School-based accountability and management of Universal Primary Education in Uganda

By

WAHITU FRED HIGENYI

Submitted in partial fulfilment in accordance with the requirements for the degree of

PHILOSOPHIAE DOCTOR

in the Faculty of Education

at the

UNIVERSITY OF PRETORIA

SUPERVISOR:

Dr. Teresa Auma Ogina

OCTOBER 2017

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA
Faculty of Education

RESEARCH ETHICS COMMITTEE

CLEARANCE CERTIFICATE	**CLEARANCE NUMBER:** EM 15/10/03
DEGREE AND PROJECT	PhD
	School-based accountability and management of Universal Primary Education in Uganda
INVESTIGATOR	Mr FH Wahitu
DEPARTMENT	Education Management and Policy Studies
APPROVAL TO COMMENCE STUDY	8 March 2016
DATE OF CLEARANCE CERTIFICATE	26 September 2017

CHAIRPERSON OF ETHICS COMMITTEE: Prof L Ebersöhn

CC

Ms B Swarts
Dr TA Ogina

This Ethics Clearance Certificate should be read in conjunction with the Integrated Declaration Form (D08) which specifies details regarding:

- Compliance with approved research protocol,
- No significant changes,
- Informed consent/assent,
- Adverse experience or undue risk,
- Registered title, and
- Data storage requirements.

Declaration

I, Wahitu Fred Higenyi (student number – U13245458) hereby declare that this thesis, *School-Based Accountability and Management of Universal Primary Education in Uganda,* submitted in accordance with the requirements for the Philosophiae Doctor degree at University of Pretoria, is my own original work and has not previously been submitted by me for a degree at this or any other tertiary institution. All sources cited or quoted in this research paper are indicated and acknowledged with a comprehensive list of references.

…………………………………

WAHITU FRED HIGENYI

October 2017

Dedication

I dedicate this research to my father, Higenyi Masinde, who always said: ***'That which will grow into a good pumpkin will be detected from the flower'***. I also dedicate it to my son who never lived long enough to be understood by his Dad.

Acknowledgements

To have achieved this milestone in my life, I would like to express my sincere gratitude to the following people:

'It is never easy until it is done' – Nelson Mandela

Abstract

Uganda endorsed school-based management (SBM) through the enactment of the Education Act (2008), which provided for the establishment of the School Management Committees (SMCs) in public primary schools to be in charge of managing schools on behalf of the government. The Act states that SMCs are specifically in charge of Universal Primary Education (UPE) in Uganda and are responsible for the successful implementation of the policy. The purpose of this study was to investigate the roles of SMCs in the accountability for the UPE achievements. This study is rooted in the interpretivist constructionist research paradigm. The researcher utilised semi-structured interviews and observations to generate data to answer the research questions. The qualitative approach enabled the researcher to interact with the participants in order to harness their primary voice while sharing their lived experiences in the real world. Data obtained from the interviews and observations were corroborated with document analysis data related to SBM and accountability for universal basic primary education achievement. The researcher used multiple research sites and participants to generate data, a case study approach which is more robust in comparative data. The sampling for the participants was purposive and four SMCs from four regions of Uganda and four participants from each of the SMCs were selected.

The findings of the study indicate that the voluntary SMCs did implement the roles and responsibilities for UPE accountability, though there were diverse degrees of success. The differing measures of SMC effectiveness were as a result of factors such as: member capacity and perceptions; lack of policy implementation; other stakeholder actions: and inadequate resources. The importance of a volunteerism strategy as a cornerstone of UPE implementation was eminent in this study since the schools were poorly resourced partly due to high poverty levels in the community. The researcher concludes that the effectiveness of the SMC in monitoring the implementation of UPE is based on the relationship they have with other stakeholders and, thus, a model was developed to emphasise the importance of the relationships.

Key Terms:

School-Based Accountability, Self-Management, Universal Primary Education, School Management Committees, School Resources, Voluntarism.

Fountain Publishers Ltd

Fountain House, 55 Nkrumah Road, P.O. Box 488, Kampala, Uganda
Tel: +256-414-259163/ 251112/ 543443, +256-312-263041/2; Fax: +256-414-251160
E-mail: sales@fountainpublishers.co.ug, publishing@fountainpublishers.co.ug

2 October 2017

Dear Sir/Madam

<u>**Re: Mr Wahitu Fred Higenyi**</u>

This is to certify that I have edited Mr **Wahitu Fred Higenyi's** PhD thesis entitled *School-Based Accountability and Management of Universal Primary Education in 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:
- Checking documents for coherence and completeness.
- Ensuring consistency in style and formatting.
- Correcting grammatical, spelling and other language errors.
- Where necessary, reworking the language with a view to ensuring elegance.

1

- Raising queries in cases of vagueness, inconsistency and questionable authenticity.
- Identifying gaps in the content.
- Where they exist, checking figures, graphs and tables to ensure that they are correctly done.
- Scrutinising the reference or bibliographical lists to ensure that they follow the agreed format/style and, where necessary, making corrections.
- Liaising with the authors of the documents whenever the need arises.
- Using the 'Track Changes' command and submitting the edited work in two versions – one in which the changes are still tracked and the second with the changes accepted (and only queries showing, if they have been raised).

Mr Wahitu Fred Higenyi's thesis, therefore, comes in two versions – one with the changes still tracked and the other with the changes accepted and the text spellchecked.

In case you require referees, I can provide their details.

Yours faithfully

Julius Ocwinyo
Associate Editor
Fountain Publishers Ltd.
Publishing Office
JP Plaza, Plot 61, Floor 1, Suites 115 and 116
Kampala, Uganda
Mobile Nos.: +256–782–859 842, +256–758–822 999

2

List of Abbreviations

BOG	Board of Governors
CAO	Chief Administrative Officer
DEO	District Education Officer
DESC	District Education Standing Committee
DSC	District Service Commission
EPRC	Education Policy Review Commission
ESA	Education Standards Agency
GDP	Gross Domestic Product
HT	Head teacher
LOI	Language of Instruction
MoLG	Ministry of Local Government
MoES	Ministry of Education and Sports
NDP	National Development Program
NICHE	Netherlands Initiative for Capacity in Higher Education
NPM	New Public Management
OECD	Organisation for Economic Co-operation and Development
PLE	Primary Leaving Examinations
PTA	Parents Teachers Association
SBM	School- Based Management
SC	School Council
SDP	School Development Plan
SGB	School Governance Boards
SIP	School Improvement Plan
SMC	School Management Committee
UPE	Universal Primary Education

TABLE OF CONTENTS

LIST OF TABLES

LIST OF FIGURES

CHAPTER ONE

INTRODUCTION AND OVERVIEW OF THE STUDY

1.1 Introduction

Are our children learning? (Uwezo, 2012). When the researcher read the title of this report, little did it occur to him that this question would ignite a study on who is accountable for the delivery of Universal Primary Education (UPE) in Uganda. Upon close analysis of the report, the researcher realised that there were challenges in the implementation of UPE based on the measures of access, quality and equity. The next question was: And if children are, or are not learning, who is accountable for the governance of public primary schools in Uganda? Reviewing vast literature on public primary education accountability revealed that American schools were failing to attain equity, especially along racial lines (107th Congress, 2001; McGuinn & Manna, 2013; Maricle, 2014). Ljunggren (2014) and Honingh and Hooge (2013) echo the Netherlands, Swedish and English reports of the low competitiveness on the international education standards scales. In Uganda, India and Indonesia, as noted by Nishimura, Yamano and Sasaoka (2008) as well as Sumintono (2009), while considerable gain in access to education, especially by the poor following the enactment of universal basic primary education, is acknowledged, poor quality education was the norm.

Who is accountable? The question formed the bedrock of this study. In mirroring a global trend, the past two decades have witnessed renewed interest in educational governance and accountability in educational delivery (Cheng & Walker, 2008; Hallinger, 2011; McGuinn & Manna, 2013; Hallinger & Lee, 2014; Mauro, 2012) within post-universal education enactment (Fitzgerald & Drake, 2013). As Bush (2016) states, educational governance and accountability has been put at the top of politicians' and practitioners' agenda through governments' enactment of enabling laws, among which are the Education Act (2008) in Uganda, the No Child Left Behind Act (2001) in America, and the South Africa School Act (SASA) (1996) in South Africa. The renewed call for educational accountability heralded policy reforms leaning towards institutional devolution and self-management, and the introduction of market elements in educational governance (Fallon & Paquette, 2008).

By providing for the significant accountability of stakeholders under School Management Committees (SMCs), the Government of Uganda assumed that all parties would *understand* and work together to promote school interests leading to achievement of the UPE goals of equity, quality and access. This study was concerned with analysing the realities of what roles school-based accountability as exercised by SMCs in Uganda facilitates in the management of UPE. More specifically, SMC effectiveness was evaluated on their ability to create an environment in which access, quality and equity to UPE are attained.

As provided for in the Education Act (2008), SMCs were expected to be able to implement the following:

(1) Management of the school subject to the Act and any directions by the Minister on matters of general policy;

(2) Monitoring the day-to-day administration, proper and efficient conduct of the school, by the head teacher on behalf of the management committee;

(3) Holding a consultation with the foundation body before the transfer or posting of a head teacher and deputy head teacher to a school;

(4) Declaration of vacancies of non-teaching staff for the school to the District Service Commission to recruit the required staff; and

(5) Enabling the members of staff to submit their views, proposals or representation to the management committee.

1.2 Background of the Study

Like in most of the African countries, civilization through formal education in Uganda was introduced by the Christian missionaries in 1880s. The introduction of formal education occurred at a time when Uganda was under British colonial rule. During this period, and even after the attainment of political independence until 1974, the British syllabus and national testing system was used to measure and screen learners who would progress to higher academic levels or join vocational institutions. The form of education aimed at providing basic knowledge in writing, literacy and arithmetic and targeted a small population, mainly the chiefs and their children, who would provide skilled labor for the government (Ssewamala, Wang, Karimli & Nabunya, 2011).

Walker (1917) states that education was not necessary for the girls since they would not be allowed to become clerks and storekeepers or enter occupations in which they could earn money. The education system then limited access, was not very relevant to the needs of Uganda and would only serve to enhance inequity.

The education system introduced by the missionaries was unlikely to serve the greatest number of potential students and contribute meaningfully to Uganda's national development (Byamugisha & Ogawa, 2010; Ministry of Education and Sports [MoES], 2008; National Development Plan [NDP], 2010- 2014; Emechebe, 2012). It was, therefore, incumbent upon the independent African governments to embrace a more inclusive education system. The introduction of UPE was a global movement aimed at promoting equity, access, fairness and quality in the provision of basic primary education (Salvioni, Gandini, Franzoni & Gennari, 2011; Mauro, 2012; Rasmussen & Zou, 2013). Efforts were made in this direction in 1954 when, in an Addis Ababa meeting, ministers of education in Africa adopted a resolution to implement free universal education by 1980 (Omwami & Omwami, 2010). However, the British colonial government in Uganda (1894-1962) did not make any efforts to implement UPE.

With the advent of independence in 1962, the initial post-colonial education system in Uganda needed to address the challenges in educational attainment by broadening its scope to include Uganda's population that could not earlier access education, with the new impetus of creating a critical mass of educated persons to take over political and civil service positions (Omwami, & Omwami, 2010). In adopting UPE, the Government of Uganda abolished payment of school fees by parents, replacing it with a block grant calculated per child. Parents continued to provide local materials for building classes, physical labour, for the costs of school uniform, meals and exercise books (Penny, Ward & Bines, 2008, 2008; Serfortein, 2010).

In the 1960s following independence, Uganda was credited for its reputable standard of education. This achievement was, however, short-lived since the country later descended into decades of political turmoil that shattered the economy as well as the education system (Suzuki, 2010; Ssewamala *et al*., 2011). As a result, by 1985 the Ugandan government expenditure on education amounted to about 27 per cent of the annual budget while the parents' contribution was up to 73

per cent of the capital expenditure, which was a form of cost-sharing (Penny *et al.*, 2008; Nishimura, *et al.*, 2008; Ssewamala *et al*., 2011). This also illustrated the important role of Parent-Teacher Associations (PTAs) in school governance.

The policy of cost-sharing that was introduced in Uganda as a result of high education expenditure led to restriction of access to primary education, leading to a decline in pupil enrolment. As a result, an estimated 50 per cent of school-going children did not have access to schooling. There were also high dropout rates of 7.8 per cent because of the inability of some parents to pay school fees (The National Development Plan [NDP], 2010/11 – 2014/15); Omwami & Omwami, 2010). The initial attempts to introduce UPE in Uganda were made in 1974 when the government declared partially free education for Primary One to Four and that parents would be charged a nominal fee (Omwami & Omwami, 2010). The current drive for UPE was signaled in 1997 as part of the recommendations of the Education Policy Review Commission (EPRC), which highlighted the need for increasing overall educational achievements (Nishimura *et al*., 2008; Grogan, 2008; Ssewamala *et al*., 2011). The government's role increased and became more complex under the UPE policy to provide standards and oversight, resourcing and creating an environment where increased enrolment, quality and equity of education would be achieved (Prinsen & Titeca, 2008; Nishimura *et al*., 2008; Mauro, 2012). To demonstrate support for UPE, the overall budget for the education sector more than doubled to 3.8 from 1.6 of the (GDP), with a share of 41 per cent in 1996 to 63 per cent in 2004 being allocated for the primary education sub-sector (NDP, 2010/11 – 2014/15).

In order to attain the overall educational goals and the new thrust for UPE, educational governance and management worldwide witnessed a substantial transformation, gravitating towards new approaches such as decentralization, letting in increased school-level self-management and accountability (Mulcahy & Perillo, 2010; McGuinn & Manna, 2013; Argon, 2015). Similar to the Netherlands, in the 1980s several governments sought to establish PTAs, which were later supplanted by school boards with a great range of powers (Rasmussen & Zou, 2014). The advent of independence saw several African countries drawing management, parents, educators and learners into a partnership through School Governing Bodies (SGBs) (Education Act, 2008; Brown & Duku, 2008). Sharing the experience of Kenya, Onderi and Makori (2012) observe that Boards

of Governors (BOGs) were formed in 1966 shortly after gaining independence in 1964, while in the case of Uganda, the decentralization of primary school governance followed the enactment of the Education Act (1970), which empowered the minister to appoint such number of members of the School Management Committee as he or she thinks necessary in public schools. In more recent times, South Africa created space for School Governors (SG) in school leadership following the enactment of SASA in 1996 (Brown & Duku, 2008).

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, standardization, 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 of administration and management (Tsotetsi, Van Wyk & Lemmer, 2008; James, Brammer, Connolly, Fertig, James & Jones, 2011; Bandyopadhyay & Dey, 2011). In the process of decentralization of education management and governance, the district education offices were to carry out administrative supervision and monitoring of primary schools under their areas of jurisdiction (Ministry of Local Government [MoLG], 1997; Grogan, 2008; Prinsen & Titeca, 2008; Suzuki, 2010). The governance of public primary schools was given to the School Management Committee (Education, Act 2008), replacing PTAs that had been associated with the unpopular collection of fees to supplement government grants.

1.3 Rationale

My interest in investigating what roles are exercised by SMCs in the accountability for UPE management arose from my participation in a collaborative project between the Government of Uganda and the Netherlands called the 'Netherlands Initiative for Capacity in Higher Education' (NICHE). The aim of the project was to empower members of SMCs and head teachers in public primary schools with leadership and management skills. The SMC chairpersons and head teachers were from the schools that had performed poorly in Primary Leaving Examinations (PLE) in 2013, with their pupils failing to qualify for admission to secondary school. I realised that all the schools involved were public primary schools implementing UPE. Some of the questions that went through my mind during the project were: Who is responsible? Who should be held accountable for the

primary school leaving examinations results? Are they aware that they are accountable? Do they accept that they are accountable? Are they adequately empowered? How do they exercise such accountability? What is the impact on the overall UPE programme? These puzzling questions motivated my interest in doing this study.

While interacting with SMC members, on one hand, and the professional educators, on the other, I realised that each of the parties seemed not to appreciate the perceived important role of the other as expected by the government. The SMCs further seemed to lack an understanding of their responsibilities, which could impact on UPE management negatively. Whereas the government assumed that devolving school management to school boards would enhance accountability for the UPE outcomes in terms of access, quality and equity, there was lack of empirical studies on the realities of this expectation in the case of Uganda (Lynch, 2014). An overwhelming majority of the studies on SMCs concentrated on the relationship between SMCs and head teachers and not on their role and accountability in the implementation of UPE. One key study was reported in *'Are our children learning?* (Uwezo, 2012). Given the limitations in the previous studies on SMCs, this study would make a meaningful contribution to understanding of the role of SMCs the implementation of UPE in Uganda (Approach, 2013).

Whereas UPE was viewed as a strong premise for redressing limited access and inequality, it could negatively impact on educational attainment if quality remained wanting (Nakabugo, 2008). It was argued that UPE quality would be tackled through the involvement of stakeholders at the school level (Nakabugo, 2008). The rationale for involvement was to reduce professional bureaucracy and SMCs would be held accountable for schools' outcomes (Educationa Act, 2008; Hooge, Burns & Wilkoszewski, 2012) and ultimately universal primary basic education. The information from this study could be crucial in designing strategies that may fill the gaps in the management of UPE.

1.4 Context of the Study

This study involved four SMCs selected from four regions of Uganda, i.e. Northern, West Nile, Western and Eastern, to provide a more robust picture of how SMCs account for UPE in Uganda. The researcher has concealed the identities of the four SMCs by referring to them as SMC A, SMC B, SMC C and SMC D. The SMCs were purposively selected from a list of SMCs that participated

in the NICHE training in leadership and management. The list of possible participants was obtained from the Uganda Management Institute (UMI) project coordination office.

1.5 Statement of the Research Problem

The accountability of School Governing Boards (SGBs), School Councils (SCs), BOGs or SMCs in the case of Uganda for educational achievements have been widely acknowledged in both developed and developing countries (Tatlah & Iqbal, 2011). In India, for example, the Guidelines for School Management Committees for the Implementation of the Right of Children to Free Education and Compulsory Education Act (2009) underscore the crucial role of SMCs in the achievement of primary education goals (Dayaram, 2009). Such accountabilities in the case of UPE include the attainment of access, equity and quality of education (MoES, 2007; Dayaram, 2009). In essence, the SMCs are accountable for the performance (Argon, 2015) of public primary schools in the delivery of UPE in Uganda (Education Act, 2008).

In order for SGBs, SCs, BOGs or SMCs to exercise their responsibilities and thus be held accountable, it was necessary to entrust them with power and influence through specific provisions in legislation (Dayaram, 2009; Boadui, Milondzo & Adjei, 2009; Argon, 2015). Furthermore, in the case of Uganda, a total of 650 SMCs, forming 70 per cent of the total number, were trained and a total of 45,800 copies of the School Management Committee Handbook (2009) and the Education Act (2008) were distributed by the Ministry of Education and Sports (MoES, 2010). In South Africa, similar efforts, namely training and financial support to empower SGBs, are reported (Xaba, 2011). In India, SMC members were trained in specific skills (Dayaram, 2009). Despite the aforementioned measures being adopted around the world to enable SMCs to do their role, Winkler, and Sondergaard (2008) attest that internal effectiveness of primary school education management in Uganda was low. This casts a lacuna whether there was need at all to legislate for SMCs to take charge of primary education governance, are there any other weaknesses to be addressed in order for SMCs to perform in order to achieve UPE promises of access, equity and quality.

Sharing the experience of Indonesia, which is similar to that of Uganda, Sumintono (2009) mentions the prevalent indicators of high dropout rates, low school participation and low student achievement. The promise of greater equity and equality associated with UPE is disappointing (Supovitzt, 2009). Dayaram, (2009) posits that the progress attained on basic education leaves a lot to be desired. One wonders whether the failures could be associated with government policy borrowing with regard to school-level governance and the market approach without carefully linking the likely results to education delivery (Fallon & Paquette, 2008).

Writing on the state of education in South Africa, Smit and Oosthuizen (2011) have likened it to being dysfunctional by a measure of about 80% on indicators such as quality, access, and equality. This may infer that SGBs are to a large extent not accountable. Argon (2015) sees accountability as a process that addresses a social problem and facilitates transformation in the social field. Though the Government of Uganda placed the mantle of accountability for public primary education on SMCs to ensure that UPE succeeds, SMCs seem not to rise to the challenge. Researchers (Grogan, 2008; Prinsen & Titeca, 2008; Suzuki, 2010) writing on Uganda's education governance suggest that though the contribution made by SMCs has been a subject of studies, most of the existing literature was based on research done in other countries and none in Uganda. A further review of literature specific to Uganda reveals that earlier studies focused on finding out about the relationship between SMCs and head teachers, but no comprehensive and specific research meant to analyse how SMCs account for the management of UPE on the parametres of access, quality and equity had been carried out (Approach, 2012). This study intended to make a contribution towards filling up this information gap.

