the implementation of running schools is at managerial level in that you plan for the school in terms of budgeting, in terms of oversight, supervising the head masters, supervising, generally it's about supervising. The SMC is composed of a chairperson and then other 12 members, members represent the foundation body, they represent government then they represent also teachers, teachers also have their representatives so basically its playing oversight role.

**I, understand one of the roles of the SMC is approving the development plan, in the school where you a member, do you have development plan?**

Yes we have we have a 5 year development plan and actually we are the ones who draw the plan, we draw the plan and then we give it to the school management to implement. So we plan we say we want this in 5 years eg planning of classrooms, planning of dormitories, in fact all the infrastructure is the management committees that plan then the head master and his team would do the implementation.

**That means most of the budgets normally originates from the development plan**

Yes, those capital expenditure are from the SMC but the day today planning for the school the head master does it then brings it for approval.

**Which activities are normally brought by the head master for your approval?**

Like what does he need in the school, how many teachers does he need besides what the government has given him because the school I sit on the committee I sit on we have 3,000 students. The government gives us 30 teachers but if we have 32 extra teachers to manage those big numbers. So we look at how we generate funds to look after those private teachers so that's our role. The head master will give us his needs then we plan together.

**You mentioned that you have extra teachers who are not part of the government so how do you pay them or where is the source of revenue for paying them?**

We generate the money from students, from the pupils. The government allows us especially these schools in towns to ask for a small fee from students but then we have what is called a building fund, yes its little money but because of big number we hit our target. We ask only 5,000 per student / pupils per term so that is one source of revenue generation. Another is we hire out our building in the evenings, another one we have a school band it generates some funds we hire the compound for some functions, another source of revenue is we charge meals for lunch and that lunch we budget for the food

and that money automatically cannot get finished so the little that remains we reserve it for the teachers.

**Do you have an external source of funding like NGO, like agencies, like the church?**

We don't, actually we even contribute to the church inform of tieth so every student pays that teeth. The funding is strictly tuition fees and from the well wishes they may pick some students and then pay for their school fees.

**How do you describe your roles in line with monitoring the implementation of UPE?**

Our role in implementing UPE, is really seeing how the school is run, whether its in line with the policy of government e.g. where we find gaps in the government policy we inquire to address e.g what the government wants is not possible to run a successful school with what the government wants. Because funds are released late and they are very minimal Uganda Martyrs Primary School we run a budget of almost 1Billion shillings, government doesn't give more than 12 million per annum. That money is not even enough to buy stationary given the size of the school. We are about 3,000 students, if we run on the government policy of 30 teachers believe me there is no teacher who is going to teach 3,000 students so we really help government where we find gaps we step in and ask some more little money so that we can effectively follow up those pupils so that they become of quality.

**When you see your roles you play at school do you think they are effective in the implementation of UPE?**

I think so, we have effectively run the school at one point the school enrollment has dropped up to 800 and we said no what's wrong, so we looked at various factors we found one of them was poor remuneration of teachers, lack of basic humanities, we address those problems and enrollment jumped from 800 to 1500 in one year. The following year it went up to 2,000 and the following year to 2,500 now we are around 2,800 - 2,900 and then performance also went up. We tried to address the welfare of

teachers; we make sure they have their lunch, breakfast and evening tea and supper for some of the Bachelors. We have accommodation for them, not all but at least we try the little money we save we plough it back put up teachers' quarters and we have put up 2 storied buildings. Building 5 floors and each floor we have 3 classes, 4 classes so we have 24 class rooms. Government only built three using School Facilities Grant, the rest of the funds was generated by students with an assistant of SMC.

**INTERVIEW NO. 7 (30 Minutes)**

**What roles are you playing as a management committee?**

One that I am a chairperson of the SMC one of the roles is to chair meetings of the committee and also to make a follow-up of what has been resolved in the meetings. And I also, I convene meetings as it comes necessary although we have structured meetings to meet at least once a term.

**One of the roles SMC play is the approval of developmental plan and budget so you operate on development plan?**

We do have a development plan and we also have budget. The budget initially starts from the finance committee, then from the finance committee it comes to the executive and finally to the full management committee for approval.

**How do you describe your role in line with monitoring the implementation of UPE.**

First of all we must make sure that, students who come to school don't leave prematurely; they must complete their P 7. Two, that the teachers all in UPE don't charge extra-ordinary fees that hinder the learning of the children. We also make sure that the learning environment is conducive, in terms of scholastic materials, in terms of infrastructure, in terms of teachers in the school and support staff.

**To what extent have your roles as a member of the SMC been effective in UPE implementation?**

Structurally, the meetings have taken place the learning teaching have been taking place and the there is also good relationship between parents, teachers and the school

management committee unlike some school you find that there is conflict of roles. SM is fighting with PTA, PTA is fighting with the head teacher, the Head teacher is not working collaboration with the teachers. and as far as I am concerned in St. Helens there is cordial harmonious working relationship.

**How do you perceive the role of monitoring the implementation of UPE?**

Perception here people say it is voluntarily, therefore no morale, some people say because there is no payment, because there is no any financial benefits sometimes I do not attend meetings. But in my school, I don't think that members come looking for money , they do it on voluntarily basis not for monetary gain and this is shown by their attendance in this case most members attend and we have not had problems.