1.6 Research Purpose and Questions

1.6.1 Purpose of the study

Gray (2009) and Creswell (2013) share the view that a researcher should start with a defined purpose as a road map to guide the research and the scope of the study. In line with the above assertion, the purpose of this study was to analyse what the role of school-based accountability in the management of UPE in Uganda is.

The scope of this study was derived from the following objectives which are in line with the overall purpose of the study:

To examine the roles and responsibilities of SMCs in the management of UPE in Uganda;

To establish how SMCs exercise and account for the management of UPE in Uganda; To analyse the challenges experienced by SMCs in their accountability for the management of UPE; and

To examine the nature of relationships within the SMCs and with other stakeholders in the implementation of UPE.

1.6.2 Research questions

Aware of the fact that defining the research questions would drive the enquiry (Briggs, 2012; Yin, 2014), the researcher points out that this study was guided by the following question: What is the role of school-based accountability in the management of UPE in Uganda? Secondary research questions arising from the main research question were as follows:

What roles and responsibilities do SMCs perform in the accountability for the management of UPE in Uganda?

In what ways do SMCs exercise and account for the implementation of UPE in Uganda?

What challenges do SMCs experience in ensuring accountability for management of UPE?

What is the nature of the relationships within the SMCs and with other stakeholders in the implementation of UPE?

1.7 Research Assumptions

The researcher assumed that SMC members may not know their accountability role in UPE achievement. As such, they were targeted as key participants in the study in so that they could

provide primary information. The other assumption, which is closely linked with the previous one, is that since SMCs may not know their roles and responsibilities, they would not implement such responsibilities with commitment, thus their ineffective impact on UPE achievement. It was further assumed that the views and experiences, as explained by the SMCs, would be relatively stable since they were drawn from the same data sets. These assumptions were based on the Education Act (2008) and the SMC Handbook (2009) as well as earlier study reports (Approach, 2012).

1.8 Scope of the Study

In discussing the scope of this study, the researcher was guided by Maruster and Gijsenberg (2013), who posit that the period of time during which the research would take place, the setting and data collection procedures need to be defined. The researcher used the multiple data collection approach since he had to revisit the sites for further clarification on emerging themes from data on how SMCs account for UPE achievements from among the SMCs that participated in the NICHE project in 2014. By bounding the cases, specifying the beginning and end of the study, the researcher was able to determine the nature of data to be collected, distinguishing data about the subject of the case study from data external to the study. This was in line with Yin's (2014) observation that research requires resources and time, which are in most cases limited.

1.9 Structure of the Thesis

Chapter One

Chapter one provides the introduction and a general overview of the study. The chapter briefly highlights the study context, and focuses on the study aim and questions, the statement of the problem and the rationale, and outlines the thesis. Through the chapter the central idea of the thesis that SMCs influence UPE achievement is introduced. It predicts that SMCs are likely to influence the process of UPE accountability.

Chapter Two

Chapter Two presents relevant literature on the role and accountability of SMCs and establishes knowledge gaps. The chapter defines the key concepts of governance and accountability, and discusses the contexts and the forms of accountability. It argues that SMCs matter in governance. In addition, Tetlock's accountability theory is discussed which assumes that actors 'are bound to provide information to the audience' to empower them to demand accountability.

Chapter Three

Chapter Three presents and discusses the research design, the methodology and analysis of the data. The chapter explains the choice of a qualitative approach with case study design allocated within an interpretive constructivist paradigm.

Chapter Four

Chapter Four presents and interprets data from field activities and data from document analysis. The presentation of the data is done under the following themes: SMC roles and responsibilities in the accountability of UPE; How SMCs implement and account for their roles and responsibilities in the implementation of UPE; The challenges experienced by the SMCs in ensuring accountability for the implementation of UPE; and The relationship within the SMCs and other stakeholders in the implementation of UPE.

Chapters Five

Chapter Five discusses the findings, comparing them with those of other literature, and explores the relevance of Tetlock's accountability theory to the study, as well as the contribution of the study to knowledge areas, practice, theory, the participants and the researcher. As such, the chapter demonstrates that SMCs are established in all public primary schools and have been supported by way of training and provision of copies of the Education Act, 2008. There are, however, varying degrees of success in their accountability partly due to perceptions of the members affecting commitment, capacity gaps and general community poverty.

1.10 Summary of the Chapter

The chapter lays the groundwork for the study by providing a general overview, background, rationale, scope, problem statement and objectives. It is an opener to the entire study that took place. The next chapter explores the literature related to the study with the aim of identifying the gaps to be filled by the findings.

CHAPTER TWO

THE ROLE OF SCHOOL MANAGEMENT COMMITTEES IN THE ACCOUNTABILITY FOR UNIVERSAL PRIMARY EDUCATION IN UGANDA

2.1 Introduction

The previous chapter introduced the study and provided the background to SMCs, which are a form of SBM organ in Uganda. The provisions of the Education Act (2008) lay the mantle of accountability for the management of UPE on SMCs. There was a gap in literature regarding whether the SMCs understood such accountability, the nature of accountability, to whom they are accountable, how they execute such accountability and whether they are accountable for UPE achievement or not. This study focused on contributing knowledge towards filling this gap. In this chapter, the researcher defined school governance and accountability, and linked Tetlock's accountability theory to school-based accountability. Maruster and Gijsenberg (2013) argue that understanding relates to the interpretation of our senses, which informs action. The researcher's view was that the way in which SMCs understood their accountability for UPE achievements informed how they exercised their mandate with regard to the implementation of UPE.

In this literature review chapter, the researcher echoes Johnson and Christensen's (2012) argument that the review of relevant literature in a qualitative study can be used for several purposes. In line with the above statement, the researcher engaged in a written dialogue (Ridley, 2012) with other researchers on school-based accountability with a view to clarifying and narrowing the gap to be filled by the new research (Denzin & Lincoln, 2009). In-depth questions which drove the researcher to seek answers to the questions in Chapter One were enthused. Through the literature review, the researcher identified Tetlock's accountability theory and adopted it as a framework for this study (Tetlock, Skitka & Boettger, 1989; Johnson & Christensen, 2012).

In writing this review of literature, the researcher adopted the thematic approach using the study objectives and research questions below with the hope of systemising and achievement of a wider understanding of the phenomenon:

What roles and responsibilities do SMCs perform in the accountability for the management of UPE in Uganda?

In what ways do SMCs exercise and account for the roles and responsibilities in the implementation of UPE in Uganda?

What challenges do SMCs experience in ensuring accountability for the management of the implementation of UPE?

What is the nature of the relationships within the SMCs and with other stakeholders in the implementation of UPE?

2.2 Conceptualising School Governance

The discussion in this sub-section seeks to draw a distinction between three seemingly closely related concepts, namely school governance, leadership and management. This was premised on the notion that the terms connote different functions and, as such, are exercised by different organs and levels in a school setting and, therefore, need to be delineated at the onset. Governance, as conceived by Donaldson, Skelcher and Services (2008), involves conceptualising, which connotes a higher order cognitive process of looking at the structures, decision-making processes, and exercise of power that influences the overall functioning of the organisation (McGuinn & Manna, 2013). Bush (2011) defines governance as a structure, with legitimate power and power relationships, which involves processes for making decisions about the overall purpose of an educational institution. In synthesising the above definitions, one notices an apparent agreement that school governance permits anticipation and the shaping of the overall direction of the school. The school governing body, therefore, has the responsibility for policy formulation and review, and for monitoring and appraising policies (Hénard & Mitterle, 2010; Bush, 2011; McGuinn & Manna, 2013).

There is a broad range of definitions of school governance. However, the researcher agrees with McGuinn and Manna's (2013) as well as Maricle's (2014) common view that school governance entails a legislative framework and practices by which a representative body, such as a school board, ensures accountability. To add to the aforementioned, the Organisation for Economic Co-

operation and Development (OECD) (2008) suggests the following as key features of school governance: a legislative mandate and framework; a strategic vision; inspiring leadership; and a philosophy of constant evaluation. Such attempts at defining school governance are by no means exhaustive. This study, however, insists that understanding how committees contribute to public school effectiveness and ultimately the UPE is the primary concern. The researcher also finds it necessary to unpack and contextualise the concept by asking the following questions: What is governance? What do school committees do? What are the scope and limits of school committee authority? To whom are they responsible and for what are they responsible? What processes do they engage in? How do they exercise their roles and responsibilities in the accountability for UPE achievement?

Educational leadership, on the other hand, refers to a structure that establishes a relationship of influence over other persons and the effect of which is student learning and overall educational achievement (Leithwood, 2010; Sharma & Jain, 2013). Accordingly, Merchant, Ärlestig, Garza, Johansson and Murakami-Ramalho (2012) add that school leadership involves setting the direction, choosing the right personnel, developing institutional policies and practices, and causing the head teacher to focus on overall educational achievement. In identifying convergences in features like setting direction and developing policies and institutional practices, Merchant *et al.* (2012) present an argument on the difference between leadership and governance which seems to narrow the divergencies rather than draw strict boundaries.

The third concept that requires differentiation is educational management. Whilst adding to the definition of management, Bush (2011) affirms that management is directed at the attainment of the purpose of education, which is usually set by a higher authority. In an attempt to create a dichotomy between management and leadership, Bush (2016) advances that management stresses procedures and efficiency, while leadership focuses on educational values and purpose.

Andevski and Arsenijević (2012) explore management and leadership further by examining their functions. They view the management function as that of command and control, and leadership as involving explaining the vision, as well as the ability to inspire members of an educational institution to accept such a vision and to take part in its implementation. Sharma and Jain (2013) settle the arguments by asserting that leadership and management are one and the same thing and,

therefore, as Bush (2016) contends, have a symbiotic relationship and should be kept in balance if schools are to meet their outcomes. To buttress the prominence and close tie between management and leadership, Hallinger and Heck (2010) share the view that, while a clear vision is essential to establish the nature and direction of school developments, it is equally important to ensure that decisions are implemented efficiently. This view confirms that management involves visioning if leadership of educational institutions is to be successful. Close analysis of the above discussions regarding educational governance, leadership and management shows that the differences are blurred. This corroborates Hénard and Mitterle's (2010) conclusion that leadership and management are components within governance.

In synthesising and contextualising the various authors' arguments on the concepts of educational governance, leadership and management, the researcher has found it befitting to suggest a working framework. The researcher, therefore, illuminates the purpose of this study, i.e. how SBM bodies, for instance SMCs, in Uganda are exercising a governance role. It also suffices to add that, whereas educational governance sets the policy direction of the school, there is need for a clear and close link between purpose and school leadership and management headed by the head teacher (Bush, 2010). The researcher's guidepost is that it may be difficult to draw clear boundaries not only for the definitions of the concepts but also on who plays what role since, as Hallinger (2011) maintains, the leadership perspective role of the head teacher does not diminish the managerial roles. In any case, as Leithwood (2010) concludes, the differences cannot easily be observed in the day-to-day practices of leaders.

The ensuing discussions enjoins the postulation that it is safer to focus on the crucial role of SMCs in the actualisation of the goals of UPE than relentlessly indulging in coming up with differences among the concepts. In addition, Sharma and Jain (2013) provide that a strong attempt to separate the three would pose more analytical difficulties than it solves, though much ink has been spent on it.

Figure 2.1 below shows that SMCs are at the top level in the SBM structure. Leadership and management are mostly practised by the head teacher. Though they may be considered to be at different levels, in practice separating them may be difficult.

Figure 2.1: Relationship between educational governance, leadership and management
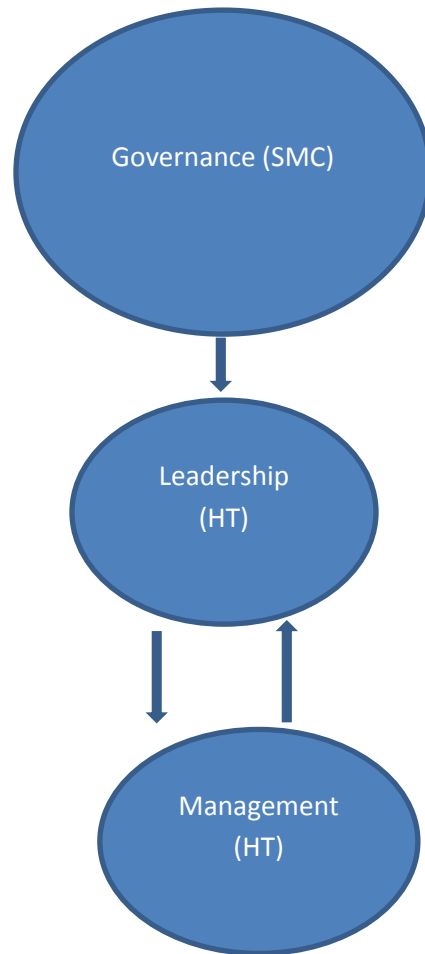
2.3 The Emergence of Neoliberalism and Education Reforms

The education sector, and indeed the other government service delivery structures, has witnessed a period of new public management (NPM) reforms implementation in the past two decades (Helgoy & Homme, 2016). The introduction of neoliberal thinking in public sector management advocated limited government intervention, the devolution of decision-making and accountability, and left the market forces to determine service delivery (Christensen & Laegreid, 2014; Dudley-Marling & Baker, 2012; Rasmussen & Zou, 2014; Helgoy & Homme, 2016). Anchored in neoliberal thinking, the governance and accountability frameworks of school-based management were looked up to as a panacea for the failing education standards (Byun, 2008) and a 'cure-all' for economic illness (MacLellan, 2009). In providing evidence, Martino and Rezai-Rashti (2011)

and Rizvi and Lingard (2010) posit that the notion of choice was seen as a remedy to American schools which were being undermined in global economy competitiveness. In a neoliberal governance mode, community participation was viewed as an important strategy to enhance school performance and overall educational goals. Accountability in education, as one of the important features of NPM, was overlaid on explicit standards of performance, with national testing as a key feature. In addition, there were demands for compliance with regulations, professionalism and the market.

Governance reforms in the educational sector focused on empowering the community close to the school through SMCs, by enabling parents to choose schools, hold SMCs and schools to account register complaints and appeal, within a state structure that promotes standardising and accountability. Surprisingly, the attention given to NPM adoption and implementation in the education sector globally lacked empirical research in the case of Uganda. Most previous research on educational governance in Uganda narrowly focused on the relationship between the SMC members and the head teachers (Uwezo, 2012) without the wider conceptualisation of global adaptation of NPM reforms (Byun, 2008) and its influence on UPE achievement. With this view in mind, this study attempted to investigate the roles of SMCs and whether or not they were accounting for effective management of UPE in Uganda. Accountability in this study was explored through measures such as access to education, the quality of education provided to pupils and the enforcement of equity.

2.4 Contours of Educational Governance

This sub-section explains the centralised governance system on which decisions such as setting standards, administering education policy, and creating a single national curriculum and testing system are based compared to decentralised school-based approaches (McGuinn & Manna, 2013). The review of literature further highlights the experiences from countries that preferred either centralised school governance or that oscillated between self-management and controlled school governance. In addition, the literature also disabuses readers of the notion that there exists a governance framework which is a panacea that, if adopted, will automatically propel UPE achievement (McGuinn & Manna, 2013).

2.4.1 Centralised education governance

Under the centralised educational governance approach, decisions are made at the level of central state ministries and agencies and the role of managers at the school level is to implement (Bush, 2016). As such, the state directly controls schools by way of close inspection and recruitment of staff through the education service commissions appointed by the central government. In such centralised governance frameworks, school head teachers are not consulted over several issues, for instance the allocation of resources and the management of staff. In analysing centralised systems, Pashiards, Kafa and Marmara (2012) found that the Cyprian education system was highly centralised and each school had to follow the guidelines provided by the country's ministry of education and culture. Rasmussen and Zou (2013) also reported that in China, the education system was highly centralised and emphasised hierarchy and compliance. Given the trends in education reforms in China, while a centralised inspection system of educational governance was maintained, there was a shift to results-based accountability with a focus on quality monitoring and performance evaluation (Rasmussen & Zou, 2013).

2.4.2 Decentralised (school-based) governance

The current favoured model of school governance, as suggested by Bush (2016), is a shift from the constant assumption of governance as exercised at the apex or central government towards school-based management. Whereas countries like China have maintained a highly centralised education system (Rasmussen & Zou, 2014), a vast number of governments devolved power and authority to lower local authorities or individual SGBs (Gershberg, Gonzalez & Meade, 2012; Bush, 2011; Bandur, 2012). This has precipitated some form of decentralisation (Gershberg & Meade, 2008) where there are modest demands of the hierarchy and individual SGBs have substantial scope to determine how to lead and manage their schools (Bush, 2011; Dimmock, 2013). Bush and Heystek (2010) found evidence of school-based management in countries such as Hong Kong, England, Portugal, some states of the USA, Canada, New Zealand, Spain, Australia and South Africa. Whereas several governments devolved school governance to school-based

organs, some governments preferred ceding education management powers to lower local governments or governors (Bush, 2011; Bandur, 2012).

School-based management devolving responsibilities and authority to school-level decision-making, which is the cornerstone of this study, is universally accepted (Salvioni, *et al.,* 2011; Pansiri & Bulawa, 2013). As such, SBM is a prominent feature of the governance of public schools, with decentralised use of power and responsibilities being committed to the school level (World Bank, 2008; Dimmock, 2013). World Bank (2008) conceptualises decentralised school governance as a modification of education governance structures, where the individual school is identified as the flagship of operation and where principals, teachers, parents, school community members and sometimes students are entrusted with school governance.

Key among the aims of these reforms was that the demands for public accountability from governing bodies would enhance standards for the educational outcomes (Bandur, 2012). In addition, since decentralised governance is site-based and thus better placed to identify what is required in the respective schools (Sumintono, 2009), it would lead to greater attainment of educational goals. The notion of decentralised public primary school governance, better known as 'school-based management' (Bandur, 2012; Pomuti & Weber, 2012) has, therefore, gained unprecedented worldwide acclaim for its promise to increase self-management and freedom to the SGBs (Dimmock, 2013; Eacott, 2013; Mncube & Mafora, 2013) for purposes of improved education outcomes. In Uganda, such powers are stipulated in the Education Act (2008), which pronounces SMCs as the statutory representatives of the government for purposes of managing public primary school education with a view to enhancing UPE achievement.

Internationally, school governance has become too complex for any one group to successfully govern alone (Tsotetsi, *et al*, 2008; Boaduo, *et al*., 2009; James, *et al,* 2011; Bandyopadhyay & Dey, 2011). Maricle (2014) points out that one of the complexities emanate from the system being heavily statutory and policy-laden, thus requiring a certain degree of devolution of self-management to the school level. In Kenya, Onderi and Makori (2012) point out that there was need for ceding some of the powers and responsibilities that fall into a broader model of three categories, namely strategic role, critical friend and accountability, to the school level (Mwinjuma & Baki, 2012). Supported by envidence from the study in India, Dayaram (2009) proclaim that an effective

school governance has tremendous potential to transform the existing status of failing compulsory education for all and can work towards revitalising a well functioning education system. This is moreso, if SMCs gain mental orientation to accept the devolved powers (Malahkolunthu & Sharmsudin, 2011)

The concept of public governance, including in the education sector, was born as a response to a crisis in the public sector (Salvioni, *et al.*, 2011). Governments were experiencing failure in educational standards and tumbling global economic competiveness. In the case of much of Africa, there were challenges with the centralised governance system which the countries inherited from the departing colonial masters (Zeitlin, Bategeka, Guloba, Kasirye & Mugisha, 2011). As such, governments embraced the notions of school governance reform and accountability based on school level management, devolution to lower local governements or individual governors (Honingh & Hooge, 2014). Honingh and Hooge (2014) go on to show that by the 1980s the Netherlands government had started to favour policies of deregulation and school-based management. A further revelation about educational reforms are made by Baker (2010), who posits that many observers of the English education system should have noted the rapid shift in contemporary education governance policy towards school-based management and autonomy. The roles and responsibilities of SGBs are shown in Table 2.1 that follows.

Table 2.1: The roles and responsibilities of school governing boards

Definition language	Definition elements (criteria)
School boards ensure success for all students	Boards craft the future direction through visioning
By making decisions	Boards are granted broad decision-making authority
That fulfil legal mandates	Boards have an enforcement role.
Align school systems and resources to ensure long-term fiscal stability	Boards have the financial healthiness role in trust of the pupils
Boards must act collectively and openly	Boards are collectively responsible and open to public scrutiny
Be guided by community interests	Boards have a representative role
Informed by recommendations of the superintendent and professional staff	Boards rely on the professional judgement and advice of educational leaders

In order to be effective, school boards must develop a coherent understanding of what it means to govern. Dimmock (2013) suggests the following as important characteristics of SBM that is likely to elicit school effectiveness:

- Autonomous and proactive;
- Involves stakeholders in planning such as professional educators and members of the school community;
- Keen on the head teachers' creativity and innovativeness;
- An environment for productive stakeholder engagement;
- A sense of teamwork, oneness and collegiality among members; and
- Enhancing head teacher and staff commitment and motivation.

Effective governance is assumed to increasingly link educational outcomes to leaders' engagement with classroom practice, what one may re-branded as 'leadership for learning'.

As Dimmock (2013) ultimately observes, a convincing justification for SBM rests on the extent to which investigations reveal a linkage with creating an environment that makes it possible to improve and sustain an education system (World Bank, 2008). Such evidence is noted in countries like Mexico where autonomy facilitated by SBM is reputed for limiting corruption tendencies in the management of accountability, especially for funds (World Bank, 2008). The inescapable conclusion in the case of Uganda is that the intended improvement in the delivery of UPE, whether inspired by educational, political or financial imperatives, is based on reforms in school-based management and school-level practices (Education Act, 2008; World Bank, 2008; Prinsen & Titeca, 2008; Suzuki, 2010; MoES, 2011; Bandyopadhyay & Dey, 2011).

Whereas the concept of SBM using the school level as the centre point generally refers to school processes and systems as well as the use of power structures and collaboration to allocate resources and control school activities (Brown & Duku, 2008), it is understandable that different nomenclatures are used to convey the same meanings (Dimmock, 2013). For instance, in Kenya, SBM bodies are known as Boards of Governors (BOGs), in South Africa they are called School Governing Bodies (SGBs) (Onderi & Makori, 2013) and in Indonesia, School Councils (SCs). In Uganda's case, SMCs are charged with the overall responsibility for public primary school education (Education Act, 2008; Prinsen & Titeca, 2008; Suzuki, 2010). It suffices to add that sometimes it is not just the meaning as conveyed by the terms, but there may be significant differences with regard to powers, membership, roles and accountabilities (Dimmock, 2013).

2.4.2.1 Composition of school governance bodies and their terms of office

Bush and Heystek (2010) reveal that the membership of educational governing bodies is similar in most countries, with some variations in numbers, some constituency representatives being more than others and some having completely new constituents' representatives. A review of the burgeoning literature on SBM composition shows that in nearly all forms of governing bodies, the members include parents, teachers, community representatives and the head teacher as key stakeholders in school based-decision-making (World Bank, 2008). Salvioni *et al.* (2008) assert that there was general adoption of a governance model where every relevant actor in school

management is given a chance to play a role. Onderi and Makori (2013) recognise that South Africa, unlike most countries, included learners in the school governance structures.

In Uganda, the SMCs draw representatives from various constituencies. The representatives include five members from among whom is elected the chairperson nominated by the foundation body, a local council representative, the sub-county representative, a parents' representative, old boys/girls' representative, teachers' representative and the head teacher as the secretary (Prinsen & Titeca, 2008; MoES, 2008; Education Act, 2008; Suzuki, 2010). The selection of SMC members from different constituencies was premised on the assumption that all major stakeholders would have a clear understanding of managing schools (Tsotetsi *et al.*, 2008) and exercise such responsibilities (School Management Committee Handbook, 2009). Such assumptions form part of the impetus for this study.

2.4.2.2 Powers of governing bodies

Gershberg, Meade and Anderson (2009) recognise the ongoing debate about the appropriate locus of decision-making within the education sector, and how far to devolve the powers. In corroboration, the World Bank (2008) reveals that SBM reforms are far from being uniform, since the forms range across a spectrum of decentralised systems, with reduced central government control over the devolved powers and responsibilities in differing measures (Gershberg, *et al.*, 2009). The World Bank (2008) and Dimmock (2013) agree that whereas the term SBM may be applied to different arrangements, all of them concentrate the governance function at the school level. The Netherlands, the USA, Britain and New Zealand are recognised for being supportive of school-based management (McGuinn & Manna, 2013). Illuminating the degrees of decentralisation, Caldwell (2008) noted that the US public schooling system had a long and deep tradition of school-based local governance, autonomy and accountability. On the other side of the grid, Columbia devolved education to the largest municipalities and special districts (Gershberg, *et al.*, 2009), which fits Denmark's and Norway model of reposting of the unified public schools to the municipalities (Rasmussen & Zou, 2013; Helgoy & Homme, 2016). Table 2.2 that follows shows the educational governance decision-making loci.

Table 2.2: Educational governance decision-making loci

Level of decision	Fields of decision	Modes of decision
School	School instruction, Personnel management, Planning, Resources	Full autonomy
Local Authority	School inspection, Personnel management, Planning, Resources	In conjunction or after consultation
Central Government	Education policy standards, Planning, Resourcing, Personnel management	Semi-autonomous within central government frameworks

The actual distribution, pattern and exercise of these functions at the school-site level may, too, vary considerably (World Bank, 2008). Dimmock (2013) explains that SBM designs are differentiated by the degree of decentralised decision-making to the lower level and to whom. The World Bank concludes that, on the whole, educational decentralisation transfers power and responsibility over one or all the following functions: staffing; pedagogy; procurement of services and materials; infrastructure maintenance and development; and the supervising and holding the head teacher accountable for pupils' attainment.

McGuinn and Manna (2013) aver that locally, though nearly all school boards are elected, electoral processes vary widely, and evidence shows that such procedural and structural choices matter. Enhren *et al*. (2015), while referring to the Netherlands, observe that there exist two forms of governors there: the professional educator and the volunteer who receives an honorarium. Enhren *et al*. (2016) further posit that school boards function like trustees instead of representatives. Unlike in most countries, in the case of Chile, the board operates like a consultative body on non-strategic matters, for instance extracurricular activities that rarely influence school management decisions (Gershberg, *et al.*, 2009).

The other perspective regards who exercises the decision-making authority since in some cases responsibilities are transferred to head teachers or parents and the community participating in committees, though the latter seems to be the favoured model (World Bank, 2008).

2.5 Self-Management and Central Government Control

Honingh and Hooge (2014) as well as Glatter (2012) agree that, despite the emphasis on deregulation and self-managing schools, most school practitioners are constrained by central government requirements (Smit & Oosthuizen, 2011). In referring to similar experiences in England, Chen (2011) avers that this was a clear demonstration of the central government reluctance to relinquish power and, as articulated by Zhang (2012), this echoed wider global trends where the devolution of authority to the school level was followed by new legislature recentralising.

Lewis and Murphy (2008), re-echoing the paradox, assert that, much as school governance literature seems to assume that site-based stakeholders are in control of the school's future, in most respects they are just implementing central government targets, initiatives and resourced by the central government. Furthermore, Glatter (2012) in contributing to the debate, opines that despite the transfer of planning, administrative and fiscal accountability, the power remained centralised since the real policy decisions still came from the centre. Accordingly, such system thinking has served to limit the degree to which school governors can genuinely provide strategic direction to the school. School-based leaders seem to have been reduced to naive implementers of policy, through the strict central government structures, standards, targets to be met and the limited local capacity for planning ahead (Higham & Earley, 2013).

By making the school site the centrepiece of governance policy reform, SBM does not relegate central government roles as negligible (Salvioni *et al.*, 2011). Enhren *et al.* (2016), while pointing to the practice in Netherlands, explain that whereas public schools have a high degree of self-management, they are bound by the framework set by the central government. As such, school-level managers have to operate within a larger framework of policies passed over by the central government (Dimmock, 2013). The OECD (2008) concludes that, while self-management brings

to the fore possibilities for improvement, it is constrained by the central government framework which may influence or at times interfere (Bush & Middle wood, 2013; Smit & Oosthuizen, 2011; Mauro, 2012). Bush (2016), in support of Zhang (2014), observes that the dominant values are those of the central government and that they are imposed on school leadership through the national standard teachers' codes of conduct and ethics. The continued control of the attainment targets, curricula and national examinations by central governments, as the case is in Britain, provides an empirical illustration of the concern for standards aimed at improving students' learning outcomes. Glatter (2012), Zhang (2014) and Hysa (2014) share this view. It should be recognised that the government cannot divorce itself from accounting for education delivery to voluntary members, as such all governments world over have control over education management; it is the degree that differs.

The OECD (2008) has preferred to support the trend by providing that it was meant for greater transparency and public accountability and, as such, there was need to reconcile it with the call for deregulation and self-management schools to guarantee access, quality and equity by ensuring internal efficiency in the use of public funds.

2.6 Implementing School-Based Management in Uganda

In section 2.2, the researcher attempted to draw a dichotonmy between management, leadership and governance. In this section the concept of the school governance is contexualised in regard to Uganda. In addition, the section draws on the historical development of education governance in Uganda. Uganda's education sector has undergone far-reaching decentralisation of governance to primary schools (Prinsen & Titeca, 2008; Nishimura, *et al*, 2008). Following the enactment of the Education Act (2008), SMCs were reaffirmed as being in charge of public primary education, confirming Bush and Middlewood's (2010) assertion that educational institutions operate within a central government legislative framework. Before the current legislation, the roles and responsibilities of SMCs had been taken over by the PTAs following an abortive enactment of the Education Act (1970), which had provided for the establishment of SMCs. PTAs were abolished

in 1988 since UPE was to be free and PTAs had served mainly to collect funds to supplement government funding (Dauda, 2004; Onderi & Makori, 2013).

The institutional structure heralding the establishment of SMCs was specifically put in place to ensure that UPE is successfully implemented and to enhance local accountability in schools (School Management Committee Handbook, 2007; Education Act, 2008; Suzuki, 2010). Given the fact that the state could not alone control schools, there was need to share its power with lower levels of administration and management (Tsotetsi, *et al.,* 2008; James, *et al*, 2011; Bandyopadhyay & Dey, 2011). As such, the Act reserved the authority for setting guidelines on minimum standards, the curriculum, policy formulation, monitoring and overall financing for efficiency and equity for the central government (Prinsen & Titeca, 2008). In the process of decentralising education management and governance, the district education office was to carry out the oversight role in primary schools under their areas of jurisdiction (Ministry of Local Government [MoLG], 1997; Education Act, 2008; Grogan, 2008; Prinsen & Titeca, 2008; Suzuki, 2010).

The Act further empowered the responsible minister to constitute SMCs with such number of members as representatives of different community constituents. This was partly in line with what Caldwell (2008) posits, which is that school-based management may be potentially more efficient and effective since site level approach is better placed to determine the use of resources to achieve optimal outcomes at school level (Governors' Handbook, 2014). Conversely, Smit and Oosthuisen (2011) are alarmed by the high percentage of dysfunctional schools, which raises questions about the efficiency of the local school governance system. Onderi and Makori (2013) seem to suggest that, in terms of the overall effect of school governance, the research evidence is not extensive. In line with the author's views, the premise of this study was to investigate whether the amount of policy interest in devolution and the market approach in educational delivery has scored tangible achievements focusing on UPE delivery.

Figure 2.2 that follows shows that the central government, through the ministry responsible for education, devolved school management powers and responsibilities to the lower district education office and the school-site level, represented by SMCs. The SMC is meant to exercise its roles, carry out its responsibilities and account for the school outcomes through engagement with the

central government and the district administration. The SMC is made up of members of the community and the professional educational managers. The figure shows the structures and the different levels of the expected accountabilities for public primary school education management.

Figure 2.2: Governance structure of primary education in Uganda

CENTRAL GOVERNMENT
- Ministry responsible for Education
- National Curriculum Development Centre
- Standards agency

DISTRICT EDUCATION OFFICE
- Monitors government policy implementation
- Guide schools at district level

SCHOOL MANAGEMENT COMMITTEE
Members
- Head teacher, representatives of teachers, parents, the community, old boys/girls, founding body

Key roles
- Focus, vision; aspirations, policy goals and core values

SMC understanding

Learner's potential development
- Cognitive intelligence
- Attitudinal change
- Career interest

Teacher's instructional tasks
- Curriculum delivery
- Learner's assessment
- Motivation
- Record-keeping
- Continuous development

Head teacher's leadership tasks
- Deployment and time allocation
- Instructional supervision
- Administrative duties and work ethics
- Professional development

Inputs
- Legislation
- Policy framework
- Infrastructure
- Financial support
- Parental contribution
- Monitoring

Outputs
- Pass rates
- Completion rates
- Good virtues
- Economic success
- Effective citizens

School-Based Management Tasks
- Interpretation, adoption and operationalising of national policies
- Formulating, reviewing and regulating school-based policies, procedure and practices
- Setting of standards and assessment of teachers and leadership effectiveness
- Facilitating the implementation of internal and external evaluation reports
- Reviewing and analysing of learners' results in both internal and external examinations
- Mobilising resources for infrastructural development and capacity-building

30

2.7 Education Accountability

This sub-section explains the concept of educational accountability, and examines who is accountable and for what as well as the forms of accountability for educational achievements. In addition, it appreciates accountability within centralised and decentralised education contexts.

2.7.1 The concept of accountability

The notion of accountability of leaders to the people is a fundamental thought in contemporary public administration discourse (Rasmussen & Zou, 2014; Schillemans & Busuioc, 2014) and is increasingly being recognised as a cornerstone of effective service delivery (OECD, 2011; Argon, 2015). In voicing similar arguments, Gershberg *et al.* (2012) conceptualise accountability as one of the key reforms in the education sector. Furthermore, the World Bank (2008) report emphasises the need for accountability structures. Figlio and Loeb (2011) as well as the (OECD, 2011) note the prevalence of demands for educational accountability around the world on the basis of students' performance at the end of a learning cycle, compliance with policies and regulations, professionalism and market indicators (Figlio & Loeb, 2011; Rasmussen & Zou, 2014; Argon, 2015; Helgoy & Homme, 2016).

As such, educational reforms, which include school-based accountability, were partly meant to ensure that public resources are used more effectively and productively, in addition to providing information to stakeholders for supervision and causing accountability (Argon, 2015; Helgoy & Homme, 2016). Argon (2015) argues further that organisations that do not include accountability in their management systems will display irregularities, uncertainties and unjust behaviour. Following the same line of argument, Eacott and Norris (2014) assert that the current school-based accountability movement emerged out of a desire to institute accountability for the overarching demand for improved aggregate student performance in the national examinations (Maricle, 2014), among others.

Garn and Cobb (2008) acknowledge that the term "accountability" has diverse meanings. For instance, to the OECD (2008), accountability is more easily explained as "to take account of". Figlio and Loeb (2011) provide that accountability is made up of two parts, the "element of

account" and the "holding to account". Furthermore, the verb means a structure with clear strata of reporting systems and answering for the authority delegated. On the other hand, Árgon (2015) views accountability in terms of answerability to different stakeholders on how delegated power and responsibility have been used and bringing the actor to book (Rasmussen & Zou, 2014). In addition, accountability is seen as a system involving the collection of information on performance such that decisions are based on correct premises (OECD, 2011; Figlio & Loeb, 2011; Dudley-Marling & Baker, 2012; Árgon, 2015).

The researcher found Rasmussen and Zou's (2014) descriptive definition of accountability given below, which details key elements, significant:

- What is to be accounted for?
- To whom is the account owed?
- Who is expected to provide the account?
- What is the nature of accountability demanded; justification, explanation, or description?
- What are the consequences of providing an account?
- Who is accountable to the school governing bodies?

In discussing who is expected to account, though cases of overlaps may be visible, the researcher has attempted to draw a dichotomy between internal and external stakeholders. In accounting for educational achievement at the school-site level, the OECD (2008) emphasises that the head teacher is the cornerstone of leadership, and is thus responsible for the school achievements and is, ultimately, charged with ensuring that school attainments are in line with national priorities (Merchant, *et al.,* 2012). While discussing the principals' accountability in the Netherlands, Honingh and Hooge (2009) advance the (Good Governance, Good Education, 2010) legislation demands of schools to build stronger controls, manned by head teachers and governors, that lead to the enhancement of student performance levels. With regard to the Swedish principal, the main area of accountability was that of pedagogical leader (Ljunggren, 2014; Merchant *et al*., 2012). Other areas, as Skolinspektionen (2010) articulates, include: nurturing a healthy school culture; human resources optimisation; sustaining productive community relations; contributing to the generation of the curriculum; and developing strong instructional leadership. School managers are

accountable to higher education offices and political leadership on behalf of communities (McGuinn & Manna, 2013). Accountability from principals may be demanded by the community through SGBs and through citizens, who seek to understand how their taxes are being used to support public education.

Inspections by external stakeholders, such as national and district inspectors and political leaders, are key to ensuring quality standards of schools (Rasmussen & Zou, 2013; Ehren *et al.*, 2015). The national inspectorate agency or department sets standards, assesses them and provides feedback regarding implementation attainment aimed at enhancing educational outcomes. Merchant *et al.* (2012) add that regular and focused inspections guided by the central government framework and national assessment impacted positively on educational outcomes in Sweden. Ehren *et al.* (2015) notes that, in ensuring accountability, the inspectorate expects boards to provide feedback on the quality of their schools so that remedies are sought early. Under the auspices of the Inspectorate of Education in England, as Ofsted (2008) reveals, regular inspections of schools were carried out by the Office for Standards in Education.

Ehren *et al.* (2015) state that governing boards in the Netherlands were by legal means responsible for admission and school quality, while being mindful of parents' and community expectations. They were, thus, recognised as centre points for the provision of inspection information by the education districts and the Dutch government. The school governors would be expected to understand and make known their accountabilities to other stakeholders (Eacott & Norris, 2014). Such accountabilities would be establishing school aspirations, coming up with clear strategies, planning, making decisions and evaluating in order to create an environment where the teachers could teach effectively and the students could learn (Eacott & Norris, 2014).

In Uganda the Education Act (2008) has empowered SMCs to be the statutory owners of individual public primary schools on behalf of the government. The Act was inspired by the ethos to ensure accountability in schools and enhance UPE implementation specifically. The reconstituted SMCs allowed a greater role for individual members' responsibility for their constituencies and the committee as a whole. In this study, accountability was explored through measures of access, quality and equity to UPE achievement. The Act also requires SMCs to write a report annually, reflecting attainments and gaps, and to arrange meetings to discuss school accountability. This was

meant to create a forum for site-based education partners, through representation on SMCs, to account for their stewardship (Farrel, 2010). In addition, reports of informal means of accountability, including reports in the local media and newsletters, were reported (Levacic, 2009).

In furthering the discussion on educational accountability, the Education Act (2008) provides for sanctions ranging from suspension to dismissal of an individual or an entire committee where they are found to have misbehaved or not executed their roles. The Education Act (2008) gives SMCs specific responsibilities on the basis of which, as Suppovitz (2015) suggests, there should be rewards for excellent performance and consequences for poor performance to hold them more accountable. However, as pointed out by Levacic (2009), the sanctions of removing a member or disbanding an entire committee were rarely applied. Furthermore, evidence in Uganda indicates that SMCs have erred (Uwezo, 2012) yet such sanctions have not been imposed. This may be in part a result of low motivation by government education inspectors.

Another external authority responsible for educational accountability is the municipal or district level governments. The Education Act (2008) enhanced the responsibility of the District Education Standing Committees (DESCs) to play the oversight role; while evidence from England (Bush, 2016) shows that in 1991, municipalities in England were granted responsibility for oversight supervision of local schools. Rasmussen and Zou (2013), while referring to Denmark and China, and Helgoy and Homme (2016), while alluding to Norway, add that responsibilities at municipalities included building, finance and staff management.

2.7.2 Educational accountability contexts

The type(s) of educational accountability institutionalised in different countries is broadly discussed below within the centralised and decentralised contexts. Before considering the contexualised forms of education governance and accountability, it is important to present the general public service framework (see Figure 2.3).