**ANNEXURE J: SAMPLE OF DATA ANALYSIS TABLE**

<p><b>Research Question</b>  <b>1.</b> What roles are ascribed by SMCs in monitoring the implementation of UPE?  <b>Sub – Question 1.1</b>          What roles are you playing as a member of SMC?</p>	<p><b>SMC A 1</b>          We make sure that the school is well monitored especially when it comes to the activities, the teachers’ attendance, the expenditures and incomes that are got from different sources, so we make sure that at least the school resources, are at least well utilized, the school is really performing very well</p> <p><i>So you are saying that you get money from the various sources, other than the government do you have other sources of revenue from school?</i>          We get from the school dues especially the boarding section, they pay some money then we have donors sometimes people of good will give us money but those are on rare occasion but we get money from government and the money we collect from boarding students. Usually it’s the church but as I said it’s on rare occasions and usually even people of good will but those are few especially parents they usually bring you some items but those are very few the main sources of of income are the government and school dues.</p> <p><i>Now I understand one of the roles of the SMC is to approve the development plan, does your school operate with the development plan?</i>          we usually operate with one may be its a one year development plan may be the budget, which usually its allows presented and approved by the management committee. Mainly we really have a budget and in that budget we have different activities and how much we were planning to spend.</p>	<p>School is well monitored</p> <p>Monitoring teachers attendance</p> <p>Monitoring Income and expenditure</p> <p>school resources, are at least well utilized,</p> <p>school is really performing very well</p> <p>“..so we make sure that at least the school resources, are at least well utilized, the school is really performing very well</p> <p>We mobilize money from school dues</p> <p>We mobilize money from donors</p> <p>We get money from people of good will</p>
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	<p><b><u>SMC B1</u></b></p> <p>they are really many, but mainly since it's the word management, the most important thing is management, management of the school resources and assets, management of actually support supervision of the school, the head teacher and staff in relations with the office in purpose of proper administration in terms, give advice to incase you want to post a teacher, in case you want to transfer one or many request it all for teachers and others. Then most of other work is checking the facilities we advise on the construction, we advise on maintenance, available resources and we lobby for those facilities from government from NGOs in fact we have some NGOS and from parents. So all those things that deal with the welfare of the child in the school, we consult on discipline, discipline of both children and the staff</p> <p><i>School is supposed to operate with a development plan, as one of the roles of the SMC is to approve the development plans. Do you have one?</i></p> <p>We have a development plan and from that development plan, we derive the yearly budget, which make work plan and we make the whole year's budget and actually which making it next week, we make a whole year's budget then every term we give the budget estimates and expenditure. The expenditure for that term which we give the budget for the the term which is coming and we submit those to the education office, our division office then it's from that Development plan we include where we shall get some help from, which project if from the church, we get it from the</p>	<p>We get money from government</p> <p>We operate with a development plan or a budget</p> <p>management of the school resources and assets,</p> <p>support supervision of the school, the head teacher and staff</p> <p>checking the facilities</p> <p>advise on the construction, advise on maintenance</p> <p>we lobby for those facilities from government from NGOs</p> <p>welfare of the child in the school</p> <p>discipline of both children and the</p>
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	<p>education office or we even make our development plan by projecting what we lack what we have done and what we feel that can be done in a development structure. Our development plan has got priority list by casketing from the immediate ones e.g. we have now a lobbied from NGO it is called Gapcon okay it's an NGO which is helping us on provision of milk for children its actually from the Ministry of Education, but it has got people who are running it from Mbarara here they have now giving us water, drinking water, they are going to construct us a humble kitchen which will help now that we have developed feeding children with milk ' we had to immediately see where we shall cook the milk from then those people came in to give, they have given us drinking water, built the kitchen. Then we got a full building from the NGOs then we got water from SECOD, this is also an organization from Mbarara they gave us two tanks and then we got a modern constructed pit latrine form the municipal council. So these are as a result of what we present to those people in the plan this is what we have this is what we don't have yet we cannot manage</p> <p><b><u>SMC C 1</u></b></p> <p>We look at the performance of the school and the teachers. The most thing we do we see the attendance of the teachers and then we see how the teachers are teaching and the pupils because the school where I represent the pupils are not in good conditions. but because of big number we hit our target we ask only 5,000 per student / pupils per term so that is one source of revenue generation. Another is we hire out our building in the evenings another</p>	<p>staff</p> <p>We have a development plan</p> <p>we derive the yearly budget,</p> <p>we have now a lobbied from NGO</p> <p>we got a full building from the NGOs then we got water from SECOD,</p>
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	<p>one we have a school band it generates some funds, we hire the compound for some functions another source of revenue is we charge meals for lunch and that lunch we budget for the food and that money automatically cannot get finished so the little that remains we reserve it for the teachers.</p> <p><b><u>SMC F 1</u></b></p> <p>the whole committee we are concerned with the management of the school to see how it operates and we have the role of setting out the budget, school budget which is always annually and it is approved by the education authorities and we approve some suggestions and requirements put up by the PTA and usually we supervise the school to see the administrators, and the staff and the whole community operates.</p> <p><i>one of the roles of SMC is to approve the development plans. Do you have a development plan which you use to develop / to guide your activities?</i></p> <p>As per my term of service I have not seen the development plan</p>	<p>We monitor performance of the school</p> <p>we see the attendance of the teachers</p> <p>we see how the teachers are teaching</p>
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