Figure 2.3: Government client structure in public service delivery
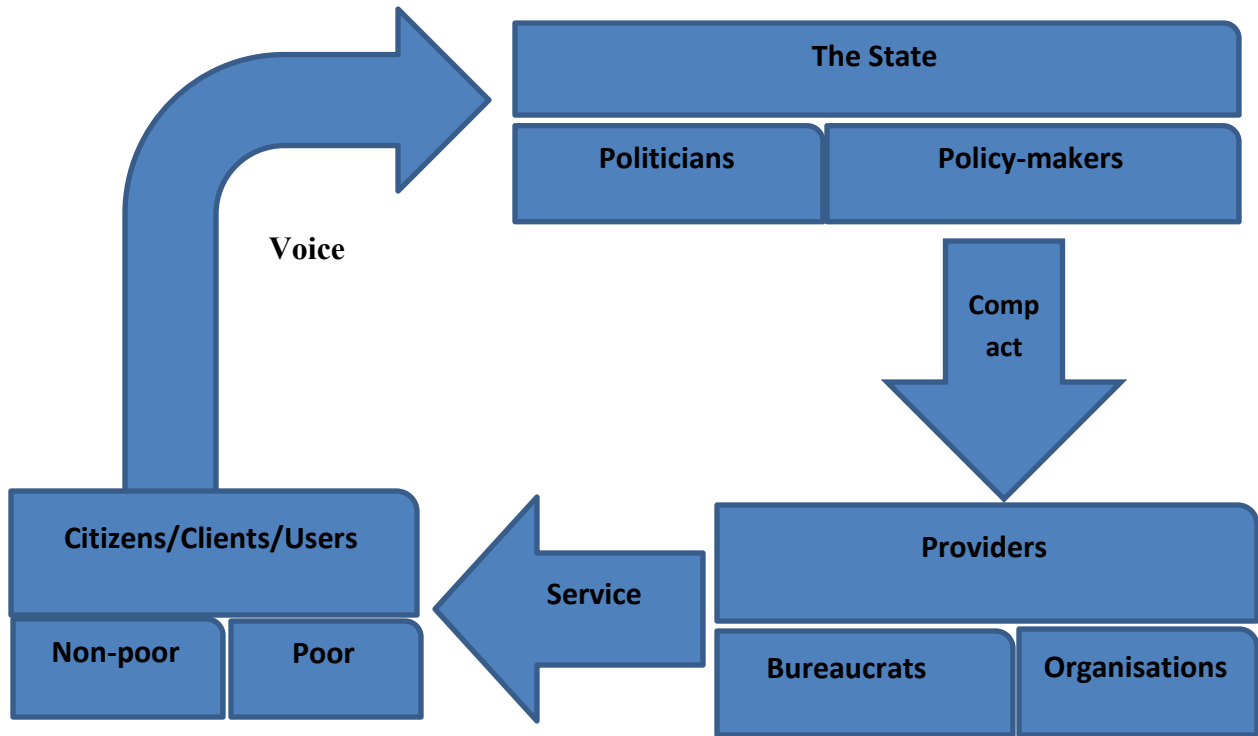
*Source***: Adapted from World Development Report, 2004**

Figure 2.3 above represents the general framework for public service delivery, including education. The central government (politicians and policy-makers) develop policy frameworks which are implemented by bureaucrats (school managers) to fulfil the mandate to clients. The citizens, as consumers of the services, will demand of politicians such services and exercise such demands by electing persons that can provide.

2.7.2.1 Centralised educational accountability framework

Under the centralised education accountability system there is strong emphasis on bureaucratic governance tiers and obligations with compliance norms. Rasmussen and Zou (2013), in providing evidence, found that education in China was a state-run affair, with direct intervention from the government. The ministry responsible for education and other central government agencies set

standards, frameworks and staffed structures for education delivery. The notable accountability measures under this system were inspection and quality monitoring, standardised tests, teaching evaluation, and accreditation of professional programmes. This helped schools to provide feedback to the public, the parents and the central government. Further illumination of the centralised system in China was that it had a four-level system of educational inspection which included the county, the province, the city and the state (National Inspectorate of Education, 2005). The researcher notes a congruence with the decentralised education accountability framework discussed in 2.7.2.2 in areas like the use of national tests and professional accreditation, connoting the demand for improved educational delivery on either side. Figure 2.4 below shows the education accountability framework under the centralised system.

Figure 2.4: The centralised public education accountability framework
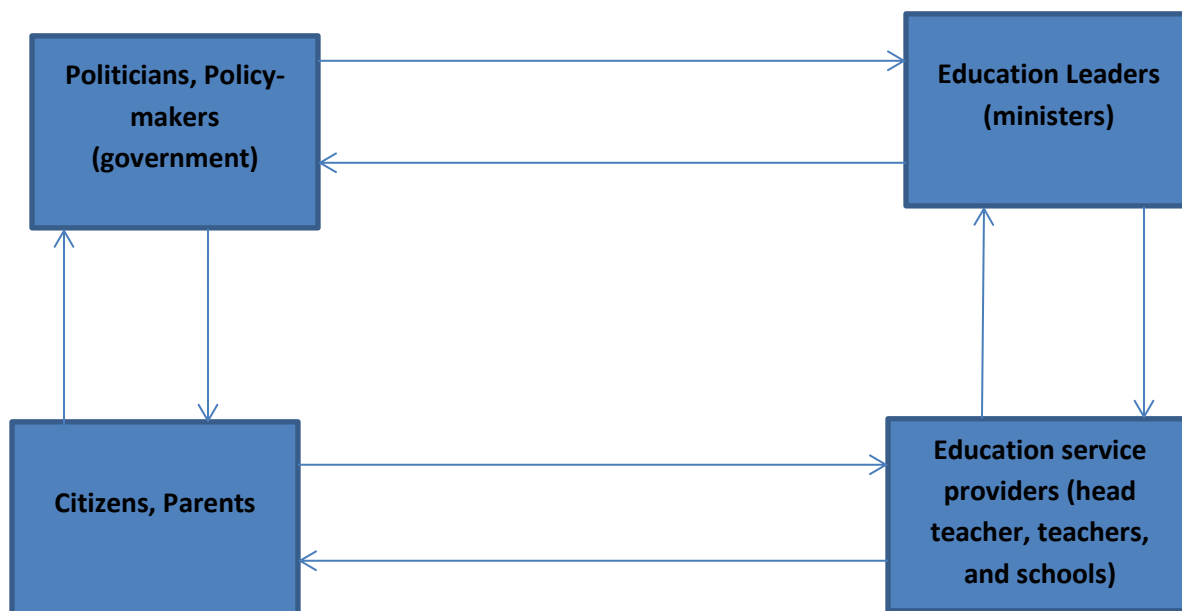
Figure 2.4 above shows that the central government initiates policies which are passed over to school managers (head teacher, teachers) by the ministry responsible for education. With the implementation of the policies by the education managers, the end users and beneficiaries of education, for instance the pupils, parents and the community, are served. The citizens and parents will demand that the political leadership provide quality education through votes and political forums such as parliament, and these form a cyclic system of demand-driven education delivery.

In an undemoncratic system, the political leadership may be expected to be accountable as a result of the feedback from the public since the voting option may not be applicable.

2.7.2.2 Decentralised educational accountability framework

Rasmussen and Zou (2013), in discussing the experience of Denmark, explain that the devolution of school governance responsibility saw the abolition of detailed formal regulation, and increased school autonomy in decision-making and resource allocation. The devolved education service delivery saw community participation in school governance (Ravn, 2011), signalling a degree of local accountability towards local stakeholders. Figure 2.5 below shows an educational accountability framework under a decentralised system of governance.

Figure 2.5: Accountability framework under devolution
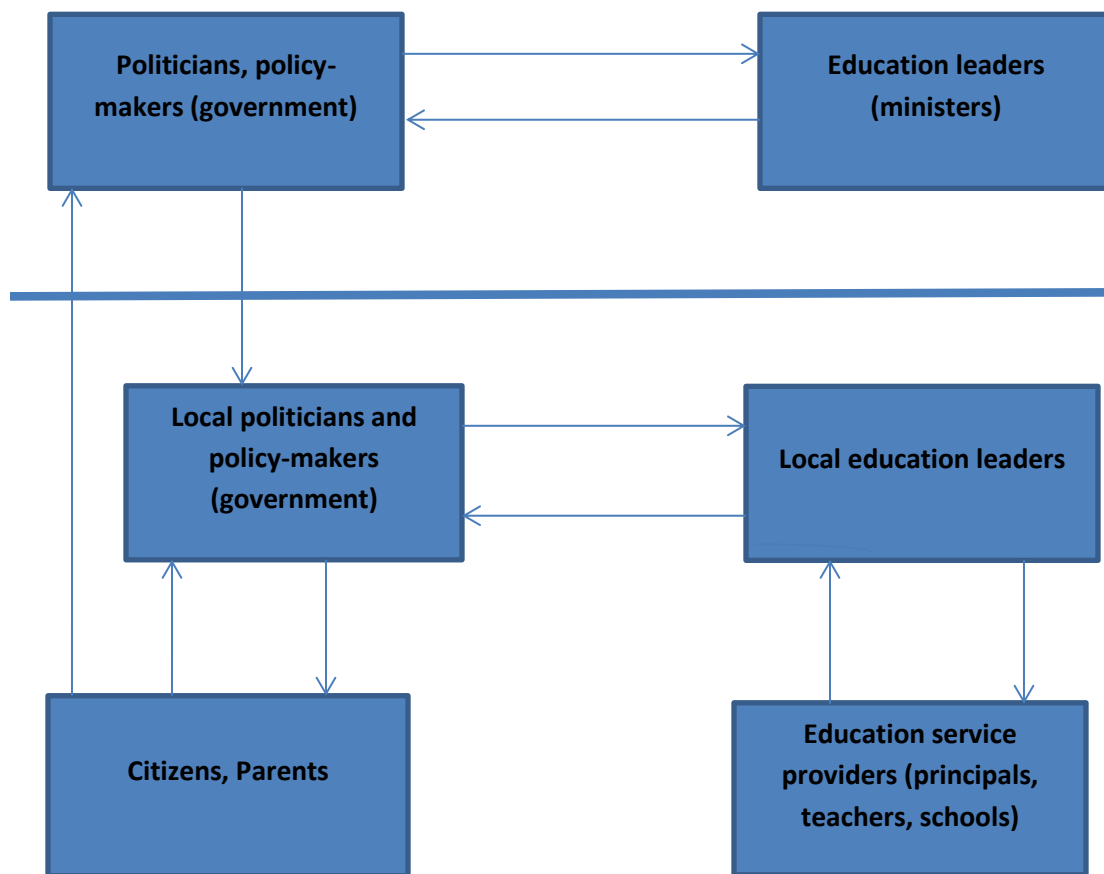
Figure 2.5 shows that central government is made up of the political side which provides the oversight direction and represents the people, while technocrats provide the framework for implementation through policy development. Under the decentralised system, local authorities equally come up with plans and policies with the guidance of the technocrats, who later implement them. The citizens are aware of and demand services, using the voice, and by so demanding form a pact which should be respected by both parties, i.e. the government and the beneficiaries of education delivery. The taxpayers expect that money from their purse is spent wisely, while the parents should see their children acquire education and character for a better society. There is a general dearth of information as to whether schools in Uganda and, more specifically, SMCs are accountable for educational outcomes, which was a matter for investigation in this inquiry.

2.7.3 Forms of accountability

Accountability in education is a broad and increasingly prevalent concept around the world (Figlio & Loeb, 2011; Hooge *et al*., 2012). Given its worldwide reach, different forms of accountability schemes may be found in education delivery (Rasmussen & Zou, 2014). Rasmussen and Zou (2014) suggest the following as the main types: detailed institutional regulation and compliance; professional norms and accreditation; evaluation of performance; and specification of expected results. The researcher discusses each of them in detail below.

- *Regulation and compliance*

Regulatory and compliance accountability emphases adherence to regulations. The set standards for quality education are developed by the ministry responsible for education or the standards agency which schools must meet. The government, as such, monitors implementation and uses feedback information to evaluate the levels of compliance with standards and regulations. School inspectors evaluate compliance based on a standard checklist. The reports are used for accountability to higher education offices, the public and the community. In addition, features like safety issues, the curriculum, facilities, school culture, teachers' qualifications, school finance and governance are checked on. The following domains are usually covered in compliance reporting: information about students and student characteristics (Ministry of Education, 2012):

- Availability of relevant policy guidelines including legal and planning frameworks.

- Financial reports, budgets, utilisation of school assets, staff matters.

- Implementation of the national curriculum.

- Enhancement of pupil morals, co-curricular activities, psychological health.

According to the State Council, China (2012), inspection reports are for public consumption and should be a basis for rewards to schools. It is expected that inspection results may be used to improve on school functioning. The Education Act (2008) demands that UPE grant releases and expenditures, PLE results, pupils' attendance, work plans and the school vision are published in a place where the public can easily view them, for instance on school notice board.

- *Professional norms and accreditation*

In professional norms and accreditation accountability, the central government provides for a body that sets and enforces standards which are to be met in practice by persons of a particular knowledge and skills base. Teachers are obliged to register and adhere to a strict code of conduct and ensure values and norms against which the public can cause teachers to account. The eligible members of a professional body express interest to join by applying, and upon admission they are provided with the terms of acceptance into the profession and the consequences for breach, including dismissal.

In addition, school inspection reports are a basis for the accreditation process, to verify if persons or institutions intending to be licensed to operate meet the set standards. Accreditation organisations restrict entry to the profession of those who may negatively impact on the quality of education. In Uganda, the Education Standards Agency (ESA) has developed indicators and inspection structures going from the centre down to the lower levels. In addition, for one to be employed as a government teacher, the ministry of education accredits and allocates one a unique registration number. This is intended to limit entry by non-qualified individuals into the teaching profession.

- *Market accountability*

The OECD (2008) refers to education market accountability as the competitive pressures on schools. In this case, the community have a variety of schools from among which they freely choose, depending on factors like quality of educational outcomes and school programmes. Darling-Hammond and Richardson (2009) note that governments provide children with the opportunity to choose from a variety of schools by creating an environment which prevents monopolies. Government grants are equally flexible and follow the pupils since they are calculated according to the number of children. Head teachers are expected to compete to attract and retain pupils. However, as reported by OECD (2008), few countries are able to practise market accountability partly owing to inflexible structures that cannot cope with pupils' mobility.

- *Performance accountability*

Performance accountability depends on evaluation and feedback on school performance on set measures (OECD, 2008; McGuinn & Manna, 2013). Garn and Cobb (2008) add that performance accountability emphasises objectively verifiable results rather than the procedures of how schools perform. Schools are expected to produce periodical reports on the performance in the form of school-wide assessments, or school report cards, against clearly spelt out performance indicators. Apart from the results of national examinations, school performance includes capturing evidence related to whether schools contribute to the greater societal good (Garn & Cobbs, 2008) and the use of that knowledge in future. In essence, the underpinning assumption is that performance reports may ignite the desire to implement activities and innovation to improve education.

The tacit assumption underpinning performance reporting is that the necessary information regarding educational outcomes is made available to enable stakeholders to appraise the school proficiencies (OECD, 2008; Salvion *et al.*, 2008; Helgoy & Homme, 2016). The other assumption is that there is unanimity on the educational goals and thus the information provided will be of use to all the constituents (Garn & Cobb, 2013). Garn and Cobb (2013), however, find it difficult to believe that the provision of performance reporting data is sufficient intervention to deal with the observed deficiencies in the results.

Ravitch (2010) further underscores the results and performance measure of educational accountability since it is reported to have had little effect on reading and maths scores for children with disability in USA. The emphasis on results has instead led to practices that undermine the quality of education generally, narrowing learning to bits of information and skills to be taught and tested. The move towards standardising and one-fit-all curricula is potentially devastating for students with disability and in rural areas. Ravitch (2010) and OECD (2008) fault the results measure for treating students like commodities where high test-score students enhance the reputation of the school and, as such, schools have tended to concentrate on the few, thus disadvantaging the underperformers. Schools have been reported to engage in cream skimming and the exclusion of children found to be expensive to educate (disability) and the siphoning of students owing to their favourable background.

McGuinn and Manna (2013) further observe the increasing number of countries that emphasise results at national level and doubts are being cast on whether this would improve the quality of educational outcomes. The No Child Left Behind (NCLB) Act (2002) highlights the disparities in educational delivery, pointing out the gaps in student achievement across public schools in the USA (McGuinn & Manna, 2013). This accountability mandate also emphasises proficiency in mathematics and literacy, leaving out other subjects that are of equal importance. In advancing the experience of Sweden, the Education Act provided new curricula as well as a the revised grading system which were to be implemented in 2011, promising increased pupil learning outcomes (Figlio & Loeb, 2011; Robertson & Timperley, 2011; Merchant *et al*., 2012).

In response to worldwide clamour for the use of national assessment tests and results as a vehicle for guaranteeing educational standards, Zhang (2012), in referring to the Chinese response, notes that the government implemented quality assessment and monitoring to offer accountability. The government foresaw the need to regulate the overemphasis on examinations as a vehicle for the elimination of underperforming pupils from progressing to higher levels of learning institutions and opted for monitoring in a more holistic way.

Whilst some scholarly debates raise possible threats to the quality of education delivery, as a result of emphasis on performance accountability, others, on the other hand, view it as an opportunity to encourage teachers to work hand in hand to attain the high stakes. The Education Act (2008)

Uganda sets standards of national assessments to make school leadership accountable for their students' attainment (Wang, Beckett & Brown, 2010). In this regard, as detailed by Byamugisha and Ogawa (2010), the PLE in Uganda consist of Mathematics, English, Social Studies and Science. The quality of performance is measured between 0% and 100%. Each paper is then graded on a scale: between 1 and 9, where 9 is the poor performance. Grades for the four papers are averaged to get the summative level of performance between Division 1 and 4 (The Education and Sports Sector Annual Report 2012/13). Pupils' results are viewed in terms of comparative scores attained in final national PLE (Guloba, Wokadala & Bategeka, 2010; *The Quality of Science Education in Uganda*, 2012).

Using Uganda, this enquiry concentrates on analysing how school management commiitees manoeuvre in practice in their effort to attain their accountability targets. This study is premised on the value the government attaches to the volunteerism of SMC members and on their ability to implement UPE (Education Act, 2008; Governors' Handbook, 2014). It is presumed that the effectiveness of the committees will impact on UPE delivery in terms of access, quality and equity (Education Act, 2008; Governors' Handbook, 2014).

2.8 Roles and Responsibilities of School Management Committees in the Accountability for Universal Primary Education

The increasing complexity and the amount of accountabilities in schools have meant that it is no longer possible for any one leadership tier to claim sole responsibility for education attainment (Bandur, 2012). In addition, education delivery involves several stakeholders who are expected to be networked and can only fulfil their roles if they can learn and implement accordingly (Serfortein, 2010). School committee leaders are, thus, increasingly being recognised as important for effective management in schools (Hallinger & Lee, 2014). The decentralisation of primary school governance gave governing bodies a substantial role and significant responsibilities (Bandyopadhyay & Dey, 2011; James *et al.,* 2011; Tatlah & Iqbal, 2011; Mwinjuma & Baki, 2012). As such, the roles, responsibilities and accountability of school governing bodies in education delivery are acknowledged in various countries (Mampane, 2008; Sumintono, 2009; Strike, 2010).

Whilst discussing the roles of committees, the researcher aligned the discussion with the Governors' Handbook (2014) suggestions that governing bodies generally executed three core strategic functions, as illustrated in Figure 2.6 below and the notes that follow.

Figure 2.6: A framework for school governance
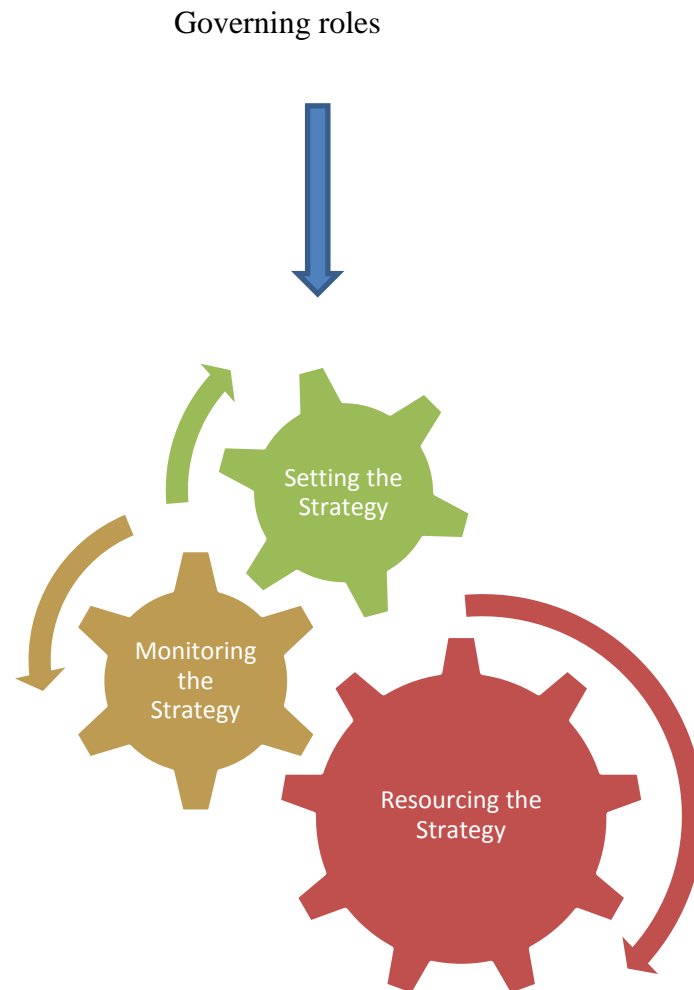
Governing roles

Figure 2.6 above shows that the core roles of the school governing bodies are setting the long-term view, staffing and monitoring, and ensuring financial availability and frugal use. It is also important to note that each of the roles does not work in isolation but continuously lead into each other. A detailed explanation of each role is given below.

2.8.1 Visioning and focus on future direction

The Governors' Handbook (2014) states that school boards are responsible for decision-making at the strategic level under the self-management approach. It is, therefore, incumbent on them to articulate and approve long-term strategic visions for the school, agreeing on the priorities and

strategies for implementation. Dimmock (2013) asserts that with the setting of clear expectancy and the creation of new accountability relationships and targets for the school to meet, through quality management and teaching, learning would take place. In providing evidence, following a study undertaken in India, Thapa (2012) supports the view that the aim of forming SMCs in every public school was to empower the community to be ultimately responsible for setting the strategic direction and ensuring effective management of the school. The Education Act (2008) as well as the School Management Committee Handbook (2009) for Uganda, add that the broader focus on shared vision and collaboration inspires staff members to work together and hold others accountable for implementing detailed action plans, as well as improve teaching and learning and general primary education delivery. Conversely, as Davies, Mountford and Gannon (2010) affirm, planning at the strategic level did not necessarily enlist commitment to the future directions of the educational aims. This seems true of Uganda, where the researcher found poorly crafted vision and mission statements and disparities in the commitment to the implementation of school development plans (SDPs). As a result, it is not possible that SMCs could effectively implement what they were not sure of. At the other extreme of the debate, in some SMCs' there were no vision and mission statements in addition to the SDP. Where they did exist, technical staff crafted them and mainly involved SMCs at the approval stage owing to capacity gaps on the part of the SMC members.

Over the years, school governors have articulated such strategic directions in the three-year education development plans (The Education Act, 2008), broken down into implementable annual improvement plans ultimately aiming at improving the quality of students' learning (Davies *et al.*, 2010). However, as Mbugua and Rarieya (2013) observe, the focus of the annual development plans in Kenya was to distribute resources and duties within the school without establishing a dual commitment to long-term and short-term outcomes, challenging the postulation that plans increase educational opportunities as well as improve education quality. A further review of the effectiveness of SCs in formulating school visions and development plans (Vernez *et al.*, 2012) based on the experience of Indonesia found that the councils were ill prepared for such an important role. The role seemed technical and, as such, required specialised expertise. This is true of Uganda where the researcher found that activity implementation such as developing School Development Plans was principally leaning on the will of the head teacher.

Mbugua and Rarieya (2013) have contextualised the idea and exercise of strategic planning in the education sector as being more entrenched in the West and as just catching on in Africa. The probable reason for such disparity is the difference in the levels of literacy and development. Mbugua and Rarieya (2013) further found evidence that stakeholder involvement in strategic planning development did not guarantee a collective plan since some parties were passive participants. Bush (2011) is among those authors who have preferred to analyse the challenges of school governing bodies' effectiveness in the context of the ever-present involvement of the central government by questioning whether it is possible for governors to develop school-focused visions within a centralised policy framework. Such view point brings to question whether SMCs have actual decision space and thus accountable for UPE achievement.

2.8.2 Head teacher supervision and performance monitoring

With the appointment of a school's managerial staff, governing bodies are called upon to make collaborative decisions with the head teachers and to empower them to manage operational functions (Governors' Handbook, 2014; Enhren, *et al.,* 2016). In the case of Uganda, though not empowered to hire managerial staff, except for unlicensed parent teachers and support staff, SMCs can influence transfers and posting, supervise head teachers and demand reports (Education Act, 2008). Governing bodies are viewed as playing a strategic role, and should therefore hold the head teacher accountable for the implementation of SMC decisions. It would also be essential to have knowledgeable governors with the skills required to ensure robust accountability. Effective committees are expected to hold head teachers to account for performance in terms of pupil attendance, school resources, pupil progress and staff performance, among others (World Bank, 2008). This would enhance the effectiveness of the internal controls, thus causing head teachers to account for school outcomes. However, Pandey, *et al.,* (2011) affirm, drawing evidence from a study in India, that communities through SMCs were often uninformed of the services they were entitled to, as well as the mandated controls that they could exert over these services (Banerjee, Banerji, Duflo, Glennerster & Khemani, 2008) as a result they were unable to effectively demand accountability from school leaders.

The Education Act (2008) provides for the SMC to be consulted before a head teacher is transferred or posted to a school. With regard to the appointment of support staff, SMCs are advised to consult the education officer at the district before recruitment. There is considerable evidence that effective school governance focuses strongly on developing people and motivating them. In education, as in many other settings, the head teacher and teachers are most likely to show commitment if they are valued by those who have responsibility for them (school governors) and are most likely to engage in teamwork, which is also a feature of successful educational institutions (Bush & Glover, 2012). Through staff motivation strategies, governors enhance good working conditions, commitment and learning and the teaching environment. This would constitute a positive and proactive way of causing commitment and accountability in the head teacher and the staff.

2.8.3 Overseeing financial management function

In exercising its function with regard to financial management, the board is involved in resource mobilisation, approval of budgets and payments. The following discussion details the SMC financial roles.

One of the philosophies behind SBM is that the public purse cannot fund all reforms fully. Different parties are, therefore, encouraged to contribute to education delivery. The World Bank Report (2008), citing the cases of the United States and other countries, advance that most school incomes are raised through government grants, fees and donations. In the case of Uganda, the expected sources of funding for government-aided schools are grants, parents' contribution, education tax and donations (Education Act, 2008). The government grants to schools are calculated based on the number of pupils (Education Act, 2008; Sumintono, 2009). The efforts to mobilise funds in Uganda were however hampered by policy claims of free primary education leading parents to shun any form of school collections (Education Act, 2008; Benavot, 2016).

In addition to their resources mobilisation role, at the school level SMCs are expected to ensure that spending resources falls within limits determined by the government, focusing on the following: administration 5%, utilities and maintenance 15%, co-curricular activities 30%, and instructional materials 50% (MoES, 1998). The Ministry of Finance would withhold any further

release of funds if these limits are not adhered to (Education, Act, 2008). The allocated percentages reflect the order of importance. Specifically, the chairperson approves payments in line with the budget and the minutes of the finance committee. Ultimately, the expenditures must focus on facilitating the learning process. This view is augmented by the Governors' Handbook (2014), which maintains that committees should be responsible for making proper utilisation of school funds. This may be enhanced if members have adequate skills in financial management and keep in mind the following:

- Is resource allocation reflecting school and national priorities?
- Are school assets and funds being utilised well to maximise benefits?
- Is the school purchasing quality goods and services at best prices?
- Is the school getting value for money?

Dimmock (2013) affirms that SBM nurtures school-level planning and resource flexibility, matching those plans with students' needs. MoES (2008) as well as Emechebe (2012) add that SBM has not only empowered schools in the development of school plans and budgets but, equally important, it has enhanced their influence on the utilisation of the grants for activities that contribute to positive learner outcomes (OECD, 2008). In England, greater flexibility in the way schools handle resources and a focus on the bulk of expenditure taking into consideration locally managed budgets (Lai & Cheng, 2011) has been afforded. The possible reason for the flexibility in England, unlike in Uganda, is that the governing body members are wealthier and, as such, less likely to misappropriate the school funds. However, as stated by Mbugua and Rarieya (2014), whereas budget estimates existed in schools, school governors in Kenya rarely debated them and in most cases they were called upon to sign the already prepared budgets. Therefore, as Dimmock (2013) admits, it is not possible to claim that increased decision-making over the allocation of resources necessarily increased productivity in the form of learning outcomes.

In the case of America, as advanced by McGuinn and Manna (2013), the bulk of funds, totalling between 8 and 10 per cent, that contribute to schooling comes from state and local governments. In that case, government gains much of its power in schools through stringent measures which come with the funding. The World Bank Report (2008) emphasises that while increasing school-level resource flexibility and other support to schools is important to ensure greater access, quality and equity to education, it may not be a sufficient guarantee. Against this background, there are

concerns over adherence to the stringent measures in allocating resources accountabilities owed by the school to the centre and the local community, based on targets and expected outcomes (Skolinspektionen, 2010). The Education Act provides for accountability of funds through reports to the district local government, regular audits and monitoring by SMCs to ensure value for money for the purchases and works to be implemented.

In addition to the above arguments with regard to the roles and responsibilities of school-based organs, Bush and Middlewood (2013) emphasise the following:

- A shared strategic direction;
- Creating an environment that is conducive to learning;
- Personnel management matters;
- Inspiring stakeholders;
- Monitoring and evaluation;
- Influencing the curriculum; and
- Enhancing strong community participation.

In the case of Uganda, SMCs' effectiveness is judged on their ability to fulfil the following responsibilities as provided by the Education Act (2008) and the Guidelines on Policy, Planning, Roles and Responsibilities of Stakeholders in the Implementation of Universal Primary Education for Districts and Urban Councils (2008):

- Giving overall direction to the operation of the school;
- Approving the school budget annually;
- Monitoring the finances of the school to ensure that resources are used for the maximum benefit of all learners learning;
- Working as a linkage between the school and the community by ensuring that the school draw out programmes that attract the parents into schools; and
- Taking leadership to improve and develop school facilities and school compound by using a variety of means including the mobilisation of the community.

There seems to be concurrence that committees should execute strategic planning, financial and personnel matters among authors, as reflected in the Governors' Handbook (2010), the Education Act (2008) and Bush and Middlewood (2013). Further roles of school committees revealed in literature point to the admission of pupils; provision of meals; monitoring and evaluation; and mobilisation of parents and the community. What seems clear, though, is that committees' ability to perform their roles for which they are to be held accountable differs from one context to another, with better performance being reported in developed countries and urban schools than in rural schools (Lunenburg, 2010). Whereas SMCs receive help from other stakeholders, a considerable amount of workload has to be accomplished by them (Committee, 2013). As such, some training in decision-making, budgeting and planning is important, especially before assuming leadership (Bush & Glover, 2012). The supposition that SMCs may be exercising such roles and responsibilities underpins this study.

2.9 How School Management Committees Exercise and Account for the Management of UPE in Uganda

In sub-section 2.8, the researcher has discussed the roles and responsibilities of SMCs whilst in this sub-section, 2.9, the discussion focuses on 'how' or the strategic processes and practices of implementing such roles and responsibilities.

Leithwood, Harris and Hopkins (2008) advance that school governance, though indirect, has a significant effect on pupil learning, since it has the potential of harnessing capacities that exist in the educational institution and its surroundings. Lewis *et al.* (2009) further the argument that governing bodies have the will and are able to create an environment within which teachers teach and pupils learn and the ultimate education programme is achieved. According to Enhren *et al.* (2016), school boards foster the school's strategic direction and provide an accountability framework that meets the immediate need for accountability to school stakeholders and ultimate educational goals. School governance effects are realised through the creation of an array of school conditions (Hallinger & Heck, 2010), such as agreeing on the long-term view of the school; influencing or selecting the right head teachers and teachers; mobilisation; and management and monitoring of resources. On account of this, school committees use various means, which include

meetings, consultations with other stakeholders, deliberations by sub-committees, delegates to PTAs and individuals, donor support and school visits.

2.9.1 Meetings

One of the main vehicles through which SMCs carry out their roles and responsibilities is meetings. The Education Act (2008) provides for the committee to have one meeting per term and any others as required by the circumstances, for instance disciplinary cases, pit latrine breakdown, storm damage to the school and epidemics. During such meetings, SMCs discuss the school development plan, budget and reports on the performance of the school from the school head teacher. The SMC, through different constituents and representation, provides for harnessing their views and proposals. It is expected that before the committee members come for the meetings, an agenda is sent out to them and representatives of the respective categories of constituents, for instance teachers or parents, should have met with the members to get the views to present to the SMC. The meetings through which information is shared are also expected to motivate committee members to improve the sharing and feedback quality of their school's accountability for universal basic education (Ehren *et al.*, 2015). Sharing the experience of the Netherlands, Ehren *et al.* (2015) affirm that meetings focusing on inspections have an impact on governance quality assurance.

The Act provides further that matters before a management committee should collectively be decided upon by a simple majority of members' quorum and voting. In case the SMC requires expertise on a matter, they are empowered to co-opt a desirable person for the transaction of its business at the meeting, but he/she shall not have powers to vote (Education Act, 2008). Recognising that some SMC members may be illiterate, the Act provides that the proceedings of the SMC shall be conducted in the language generally understood in that area. To mitigate further the possible weaknesses of SMCs, the Act provides for the head teacher, being an educationist, to be the secretary to the SMC. The secretary to the committee, who is the head teacher, is technical and, as such, translates the minutes into English though the discussions may be in the local language and the head teacher is the custodian. SMC members receive copies of the minutes before meetings; other beneficiaries are the local authority and the District Education Officer (DEO). Though the Act attempts to proactively intervene in cases of possible weakness by, for example,

allowing SMC members to conduct proceedings in a local language understood by all, delegating to specialised committees – organs such as PTAs – and individuals and consulting external experts, there seem to still be loopholes, such as the SMCs vulnerability to the educated members who may easily interfere with minutes, influence the agenda and dominate meetings. In the case of Uganda, the founding body especially the church dominated the agenda and influenced the decisions since they were the majority members and the chairperson was elected from among them (Education Act, 2008).

2.9.2 Role of sub-committees

The previous discussion looked at how meetings are used to implement SMC roles and responsibilities. In this section we turn to the sub-committees. The Education Act (2008) provides for the establishment of sub-committees which include general purpose, finance and development sub-committees, to which SMCs may delegate some of the functions. Such sub-committees attend to delegated responsibilities such as discipline, finance and academics; they follow up implementation and thereafter report to the full SMC meeting (Young & Young, 2017). However, as Mwinjuna and Baki (2012), basing on evidence from Tanzania, observe, sub-committees in most cases lack the technical capacity to effectively carry out their roles.

2.9.3 Supervision and monitoring visits

One other way through which those responsible for primary education delivery exercise their roles is by creating monitoring mechanisms for communities that have a direct stake in the quality of education services (Pandey, *et al.,* 2011). If successful, such mechanisms can play a pivotal role in improving educational service delivery (World Bank, 2008). The Governors' Handbook (2014) further states that governors need to know their school through school visits if accountability is going to be robust and their vision for the school is to be achieved. Through pre-arranged visits that have a clear focus, governors can determine whether the school is implementing the policies and improvement plans they have signed off and how they are working

in practice. Visits provide fora for direct discussions with teachers and pupils to gain feedback from them.

Governors are most effective when they are fully involved in the school's self-evaluation and use the knowledge gained to challenge the school, understand its strengths and weaknesses and contribute to shaping its strategic direction (Ofsted, 2011). The impact of community monitoring on school functioning, however, has been lower than expected (World Bank, 2008). This is highlighted, for example, by studies which report high teacher absenteeism rates in a number of Indian states, underscoring low accountability levels of local communities (Review, 2013). In addition, Arlestig (2008) and Skolinspektionen (2010) claim that members made classroom visits, but they lacked pedagogical knowledge and skills. The possible reasons are linked to members' claims that they are busy, lack capacity and are frustrated owing to not being able to fix the identified challenges. It is also dispiriting to note that some educator members and teachers were referring to the volunteerism of SMCs for lack of gainful work and a waste of time.

SMCs are obliged to provide accurate and relevant information to inspection authorities and to parents for purposes of coming up with appropriate interventions. To this end, they will monitor attendance registers and arrival books, and physically visit classrooms to see whether pupils are actually learning. The stakeholders should be made aware of the monitoring arrangements and should meet to review the school inspection reports (Education Act, 2008). Though governors are not inspectors, and therefore may not be technical with regard to educational matters, they are empowered to monitor school activities through visits and reports. They are, however, cautioned not to interfere in the operational duties of the school. In addition, since education monitoring requires technical skills, governors are encouraged to understand the indicators right and know their demarcations. It may not be surprising to report instances of challenges in monitoring, including not knowing boundaries, as well as lack of skills and incentives.

2.9.4 Stakeholder participation

Literature indicates that the implementation of SMC roles was through stakeholders' involvement and participation. Such persons with stakes in primary education delivery included: development partners; parents; the church as the founding body; local authorities; and politicians, among others.

As expressed by Penny, *et al.,* (2008), Uganda received significant education aid support though what seems not to be clear was whether the support enhanced UPE delivery or not. On the other side of the continuum, Steer and Wagner (2013) posit that in most cases donor support was less than promised, did not prioritize low-developed countries and involved politics (Benavot, 2016). In situations where the support was received, it focused on areas like girl child education and children with special needs (Penny, *et al.,* 2008; Education Act, 2008).

The other player in the delivery of education is the parent. According to the Education Act (2008), whereas the Government of Uganda was to provide fees and other development support to schools, such as the construction of buildings and the provision of textbooks, parents were expected to provide feeding and uniforms for their children. As emphasised by Onderi and Makori (2013), the parents are the natural partners in education delivery through organs such as Parent-Teacher Associations (PTAs). The involvement of parents in school governance would enhance the spirit of volunteerism and, as such, harness parents' involvement in decision processes that affect their children and education as a whole (Gonzalez, Jackson & Jackson, 2017).

The importance of the church in fostering education cannot be ignored. In most cases the church was crucial in electing members of the foundation body to be representatives on the school governance body (Pansiri, 2008). Such elections were meant to influence the curriculum and monitor the religious ethos (Education Act, 2008). In addition, they would determine admission of pupils and personnel matters such as; appointment of staff, postings and transfers (West, Mattei & Roberts, 2011; Committee, 2013; Jeffs, 2017; Jansen, 2017). Reporting a case in Zambia, Falconer-Stout, Kalimaposo and Simuyaba (2014) report of church mobilisation efforts of the community to provide land and materials such as bricks for the construction of a school. Taysum and Abery (2017) report further educational support where the church provided bursaries to learners in church founded schools. The contribution to education delivery by stakeholders

including donors, church and parents in addition to the SMC was the mainstay of the discussion in 2.9.4. We now turn to discussion of the challenges experienced by SMCs in the implementation of their roles and responsibilities.

2.10 The Challenges Experienced by School Management Committees in the Accountability for Management of UPE in Uganda

Whereas SBM has been celebrated as a lever for educational institution delivery, it has not been without challenges. Reviewing related literature with regard to SBM and how it executes its accountability role for the UPE reveals challenges related to inadequate and ill preparation of the governing bodies by the central government before devolving such a significant mandate, the inability of governors to be up to the task, perceptions, relationships and how other stakeholders exercise their roles, among others. The researcher also found that the challenges are context-based, varying from the developing to developed countries. This preamble is not meant to schematise the approach since the views are closely related.

It is intriguing to note that the Education Act (2008) in Uganda does not stipulate minimum academic qualifications for members of SMCs. This non-stipulation was premised on the assumption that it would not impede the functioning of the committee (SMC Handbook, 2009). However, SMC members in some schools have been noted to have little professional competence and to lack the kind of detailed knowledge required to make objective and valid judgements on the management of schools under their care (Parker & Middlewood, 2009). It is possible that the government was equally aware of the low levels of literacy and, as such, believed that if minimum educational qualifications were implemented, it would be difficult to fill the structures from the local community who needed to own the school. Maricle (2014) observes that since board members are not professionals yet the roles are increasingly becoming more specialised, requiring expertise, the focus shifts to head teachers. Such a move in some cases would only pity the SMCs to the mercy of the head teachers. The rate of head teacher and teacher absenteeism and reporting late for duty further point to the view that SMC functionality is wanting in some schools (Guloba *et al.*, 2010). Winkler and Sondergaard (2008) blame the limited powers of SMCs to hire and fire school personnel for the lack of accountability as well as for compounding their ineffectiveness.

In exploring experiences from separate studies in South Africa, Mncube (2009) and Xaba (2011) attest that the low levels of education among some school governing body members limited their ability to perform their functions. This was exacerbated, as Brown and Duku (2008) point out, by the fact that individual members of SGBs with better education overlooked their colleagues considered illiterate or less educated. Onderi and Makori (2013) further the argument by sharing experiences from a study conducted in Kenya, where the majority of the school heads resented governors whom they considered illiterate volunteers with no capacity and experience to govern the schools. At the other extreme of the continuum, drawing from a study in India and elsewhere, it was found that members of school governing bodies were not aware of what was expected of them, lacked confidence and could not exercise their powers (Dayaram, 2008; Bagarette, 2011; Vernez, *et al.,* 2012; Onderi & Makori, 2013) and thus were dominated by principals. Vernez, *et al.*, (2012) comment with regard to the Indonesian SCs – the equivalent of SMCs in Uganda – that the SCs had insufficient understanding of what is required of them, contributing to mixed implementation of SBM in schools and varied student achievement. This seems true of Uganda, too, and thus formed part of the rationale to investigate further.

Lunenburg and Ornstein (2012), sharing their study of the American school boards, revealed that the members tended to be older, educated, wealthier and more likely to be professional or business people or retired persons. As such, SGBs were rated as operating efficiently despite the increasing complexity and heavy workload of board matters (James *et al*., 2010). Unlike the discussion of committees in developing countries, the ensuing discussion of America expresses the positive effects of board activities. This could be a result of the juxtaposition of the contexts of the developing and the developed countries.

Whereas it is widely acknowledged that an accountability framework highly depends on information and feedback, Bagarette (2011) notes that the principals, being privileged to have first access to information from the education authorities, were hiding such vital information from the SGB members. Such information included guidelines on finance utilisation, approval of payments and accountabilities (Onderi & Makori, 2013; Governors' Handbook, 2014). Onderi and Makori's (2013) study on school leadership and management in Kenya found that some head teachers held the view that school board members could not read and interpret information, and they therefore

found no reason to make such information available to them. Brown and Duku (2008), sharing their experiences of a study carried out in South Africa, assert that the lack of relevant information led to situations of loyalty and domination plaguing the performance of SBGs in the country.

Further challenges to the functionality of committees are expressed by Sumintono (2009) and Vernez *et al*. (2012), who believed that decisions made at the school level would meet the expectations of local priorities, address such needs more quickly, and lead to more efficient and effective decision-making, thus leading to improved school and student achievements in Indonesia. They, however, discovered contrary practices. The underlying assumption was that SBM bodies had the capacity to make decisions and account for the local and centrally determined decisions. To their dismay, they found that SC members were inept in terms of the capacity required to access information and set priorities, and that they rarely met and were often side lined during the school decision-making process. In some cases, SC chairpersons were simply called to sign off the decisions as required by government guidelines (Vernez *et al*., 2012). Elsewhere, as revealed by two other separate studies in South Africa, Mncube (2009) and Farrel (2010) found that in some schools the head teachers and the more educated chairpersons of governing bodies would take up the roles of other committee members or manipulate the decision-making process. This is partly, as Karlsson (2010) postulates, due to the notion that head teachers are better placed contributors in making decisions compared to board members and the community that may be less technical in education matters. In some cases, this led to head teachers taking much of the responsibility, both for the strategic and the operational matters (Mncube, 2009; Bagarette, 2011). From the ensuing discussion, it follows that board members' insufficient understanding of their accountability role accounted for the head teachers' inappropriate act of high jacking the decision-making process, which impacted negatively on the management of UPE.

According to Bush and Heystek (2010), harmony and a sense of oneness of purpose was expected amidst the different constituents forming the board. However, as Bagarette (2009) and Heystek (2011) advance, the partnership was fraught owing to lack of certainty on the part of both SGBs and principals about the demarcation of responsibilities and accountabilities, leading to 'overstepping', which was reported to be common in South African schools. The experience of Indonesia, as reported by Vernez *et al.* (2012), furthers the arguments that most principals and SC members had misconceptions regarding their responsibilities in the school. It is not surprising that

tensions and conflicts were bound to be rampant as a result of the inability to draw a dichotomy between operational and strategic functions executed by head teachers and committees respectively (Bush & Heystek, 2010; Bagarette, 2011; Onderi & Makori, 2013). The implication is that poor school performance and ultimately UPE will not be adequately addressed until these groups work together as a team.

Further assumptions by Xaba (2011) were that the talents and experiences 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. Instead, as reported by Bagarette (2011), some chairpersons of SGBs were always looking for individual opportunities and benefits, and had less concern for the school interests. Farrel (2010), on the basis of a separate study conducted in South Africa, discovered that, contrary to the widely held view that stakeholders worked in the best interests of the educational institution, some parent governor members were more concerned about their own children and accessing tenders to supply goods and services to the school. This contradicts the assumption that all school governors would contribute meaningfully to the functioning of the school.

In addition, Bagarette (2011) observes that too much power was vested in the SGBs, while the actual running of the school was in the hands of principals. This created an impression that they had all the power to run schools. In some schools, the principals reported interference by chairpersons of SGBs in the running of the schools, such as coming to school to check whether the educators were teaching in their classrooms (Xaba & Nhlapo, 2012). This overstepping of boundaries may be attributed to their inability to interpret the SGB responsibilities and accountabilities as stated in SASA.

Whereas the role of parents is recognised and, in most cases, positioned on the school governance structures, Serfortein (2010), basing on a South African study, affirms that in most cases parent representatives were not fully participating in meetings and making decisions, which impacted on basic education implementation. In the case of Uganda, reports indicate that generally the SMC chairperson, head teacher and parent representative seem to be more active. Whereas SMCs exist in all primary schools in Uganda, studies indicate that they offer relatively limited opportunities

for broad participation since about 58.6 % of them meet only once a term (Winkler & Sondergaard, 2008). Vernez *et al.* (2012), following their study in Indonesia, note that the parents were generally indifferent to school programmes and activities, thereby finding no reason for attending the few meetings to which they were invited.

Further challenges are revealed in a Botswana study on parent-community involvement in school governance (Boadua, *et al.,* 2009) which shows that parents and the communities did not regard themselves as part of the education system. As a result, even when they were on the governing bodies, the parents and community representatives thought that professional matters such as school management could only be carried out by head teachers, without interference from governing bodies (Boadua *et al.*, 2009). In a separate study in India, a similar claim was made: schools were seen as "something alien and [that] belonged to the government and the head teachers, not the common people" (Dayaram, 2009:7). This line of argument views the school parent governors as operating on a foreign and strange terrain (Boadua *et al.* 2009) that they do not fully understand, and may lead to poor exercise of their responsibilities and accountability, thus impacting on the delivery of education.

For SMCs to play their roles effectively, they require the active participation of parents. It has, however, been reported that some parents do not attend meetings, opting, instead, to send their elder children, who may not make a meaningful contribution to pupil outcomes (UPE Joint Monitoring Report, 2008). In capturing the experiences of South Africa, Bagarette (2011) notes that SASA (1996) provides for one additional parent on a governing body more than the other members combined with voting rights. However, as Sayed and Soudien (2010) found, parents' low literacy level and weak understanding of their accountabilities meant that parents were unable to effectively contribute to education achievement. Brown and Duku (2008) point out that although all parents are expected to participate, in practice it is the better educated and those with higher social ranking who were visible and involved.

Monitoring and supervision of school activities is one of the key roles of the committees. Monitoring would ensure the implementation of approved plans (Education Act, 2008). However, reports indicate that there are challenges facing the fulfilment of the monitoring function. Monitoring would enhance feedback to schools for which interventions are sought. Xaba (2011), following a study in South Africa, advances that SGB members found it difficult to monitor school

59

activities and that the situation was exacerbated in some schools, especially in disadvantaged areas, where about one-half of the members of governing bodies lived outside the schools' immediate locality. In Uganda the results were mixed, with some schools exercising the function well amidst inadequate incentives while in the others the situation was exacerbated by the lack of reimbursement.

 In addition to the situation that Xaba (2011) describes above, in Uganda potential members of SMCs are reported to hold more than one position of responsibility in the community, which are at times even conflicting (Prinsen & Titea, 2008). Such responsibilities include leadership in church and on the local council. As a result, some SMC members may lack commitment to school responsibilities since they are considered to be less prestigious and paying. Vernez *et al.* (2009) add that in the case of Indonesia, lack of time and knowledge were among the reasons for the ineffective participation of SCs in school affairs, including monitoring.

On the other side of the continuum, Prinsen and Titeca (2008) share a unique experience from a study in Uganda, which revealed that SMC members did not want to leave office since they enjoyed respect from the community for being members. In addition, following a study in Uganda, Prinsen and Titeca (2008) reveal that the majority of SMC members were elected from among persons whom the community considered as 'better-off' and that they identified themselves as such since they were especially drawn from among prominent farmers, employees, traders or former civil servants and almost half had finished secondary school. This suggests that the community regarded education as important and, as such, should be managed by prominent and educated persons. However, this was not to serve as a permanent pain reliever in all situations, since especially in rural areas with high illiteracy rates, it was difficult to elect persons who are capable.

Yet blight on the functioning of governing bodies in South Africa was that they were often found to be unable to attract the right people to be members, leading to lack of capacity to govern the schools (Mncube, 2009; Xaba, 2011). Evidence of this was also found elsewhere since in many countries, the members of the governing bodies were unpaid volunteers (Education Act, 2008; James *et al.*, 2011). In Britain and Kenya, chairpersons and members of school boards were reported to have declined further terms in office as a result of poor incentives yet the work was demanding and parents' support was lacking (Governors' Handbook, 2014; Onderi & Makori,

2012). This had implications, such as training and retraining new board members all over again (James *et al.,* 2011). This denied the committees the much needed experience. Onderi and Makori (2012) rightly raise a general concern about how such huge and wide-ranging responsibilities and power that the SGBs hold in the education system would be given to persons who are not paid.

In discussing the decentralised financial decision-making passed over to the school level through governing bodies, recognisance should be given to resourcing, budget allocation and control. The rationale for decentralising financial decision-making was that it would closely reflect the needs and priorities of the students and the school. Conversely, as Bagarette (2009) observes, one area where SGBs have not performed well is the efforts to supplement the resources supplied by the state in order to improve the quality of education provided to all learners at school. The block grant approach used in Indonesia and that is similar to Uganda's, which is based on student enrolment (Sumintono, 2009), with amounts fixed between USD 2.70 and 4.40 per student per term, would not provide the much needed resources (Vernez *et al.*, 2012) to cover expenditure on scholastic materials, administration costs, maintenance and utilities and co-curricular activities (MoES, 1998). Bagarette (2009) adds that power and respect for SGBs, and a harmonious working relationship with principals, are seen to be based on the ability of the members to fulfil their allocated functions, such as mobilisation of resources. Argon (2015) points out that the insufficient resources allocated to the field of primary education as well as the ineffective and inappropriate use of these resources is a precursor for poor education delivery.

In addition to the resource mobilisation function, another key deliverable by the SMC is ensuring proper utilisation of funds by demanding accountability and the approval of payments. Bagarette (2009) notes that many school leaders felt disempowered because school governing bodies had been made accountable for managing school finances and were, as a result, doing everything possible to frustrate them. The shift in financial responsibilities has been reported not to have been welcomed by some school managers since it was viewed as further overload (Gershberg *et al.*, 2012) and since they did not enjoy increased autonomy and responsibilities. In some cases where principals and chairpersons of SGBs have closely worked, they are reported to have connived to misappropriate school finances and have been subjected to forensic audits (Bagarette, 2011). Whereas Heystek (2011) expected that board members be extemporary in the execution of their roles, this had been abused.

Prinsen and Titeca (2008), in revealing the experiences in Uganda, observe that accountability processes with regard to UPE were fraught and that funds were swindled 'with impunity' by both political and district officials. As such, only an estimated 20% of funds provided by the central government grants were utilised at the school level (Prinsen and Titeca, 2008). Crouch and Winkler (2009) note that SBM may not have transferred real power to the school community owing to the often weak local political accountability, especially in developing countries. Related to this was the poor accountability values within communities and, as such, boards were rarely questioned about their actions (World Bank, 2013). With regard to accountability, authorities at the school were expected to utilise resources focusing on school priorities. To augment the aforementioned caveat, Mwinjuma and Baki (2012), drawing on a study in Tanzania, reveal that many school committee members lacked basic financial management skills and were unfamiliar with decision-making on financial management matters. Whereas decentralisation of financial management is one of the celebrated areas for SBM in Uganda, it has been identified as having weak accountability procedures, thus making them prone to elite capture (Prinsen and Titeca, 2008; Gershberg *et al.*, 2012).

The provision of meals and determining the language of instruction (LOI) were identified as some of the challenges to the roles and responsibilities of school-governing bodies. The findings of this study show that SMCs had to mobilise parents to provide meals to pupils. This was because the non-provision of meals at school was likely to lead to physical and cognitive challenges to pupils that would lead to under-achievement (Acham, Joyce, Kikafunda, Wilde, Wilnatt, Olde & Egal, 2013). The ability to retain what is learnt and concentrate is constrained. Poppe, Frolich and Haile (2017) found that school meals constituted a significant motivation, especially for poor families, to send their children to school and reduce dropouts. Parents were expected to provide meals but many especially the rural poor could not afford even the minimum daily.

Whereas the policy inclination was for the use of local or mother tough language as the language of Instruction (LOI), there were challenges including negative attitude from SMC members (Education Act, 2008). Though benefits of using the pupils' first language are known, there is ambivalence of the policy feasibility in a multilingual environment. This was further hampered by constraints such as inadequate number of teachers especially for sign language thus bringing mixed results of improving education (Benavot, 2016).

2.11 The Nature of Relationships within the SMCs and with Other Stakeholders in the Implementation of UPE

Under this sub-section, the researcher discusses the relationship within the SMC, and that between the SMC and other stakeholders and educational governance and accountability models in general with a view to uncovering one that considers the contribution of school governance and accountability with a focus on universal basic educational achievement. Whereas the guidelines of the University of Pretoria with regard to referencing recommends only works published at least six years prior to the date of registration for a PhD study, whilst discussing the theoretical underpinnings of this study, the researcher found works by Kogan (1974, 1984), Tetlock (1985), Levin (1995), Levacic (1995) and Farrel and Law (1995) useful.

Education delivery involves several partners including; SMCs, parents, church, central and local government, non-government organizations among others. Ejere (2011) advances that government supposes that the partners would work closely to enhance the spirit of ownership. Such involvement would be through volunteerism, consultations and regular meetings (Vehachart, 2010; Malaklolunthu & Shamsudin, 2011; Ayeni & Ibukun, 2013; Gonzalec, Jackson & Jackson, 2017). The improved relationship between school and community would empower the parents to be familiar with school activities and as such demand for accountability leading to improved education outcomes. An example of positive education achievements as a result of the good working relationship is reported by Falconer-stout, Kalimaposo & Simuyaba (2014) in Zambia where the church built a school on the school land.

Whereas, government expected that the stakeholders in education achievement would be united by the common goal of pupil achievement, Uwezo (2012) reports of poor relations especially between the SMCs and the head teachers. As emphasized by Farrel (2010) following a study in South Arica, the interest of the SGB members seemed to be far from the educational achievement; instead members were more interested in tenders to supply goods and services to the school. Bagarette (2011) adds that having more parents' representatives on the governing body created the impression that they were more important than other members' representing other constituencies such as learners. A similar experience is reported in Uganda where members of the founding body thought they should influence all decisions of the SMC, since they form half of the number of

members and the chairperson was elected from among them. Poor relations as reported by Pansiri (2008) dissuaded progress in education delivery such as weak parents' participation in curriculum.

One of the linchpins of this study is that whereas models like direct effects, mediated model and reciprocal model exist, they only explain the relationship between the head teacher with other variables within the school and how they influence learner outcomes (Tillman & Schenrich, 2013). Hallinger and Heck (2010) have furthered the argument by noting that educational leadership research has focused on the head teacher exerting a measurable, albeit indirect, effect on student learning (Robertson & Timperley, 2011). Bush, Bell and Middlewood (2010) note that the current models of educational leadership largely have a single organisational focus, where external collaboration may be conceptualised as just a necessary extension. Therefore, whereas school head teachers are expected to work with parents and community organisations, there are few empirical studies on leadership partnership (Long, 2012). The existing models were, therefore inadequate to completely explain the incidents in the phenomenon under investigation (Long, 2012), as such understanding governance for learning required a fully contextualised model. The model developed using multiple cases would explain the relationship between SMCs and PTAs as 'off-site' managers and their contribution to UPE achievement. The emergent model grounded in data on the accountability of SMC and UPE achievement, for instance equity, quality and access, would demonstrate the importance of school leadership beyond the school boundaries (Blanche, Durrheim & Painter, 2009; Gary, 2009).

Kogan (1986) and Ranson (1986) alike acknowledge that educational researchers have developed a number of accountability models evident in literature that explain the accountability structure and performance measures. Efforts in developing educational accountability models were made way back in 1974 by Levin, who posited four strands including: political process; performance reporting; institutional process; and technical process. In 1986, Kogan presented the following models of accountability: professional; public or state control; and consumer control. In addition, Darling-Hammond advanced the following: market; professional; legal; political; and bureaucratic. In 1990 Kirst posited educational models including: regulatory and compliance; market; performance; incentive systems; changing professional roles; and changing the locus of control. Table 2.3 that follows summarises some of the educational governance models.

Table 2.3: Models of educational accountability

Levin 1974	Political process	Performance reporting	Institutional process	Technical process		
Kogan 1986	State or public control	Professional control	Consumer control			
Darling-Hammond 1988	Political	Legal	Bureaucratic	Professional	Market	
Kirst 1990	Changing professional roles	Reliance on the market	Changing the locus of control	Performance reporting	Incentive systems	Monitoring and compliance with standards or regulations
Farrell & Law 1995	Professional	Contractual	Market	Public		

Source: **Adapted from and modified by researcher. Farrell and Law (1995).**

Whereas the researcher summarised educational governance and accountability models in the table above, he has chosen to detail Kogan *et al*.'s (1984) contributions since the focus is on how school governing bodies account for pupil outcomes and the wider educational achievement. The researcher also recaps educational accountability models discussed under section 2.16.2, which include: professional norms and accreditation; regulation and compliance; performance; and market.

In contributing to the educational accountability theoretical frameworks, Kogan *et al.* (1984) premised their arguments on the assumption that the governing body exists to guide and control the activities of the school, and account to all those who have an interest in the school and its activities. The governors are aware that their mandate is on a contour of varying degrees of obligation 'to account' from the advisory, the supportive and the mediating levels.

2.11.1 Advisory model

In the advisory model, the governing body provides a forum in which school activities are debated and decisions taken and implemented against the school overall aim (Kogan *et al*., 1984). The crucial role of the chairperson of the governing body is, therefore, to secure consensus amongst all individual governors. For the governing body to be effective, the governors embrace 'a degree of give-and-take', and should have authority to cause the school to account. The school, through the head teacher, is expected to provide information to the governing body and the reasons behind them, upon which advice can be provided.

2.11.2 Supportive model

The supportive model focuses on soliciting and providing support for the school in its relationship with other institutions. As such, governors are likely to be engaged in areas of resources availability or management of problems, rather than professional matters, for instance classroom management and developing school objectives. Of necessity, the school provides an account to the governors as a result of the support provided, rather than being called to account.

2.11.3 Mediating model

The mediating model acknowledges that there are a number of stakeholders with vested interests in education. The interests of each of these constituents' are valuable and each constituent has a vital role and voice in the governing body. The governing body, therefore, becomes an arena for discussion and mediating such interests to come up with common position of what to implement and standard measures to gauge successes.

Whilst there is apparent evidence of a varied role for the governing body in some of these models, none of them fully considers how the governing body is to be accountable for UPE attainment.

2.12 Theoretical Framework

This study utilised the accountability theory offered by Tetlock, as demonstrated in Figure 2.7 below. In 1985, Tetlock advanced that 'people are potentially accountable for the judgement and decisions they express' (Tetlock, 1985). Tetlock explains the strategies people choose when faced

with a situation of accountability using the image of the cognitive miser and man in a political environment.

The cognitive miser analogy views man as an isolated information processor in a restricted laboratory environment. Tetlock advances 'hard-core' assumptions which include mentalism and individuals. The assumptions emphasise the belief in the supremacy of the cognitive structures and processes of the supreme individual knower. As such, thought and action are seen as a product of the individual thinker not influenced by the social setting in which the individual is embedded.

When 'actors' are aware of the expectations from the 'audience' which they serve, they will depend on an acceptability heuristic in taking decisions and actions that affect them in their context. Vigilant cognitive information processing is necessary to identify the most defensible solution, not so much to identify optimal future courses of action. 'Actors' are also driven by theory, not data.

The second analogy offered by Tetlock was that of people as politicians. In this analogy, the accountability for how 'actors' conduct themselves should be seen as universal and be demanded of them by the 'audience' they serve. Such conduct of accountability is influenced by the environment with its rules and social systems in which the 'actors' and 'audience' belong. Tetlock argues that people are conscious of the 'audience's' likely reactions and will take decisions and actions considering the reward-cost ratio, i.e. the effects on their identity, and likely approval by the audience.

In the cognitive acceptability heuristics, the SMCs would accept their roles and responsibilities without due consideration for the other stakeholders. However, the SMCs in the politician's image is aware of the important others, their expectations, and of the monitoring framework. In this regard, the theory suggests that when leaders perceive or are aware of the demands of the audience they serve, they will feel accountable and adjust the decision-making process and the decision outcomes to cater for the audience's views (Vance, Lowry & Eggett, 2015).

Conceptual maps of the social world as having two major parts – that of the 'actors' or service providers and that of the 'audience' or receivers of the services (Tetlock, Skitka & Boettger, 1985) – are imagined. Tetlock, *et al*, (1985) posit that in such a relationship, accountability is a vital feature of decision-making and, as such, persons in positions of responsibility should ultimately

be held accountable for the decisions they make. For purposes of holding the 'actors' accountable, they are required to provide information to the 'audience' regarding what they should expect of them (Tetlock, 1983) against which they may be required to justify their beliefs and actions. Whilst making decisions, leaders are expected to weigh alternatives (Chaiken & Trope, 1999) and make significant trade-offs (Eacott & Norris, 2014). From this standpoint, accountability is viewed as a crucial norm for enforcement and failure to exhibit behaviour which can be constructed as acceptable leads to censure (Tetlock, 1983; Schlenker, 2008). In support of the foregoing discourse on Tetlock's accountability theory, Lee, Kim and Wansoo (2012) affirm that the audience voice underpins judgement and, as such, plays an active role in forming the actor behaviour (Tetlock, 1983, 1985; Chaiken & Trope, 1999). Hence, the clients can improve service delivery by demanding and monitoring services tailored to meet their needs from the providers. To hold the actors accountable, Tetlock (1999) suggests the following as important question while taking decisions: Who is responsible for answering to whom, for what and under what specific terms?

Lerner (1999) reveal that accountability has been invoked as a solution in several education fields, including failing schools. Touring the same line of argument, in their study entitled 'Social and Cognitive Strategies for Coping with Accountability', Tetlock *et al.* (1989) found that accountability would motivate actors to be committed and would restate a failing policy. In the case of Uganda, the USA and elsewhere, school-based governance reform pushed accountability downwards to the school-site by holding out the promise of universal basic primary education attainment (No Child Left Behind Act, 2002; Education Act, 2008). Since SMCs are empowered to play a leading role in creating the conditions in which teachers can teach effectively and students can learn, they should be held accountable for the achievement of universal basic education. In this regard, accountability processes are assumed to affect the exercise and indicate who shall have the right and capacity to call to account, to question and debate the information given and to face judgement and the consequences related to UPE attainment.

SMC members are, therefore, expected to make known their policies and practices to the community. They should also establish aspirations, outline how things should be done differently, and assess results without involving themselves in the operational running of the school (Christensen & Laegreid, 2014). Where the community is aware of the roles, responsibilities and accountability of the SMCs, there is a likelihood of holding them accountable for UPE

achievement. As Argon (2015) observes, accountability should create clear policies and practices in order to spell out procedures and processes for determining whether administrators act in line with the expectation of schools and other stakeholders.

Figure 2.7: Theoretical Framework
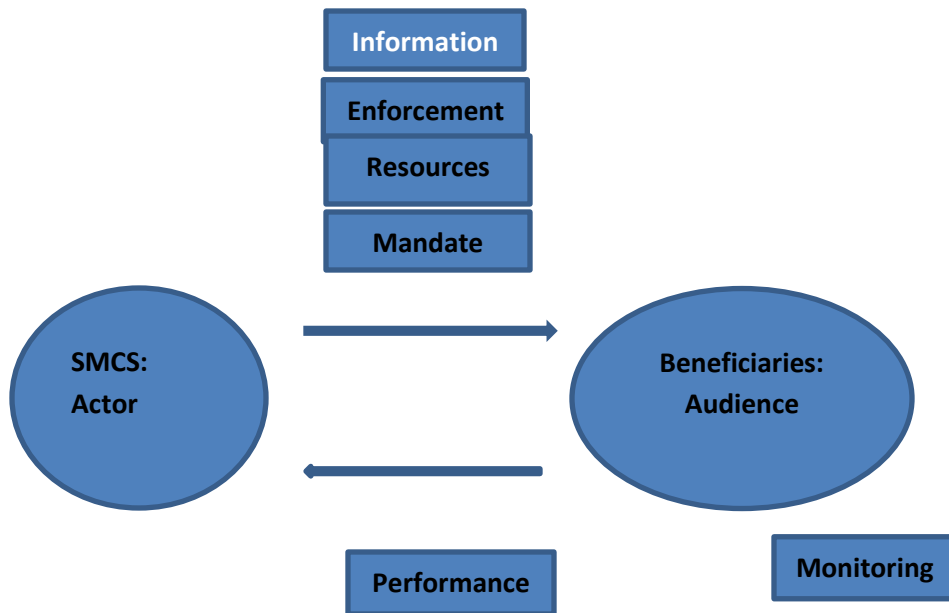
Tetlock's theory, as illustrated in Figure 2.7 above, shows that the actors (SMCs) have the information, enforcement power, resources, and mandate, and as such are obliged to provide such information to the audience. This will enable the audience, including the parents, the community, the pupils and the government, to monitor and hold SMCs accountable for failures yet they have the mandate and resources. Accountability enables the scrutiny of where resources have been used and whether they were used in the most productive way. Furthermore, accountability will control the misuse of authority and misconduct, thus influencing the way in which governors behave (Supovitz, 2015; Argon, 2015) and exercise their mandate.

The belief in the influence of school governance on educational outcomes is longstanding. Mostly, governors serve indirectly 'as a catalyst' to student learning by creating the environment within which learning takes place. The theory of accountability developed by Tetlock *et al.* (1985) (see Figure 2.7 above) guided the conceptual framework of the current study. In his accountability

framework, as adapted in this study, reaching the desired outcomes is contingent upon school governors influencing educational practices and processes. By utilising Tetlock's perspective, the current study focused on the following school governance process: planning; monitoring; financial management; and head teacher selection and supervision; and examined their influence on UPE programme focusing on the tenets of equity, access, quality and relevance. To complete the accountability loop, the pupils, the parents, the government and the community should demand of the board that it fulfil its mandate. In addition to Tetlock's theory of educational accountability, the emerging perspectives from data of the current study also ascertained the foundations of the conceptual framework, as reflected in Figure 2.8 below. The half-circles at the top and bottom indicate the cyclic flow of demands and services as a result of the demands.

Figure 2.8: School-based accountability framework for UPE attainment
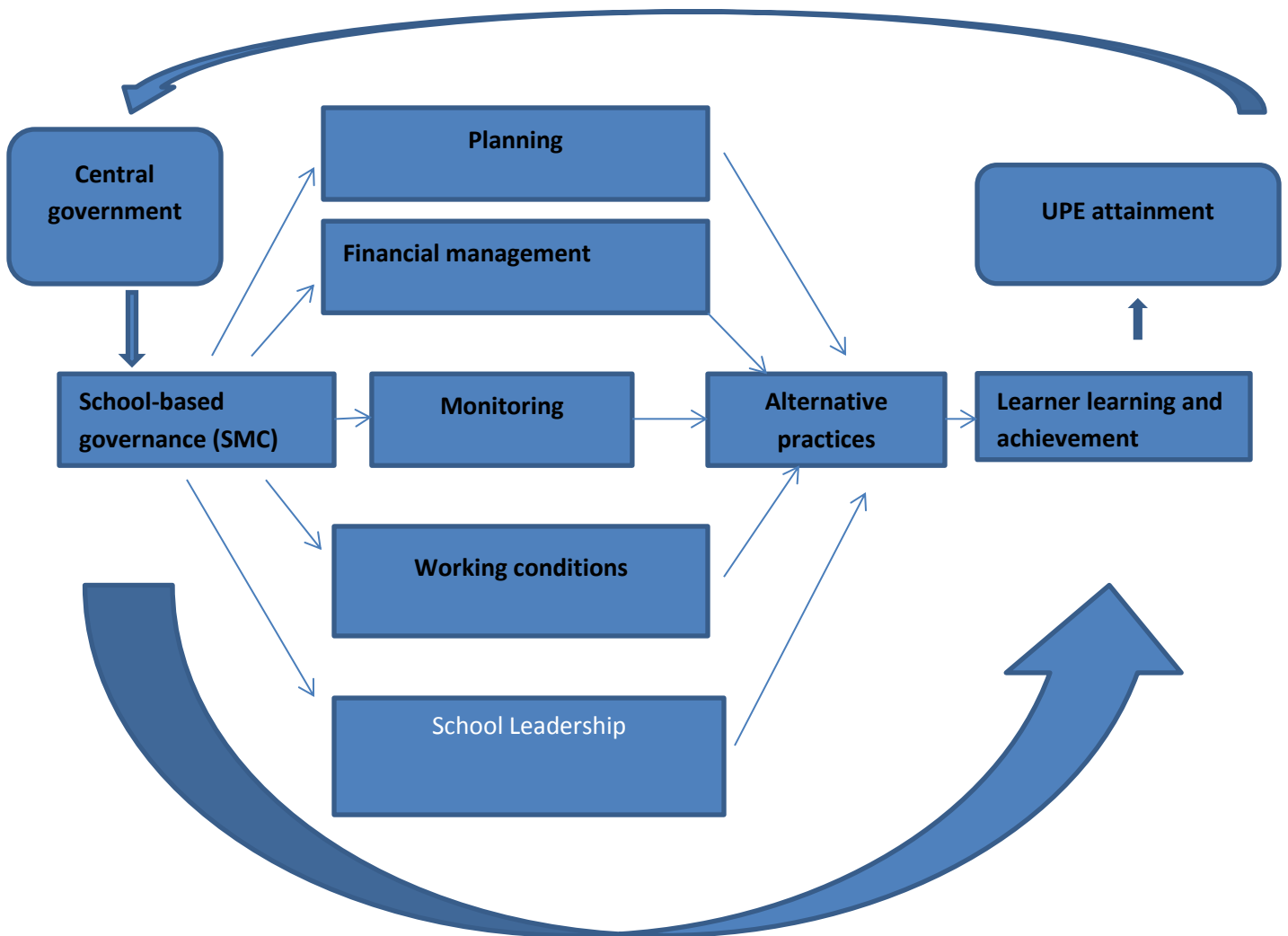
2.13 Summary of the Chapter

In this chapter, the researcher has discussed various theoretical positions on school-based management (SBM) and accountability for pupils' outcomes. The researcher also discussed the various contexts and different forms of SBM and different measures of educational accountability. The researcher found considerable evidence that several countries adopted the SBM approach with a view to holding the bodies closest to the schools accountable for the achievement. As such, the researcher assumed that the study would lead to better understanding of SBM in educational

achievement with support from the central government, the SMCs understanding and accepting their roles, and head teachers supporting them.

From the review of literature, it is clear that authors appreciate the need for education governance as a means for education accountability. However, debates on whether centralised or school-based or decentralisation to the local governements as models are still on. Further unresolved dabates are on the forms of education accountability which includes; national examinations, compliance with regulations, market forces driven. What seems clear though is that the adopted models may be context based. As such this study found home in filling the gap regarding SMC as a form of SBM in accounting for UPE delivery using parametres of access, quality and equity. The next chapter explains the methodology used to generate data that fills the gaps identified in the literature.

CHAPTER THREE

RESEARCH APPROACH, DESIGN AND METHODOLOGY

3.1 Introduction

In the preceding chapter two, the researcher explored relevant literature to the study objectives with a view to identifying the research gap. This chapter aims at explaining and justifying the philosophical foundations, research design and methodological approach to this study. As such, the methods chapter deals with the procedural steps followed in answering the research questions (Maree, 2015). Philosophical assumptions of the study are discussed in section 3.2. The rest of the chapter explains the research approach, research design and research methodology.

3.2 Philosophical Assumptions

Research is a fundamental way of understanding, or logical reasoning about human beings, their activities and the relationships they engage in (Vanderstoep & Johnston, 2009). In making sense of a research enquiry, Creswell (2013) attests that researchers draw explicitly from a set of traditions or philosophical positions. Noor (2008) states that many of the studies in social research and education are dominated by two traditions, positivism and post-positivism, each of which has different presumptions about the nature of reality.

Positivism is a worldview whose central tenet is that ideas are the only thing worth knowing; such reality is directly observed and measured, and the enquirer must pursue absolute truth (Creswell, 2013). Positivism, as observed by Noor (2008), is the preferred paradigm for the natural sciences that deals with facts, and is closely likened with the quantitative approach to analysis. In a nutshell, positivists believe in an objective researcher, who collects facts on the basis of which he explains social phenomena and arranges such events and facts in a series of causality (Noor, 2008).

Post-positivism, on the other hand, is a spin-off of positivism and a reaction to it (Creswell, 2013). The post-positivist views reality as socially constructed rather than objectively determined (Noor, 2008). We construct individual views about the world based on our perceptions. Such an individual lens about the world means that post-positivism believes in subjectivity and rejects absolute objectivism. Accordingly, the task of the investigator is to collect facts, determine the patterns of

events, and appreciates the constructionist and interpretivist grid that people place on their experience (Flick, 2014). Noor (2008) declares that post-positivism deals with understanding social phenomena while recognising the subjectivity lens of participants and researchers, and fits a qualitative approach. Within the post-positivist paradigm is one school of the interpretive constructivist that underpins this study.

This study is overlaid on the interpretivist constructionist philosophical foundations which reject objective knowledge and acknowledge that truth is subjective from the point of view of the participants in the study (Flick, 2014). The multiple, and sometimes conflicting, versions of the same phenomenon, event or object can be true at the same time and changing as a result of the context in which it is constructed (Maree, 2015). In investigating how SMCs account for the implementation of UPE, the researcher believes that such knowledge is created between the researcher and the participants. The interpretivist constructionist view advocates for self-awareness since in the social production of knowledge, the investigator, too, has lens. As such, the investigator should spend some time examining their own assumptions and making them apparent not only to themselves but to the readers, too. The researcher is obliged to take note of personal biases throughout the research. In agreement with Baxter and Jack (2008), Willig and Stainton (2009) believe that the constructivist interpretivist view suits this study because it brings the researcher and participant closer, hence enabling the generation of meaning from the data obtained from the participants' own voice as they tell their story, thus gaining access to their thoughts and experiences of the phenomenon under study.

3.3 Theoretical Perspectives

According to Creswell (2013), supported by Maruster and Gijsenberg (2013), a researcher brings to the inquiry a set of beliefs, perspectives and paradigms that guide action on how to formulate the research problem and research questions, and how to seek information to answer the questions. In order to investigate how SMCs account for the UPE management in selected schools in Uganda, the researcher declares the constructivist interpretivist leaning. Whilst answering the ontological, epistemological and axiological questions, the shape or form of the research design and the methods of data collection were informed (Briggs, *et al.*, 2012; Creswell, 2013) and discussed in detail below. The researcher adds that the selection of the above was based on the ability to provide

an opportunity to capture the voice, views and interpretation of phenomena in their natural settings and those of the researcher in the co-construction of knowledge (Creswell, 2013).

3.4 Research Approach

Creswell (2013) defines a study approach as a framework and procedures underpinned in the broader philosophical perspectives, detailing methodology, data collection and analysis. Broadly, research approaches entail qualitative, quantitative and mixed approaches (Creswell, 2013). Unlike the quantitative genre which aims at testing objective theories that examine relationships between valuables, qualitative research is meant to harness rich in-depth data regarding a phenomenon: values, behaviour in the natural context, and the meaning people attach to it. In order to gain deeper understanding of how SMCs account for UPE management and the challenges they experience, the researcher chose a qualitative approach to the study. In explaining qualitative research, Denzin (2009:140) advances that 'qualitative enquiry falls off the positivist grid and is more of an analytical study'. Brooks and Normore (2015) have acknowledged the proliferation of qualitative enquiry approaches in educational leadership and governance studies and perspectives on the understanding of power, influence and educational outcomes. The preference of quantitative research strategies was ruled out since the researcher needed in-depth data to answer the research questions. Such data could be obtained by having close interaction with the participants on whether or not SMCs understood and accounted for their roles and responsibilities, how SMCs implemented their accountability role for the management of UPE, the challenges experienced and the SMC relationships.

3.5 Research Design

Building from the reviewed literature, authors agree that a research design refers to a scheme or plan that guides the research study, a means by which the objectives of the study are fulfilled (Briggs *et al.*, 2012; Flick, 2014; Yin, 2014). Creswell (2013) details it as the entire process – from conceptualisation of the study problem, agreeing on the research questions, collecting evidence, analysis and writing the report. Briggs *et al.* (2012) and Yin (2009) alike found that the shape of the research design a study takes is informed by the broad philosophical and theoretical

perspectives adopted. As such, this study is buttressed by an interpretivist constructivist perspective which closely leant towards the qualitative approach and considered the case study as a strategy (Baxter & Jack, 2008; Denzin, 2009; Mkansi & Acheampong, 2012; Argon, 2015).

The case study design embraces the idea of multiple realities, which is not only in line with the constructivist paradigm, but also allows the researcher to be as close as possible to the participants through in-depth interviews and direct observation (Briggs *et al*., 2012; Maruster & Gijsenberg, 2013; Flick, 2014). The case study design involves the study of a case or cases in a real-life context and setting (Maruster & Gijsenberg, 2013; Creswell, 2013). Baxter and Jack (2008) submit that the selection of a specific type of case study design is occasioned by the overall study purpose. This study is a multiple-site case study design involving four schools because it facilitates the appreciation of multiple realities from the different participants in different contexts on how SMCs account for UPE achievement. Briggs *et al.* (2012) alludes to the use of the multiple-site case study design to widely cast a net in order to capture a variety of practices and intangible attributes. While supporting the choice of multiple-site case studies, Yin (2009) substantiates that evidence from multiple-site cases is often considered more compelling and robust compared to single-site case studies and, therefore, such studies are regarded as more plausible (Maruster & Gijsenberg, 2013). The bounding of cases forms unique units of rich description and analysis that can be compared or juxtaposed for similarities and differentials, respectively (Yin, 2013; Maree, 2015).

In addition, exploiting the case study design was the preferred option since it generates detailed data to answer the research questions (Maruster & Gijsenberg, 2013; Yin, 2014; Brooks & Normore, 2015). While answering the 'how' and 'why' questions, the investigator explores the complex and intangible phenomena of perceptions more deeply (Creswell, 2013). Hamilton and Corbett-Whittier (2013) add that the use of the case study design in education research enhances understanding of the complexity of educational governance, teaching and learning in a real-world context, thus eliciting confidence in what might be discovered. In addition, while utilising the multiple-site case approach, the researcher captured the participants' views and explanations from their lens since the researcher had no control over their behaviour and events. The researcher was also able to engage in an extensive description of the phenomenon of SMCs' accountability as observed in Chapter 2 on the literature review (Creswell, 2013).

3.6 Research Methodology

3.6.1 Sampling

Yin (2014) refers to sampling as a methodical process involving the selection of information-rich cases for purposes of in-depth study. Gentles, Charles, Ploeg and McKibbon (2015) state that case study sampling involves agreeing on data sources and the specific participants who are willing and qualified to provide a variety of data on the phenomenon. The researcher had benefitted from interacting with SMC members as a trainer under the NICHE, aimed at training SMCs in basic leadership and management. The researcher retrieved and reviewed a full list of 10 districts forming the population (Maree, 2015) that participated in the NICHE programme and selected four SMC members from each SMC purposively – two from rural and two from urban areas – that would provide the most rich data (Merriam, 2009; Gentles *et al*., 2015; Patton, 2015; Maree, 2015). As such, as facilitated by purposive sampling (Briggs *et al.,* 2012; Patton, 2015), which is akin to qualitative research, the choice of field study areas and participants was done to reflect different characteristics, including the identification of four districts from the four regions of Uganda from the list of districts that participated in the NICHE programme. In addition, as advanced by Maree (2015), sampling should take care of the purpose of the study, research questions and methodology. To inform the multi-case, it was thought that samples would reflect the diverse views from the different geographical areas.

3.6.2 Research site

The researcher selected one SMC each from four districts representing the regions of Uganda. Consideration was also given to two from the rural setting and two from the town setting for purposes of achieving analytical generalisability on SMCs roles and responsibilities in accounting for the implementation of UPE, how SMCs implement their accountability roles and responsibilities, the challenges of SMCs while implementing UPE and the SMC relationship within and outside (Briggs *et al*., 2012). In addition, one of the caveats of case study design was addressed by bounding cases 'to delimit generating unnecessary massive data' (Creswell, 2013:101) that would take too long to synthesise since the empirical study pivots on four field

units and is time-bound (Yin, 2011, 2014; Briggs *et al.*, 2012; Maruster & Gijsenberg, 2013). The four cases, including SMC A, SMC B, SMC C and SMC D, provided for an in-depth enquiry.

3.6.3 Selecting the participants

The researcher selected four SMC members from a homogeneous group of SMCs that participated in the NICHE project in 2014. Each case was selected with the assumption that different constituents of SMCs would account differently for the management of UPE. Specifically, the researcher chooses the SMC chairperson, the parents' representative, the head teacher, who is also secretary to the SMC, and the teachers' representative. By selecting two educator SMCs (head teacher and teachers' representative) and non-professional educator members (SMC chairperson and PTA representative), it was hoped that the researcher would generate in-depth information on their views and relationships. The researcher selected four participants per district and had a total of 16 representatives of SMCs. The choice of a small sample enabled the researcher to collect detailed data from the participants (Yin, 2014; Gentles *et al.*, 2015). Maree (2015) argues that whereas, typically, there is no sample size in a qualitative study and whereas the preference is usually for a small, rich sample to enable in-depth study of the phenomenon, there are points of saturation where additional information may be wieldy and difficult to analyse. Such a point was reached, indicating that sufficient data had been collected.

3.6.4 Data gathering process

Underpinned in the case study design, data gathering involved an array of processes. Qualitative study processes are in most cases not linear, since it involves a back-and-forth movement, and in some cases more than one episode moving hand in hand. Maree (2015) argues further that the process is not a linear sequence of steps as seems to be portrayed by most theses; instead each individual will approach it differently. The following generic steps can, however, be identified: developing data collection tools; piloting them; refining; actual data collection from sites; and document analysis.

The fieldwork started in September 2016 in Uganda. Prior to field data collection, the researcher piloted the first set of guiding research questions on selected participants from an SMC that was conveniently sampled from the nearest district. This was to ensure that the interview guide,

observation and documentary analysis protocols were tested and improved to gather relevant data to answer the research questions on how SMCs account for the management of UPE. It would also enhance familiarity with the tools. The participants were easily accessed because they were selected from a school that participated in the NICHE programme in 2014 and, as such, had the same characteristics as the SMCs that would form the sample for the actual study (Maree, 2015). The researcher browsed NICHE records with the programme coordinator where information was obtained. Four participants were targeted; however, the researcher was able to interview only two, as presented in Table 3.1 below:

Table 3.1: Participants in the pilot study

Position	Number	Responsibility on SMC	Comments
Head teacher	1	Secretary	Interviewed
Member	1	Representative of teachers	Interviewed

The preliminary findings from the pilot interviews were shared with the supervisor before further data was collected. The researcher was advised to: (1) rephrase the interview questions so that they flow like normal conversation; (2) include biodata of the participants; (3) to go back and fill in the gaps in the data that answers the study questions; (4) to capture data verbatim; and (5) to detail data from observations and documentary analysis. The researcher gained the following lessons from the first field episode: (1) making notes while interviewing was difficult since it interfered with the discussion; and (2) there was need to practice using the voice recorder since the initial recordings were not very clear, necessitating the recapture of the interview after requests were made to the participants.

Thereafter fieldwork exercises took place, which gained from the preliminary findings and interpretations, and aligned data with the purpose of the study. The researcher visited sites SMC

A, B, C and D. Following the advice of the supervisor, the sites were revisited to clarify and gain deeper meaning of the phenomenon.

Yin (2014) views data as the underpinning for a qualitative study. In addition, he views it as a collection of information that may be in the form of words, numbers or observations of a set of activities about a phenomenon under investigation. Maree (2015) refers to data as bits of information relevant to the phenomenon that should be sought from the sites. Data gathering techniques refer to the 'how to' collect facts in an empirical study. Hamilton and Corbett-Whittier (2013) advocate that, in order to collect data, rigorous and systematic methods be employed through which the research questions will be answered. While collecting data, the researcher used an integrated multi-method approach in which the same phenomenon of how SMCs account for the management of UPE (Fallon & Paquette, 2008; Samkin & Schneider, 2008; Maruster & Gijsenburg, 2013; Hamilton & Corbett-Whittier, 2013) was studied. Yin (2011) supports the use of multiple approaches since it strengthens the study. In conformity with the epistemology and ontological perspectives that knowledge is co-constructed and interpreted between the researcher and the participant, methods such as interview, document review and observation (Willig & Stainton, 2009; Briggs *et al.*, 2012; Creswell, 2013; Maruster & Gijsenburg, 2013) were considered fitting. The researcher mainly used face-to-face interviews since they took the researcher closer to the participants. The researcher was able to observe the participants in their natural environment in addition to making requests for documents which were analysed later. Below is the detailed account of how each technique was employed:

3.6.4.1 Semi-structured interviews

Case study evidence is garnered through interviews as one of the most important sources (Maree, 2015). Whilst seeking to gain rich dialogue with the participants (Briggs *et al.*, 2012; Yin, 2014) and to grasp their point of view, personal accounts as cast in their contexts (Turner, 2010; Creswell, 2013; Maruster & Gijsenburg, 2013), semi-structured interviews were considered an appropriate approach. Briggs *et al.* (2012) further authenticate interviews as a fit in an investigation in the field of educational governance and leadership since the tool is famous for enabling conversation and asking questions, which makes it a more formal version of what comes naturally. Maree (2015) further emphasises the importance of the participant voice in a qualitative study.

Whereas this study preferred the semi-structured interview since it includes systematic steps for data collection, this does not preclude the tendencies towards informal conservational interviews and the standardised open-ended interview (Turner, 2010; Creswell, 2013). As such, although the researcher attempted to pursue a consistent line of inquiry, the actual stream of questions during interviews was fluid rather than rigid to gain in-depth understanding linked with participants' experience; therefore, areas of oscillation may be found (Briggs *et al.*, 2012; Yin, 2014).

As advised by Briggs *et al.* (2012), thought was given to the timing and location of interviews to ensure that there were no interruptions. All interviews took place at the school premises except for one that was conducted on the phone and lasted for approximately 45 minutes to an hour.

The researcher replicated the key questions asked the first case to the other participants in order to compare the similarities and differences (Maruster & Gijsenburg, 2013) with some flexibility of follow-up questions. This enabled the researcher to capture the complex and diverse perspectives on how SMCs manage and account for UPE achievement (Yin, 2014). The researcher compared the expressions from the first case with those in the other cases and analysed whether they inform how each case and in aggregate as SMC account for the UPE achievements. The total number of participants interviewed was 16, as detailed in Table 3.2 below. Briggs *et al*. (2012) aver that a saturation point where further responses yield little or no new knowledge was reached.

Table 3.2: List of participants interviewed

Site	Responsibility in SMC accountability
SMC A	
Head teacher	Secretary SMC. Prepares meetings in consultation with the chairperson, advises the committee, custodian of records and implements committee decisions.
Teachers' representative	Represents teachers' constituency on the committee, meets with teachers to get their views for presentation to the committee and gives feedback.
SMC chairperson	Leader of the SMC. Chairs meetings and oversees the head teacher.
Parent-Teacher Association (PTA) representative	Represents the PTA on the SMC. Consults with the PTA, presents their views to the SMC, mobilises parents and provides feedback.
SMC B	
Head teacher	Secretary SMC. Prepares meetings in consultation with the chairperson, advises the committee, custodian of records and implements committee decisions.
Teachers' representative	Represents teachers' constituency on the committee, meets with teachers to get their views for presentation to the committee and gives feedback.
Parent-Teacher Association (PTA) representative	Represents the PTA on the SMC. Consults with the PTA, presents their views to the SMC, mobilises parents and provides feedback.
SMC chairperson	Leader of the SMC. Chairs meetings and oversees the head teacher.
SMC C	
Vice chairperson SMC	Deputises the SMC chairperson.

Head teacher	Secretary SMC. Prepares meetings in consultation with the chairperson, advises the committee, custodian of records and implements committee decisions.
Parent-Teacher Association (PTA) representative	Represents the PTA on the SMC. Consults with the PTA, presents their views to the SMC, mobilises parents and provides feedback.
Chairperson SMC	Leader of the SMC. Chairs meetings and oversees the head teacher.
SMC D	
Head teacher	Secretary SMC. Prepares meetings in consultation with the chairperson, advises the committee, custodian of records and implements committee decisions.
Parents-Teacher Association (PTA) representative (PTA)	Represents the PTA on the SMC. Consults with the PTA, presents their views to the SMC, mobilises parents and provides feedback.
Vice chairperson SMC	Leader of the SMC. Chairs meetings and oversees the head teacher.
Teachers' representative	Represents teachers' constituency on the committee, meets with teachers to get their views for presentation to the committee and gives feedback.

3.6.4.2 Observation

Observation is 'the act of noting a phenomenon in the field' (Creswell, 2013:166). The case study approach availed a real-world setting which was vital for observation (Yin, 2014). Observation called for the identification of events or activities to grasp the psychological state and perspectives of the participants (Briggs *et al*., 2012). Yin (2011) as well as Brooks and Normore (2015) share the view that observation is an invaluable way of gathering data since it is not filtered through some other researcher's eyes, facilitates checking for non-verbal cues, and grasps who interacts with who. The researcher observed the school vision and mission statements, primary leaving examination results pinned in the head teachers' offices, UPE grant breakdown and library

timetables, which could point to understanding and exercise of accountability by the SMCs (Flick, 2014; Yin, 2014).

The observations made in this study followed the formal protocol approved by the University of Pretoria Ethics Committee. The researcher, however, hastens to add that the study also benefitted from informal observations when an opportunity availed itself. Direct observations of participants' mannerisms and school adherence to directives to pin UPE grant releases and PLE results were useful in corroborating and confirming interview data on the functioning and practices of SMCs. As advised by Yin (2014), the researcher avoided the pitfalls of reflexivity, where his presence would influence what was being observed, by assuring the participants of confidentiality and anonymity. The researcher elicited trust by getting close through the maintenance of friendly ways and clarifying the purpose of the study to participants, yet kept a professional distance to ensure that the participants did not conceal their behaviour (Flick, 2014). Flick (2014:480) admits that one of the weaknesses of the observation methodology is 'getting the right interpretation of an event', which the researcher tried to mitigate by triangulation with other data from interviews and document analysis. The researcher also made up follow-up questions for clarifications or revisited the sites to compare data. The observation protocol attached in Appendix E was utilised.

Table 3.3: SMC observation episodes

Observed issue	Remark
On reaching the head teacher's office, I observed that the relevant charts containing the school vision, mission and breakdown of how UPE grant is utilised were displayed on the walls	• Adherence to the guidelines • Show of level of being organised • Transparency about the utilisation of UPE grant
I observed the general organisation of the school I observed a teacher sitting under a tree assisting learners who would go to him for consultation	• Consultative learning environment • Organised school climate
School development plans – highlighting planned activities, time frame for implementation, budget and responsible centres	• SMC planning role
Primary leaving examinations results	• SMC academic role
Library timetable, attendance register for pupils	• SMC academic role
Pupils seated on the floor	• SMC challenges to provide basic scholastic needs
Deaf child studying among able-bodied – inclusive learning	• SMC contribution to equity

The researcher observed that SMCs had the visions, mission statements and school development plans, which shows that SMCs were engaged in strategic planning.

On observing that the school had a vision statement that was clearly displayed, the researcher asked the head teacher as to how it was developed. The researcher was informed that the teachers came up with a draft which was presented to the PTA and the SMC for approval. As a requirement for

every school, the SMCs had to approve a three-year school development plan. It was also observed that a chart indicating UPE grant distribution was displayed that provided for the following: institutional materials 30%; co-curricular activities 25%; management 10%; administration 15%; and others 20%. The PLE results and the library timetable showed strategies for improving academics and, as such, performance accountability. This was in adherence to the guidelines from the ministry responsible for education.

3.6.4.3 Document analysis

Document analysis refers to a criterion for identification, accessing and analysing relevant documents, both printed and electronic (Briggs, *et al.*, 2012; Brooks & Normore, 2015; Maree, 2015). As Yin (2014:352) observes, 'our lives as individuals as well as members of a society …as a whole have become sullen to recording'. As such, materials recorded in different forms and are relevant to the study are part of the data sources. On accessing the school, the researcher requested the head teacher to provide documents relevant to the study, such as the Education Act (2008), SMC minute files and PLE results, school development plans, activity reports, and relevant policy guidelines from the central government, which the researcher spent considerable time analysing (Packer-Muti, 2009; McMillan & Schumacher, 2010; Yin, 2014). Some documents were of foundational nature and use since they provided a lead to other materials. For instance reviewing the Act by the researcher provided a basis for requesting minutes of SMCs and the school development plans. The minutes involved matters on opening up an account and forwarding names of members of SMC to be signatories to the school account, handling discipline of teachers, discussion of the school development plan and budget among others. The school development plans reviewed had items like; improving accademics, staff welfare, meals for teachers and pupils and infrastructure development. The analysed workplans and budgets where liked to the SDP. Worthnoting is that the SDPs stated the school vision and mission statements indicating that school engaged in strategic planning.

Document analysis enhanced confidence and the accuracy of information which was to be used to corroborate or augment evidence from other sources (Willig & Stainton, 2009; Maruster & Gijsenburg, 2013). In addition, as posited by Yin (2014:107), documentary information was utilised 'for ensuring case study bounding of the phenomenon' since minutes, and school development plans show specific sites. Specifically focusing on the education sector, Briggs *et al.*

(2012) found that records from educational institutions would provide important information not only to the current study, but would at times suggest new parametres for further research. Document analysis was found to be less time-consuming since data would already have been collected by an author (Briggs *et al.,* 2012). A summary of the documents collected and analysed is presented in Table 3.3 below.

Table 3.4: Summary of documents analysed

S/N	Document title	What to be analysed
1	Education Act (2008)	Enabling law establishing the SMCs. Stipulates the mandate, composition and accountabilities.
2	School Management Committee Handbook (2009)	Guidelines for the operationisation of SMCs
3	School Management Committee minutes	Minutes of SMC deliberations during meetings
4	School Management Committee reports	SMC reports to the district education office on its operations, for instance financial accountability

Briggs *et al.* (2012) advises that a researcher needs to adopt a position that documents may not be regarded as absolute objective accounts or voice on past events since they could be tainted with primary investigator subjectivity. The researcher, therefore, selected authentic documents, i.e. the Education Act (2008) and signed minutes, which he hoped had been recorded verbatim and authentic.

3.7 Data Analysis

Authors are in agreement that a researcher should develop an inquiring mind as well as the ability to pose questions and synthesise ideas from data, and that this should be done throughout the entire research process (Yin, 2009; Creswell, 2013; Flick, 2014; Argon, 2015). Given the enhanced

sensitivity and familiarity with data, the researcher identified data bits (words, phrases and statements) which were coded and later 'beat' them together to form fresh meanings (Yin, 2014). Briggs *et al.* (2012:381) have equated data analysis to 'achieving the elusive process by which you hope to turn raw data into nuggets of gold'.

Although qualitative data analysis may not follow any cookbook, it is not totally unmethodical (Creswell, 2013; Yin, 2014). Brooks and Normore (2015), focusing on the education sector, add that often scholars of qualitative educational research fail to account for the process as to how they arrive at the themes they present as findings, laying bare the research process. Whereas it follows a recursive and iterative path with back-and-forth movement to ground evidence in data and sometimes involving going back to the field, authors agree on some general steps (Creswell, 2013; Yin, 2014). As such, the rest of this section is structured along Yin's (2014) five-phased cycle, which includes: (1) compiling; (2) disassembling; (3) reassembling; (4) interpreting; and (5) concluding (see Figure 3.5 that follows).

Figure 3.5: Data analysis process
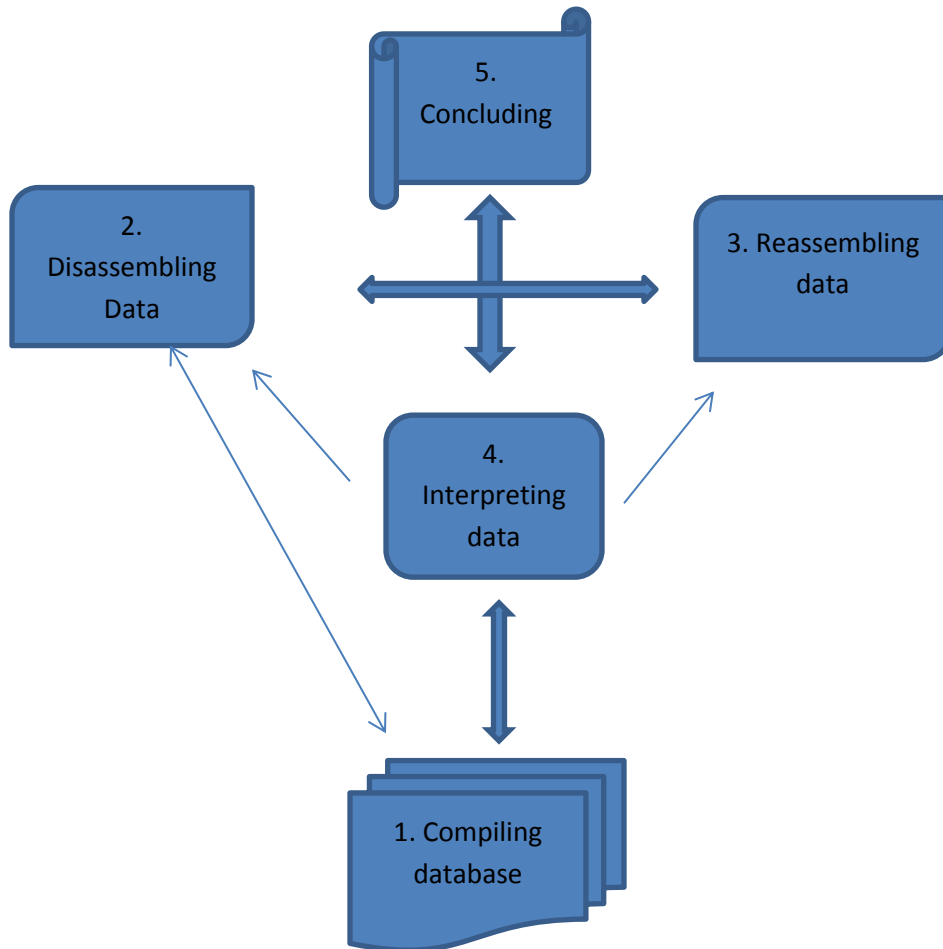
Figure 3.1 illustrates the five phases cycle developed by Yin (2014). The arrows show the causality among the phases. The two-way arrows mean that the process is not linear; they may at times require the researcher to move back and forth between two phases. As a result, the entire figure suggests how analysis is likely to occur in a non-linear fashion.

3.7.1 Compiling

Before the analysis, data was prepared (Samkin & Schneider, 2008). The researcher had amassed data from field activities (interviews and observations) and document analysis which needed to be sorted and compiled in a usable form or database (Creswell, 2013; Yin, 2014). Interviews transcribed verbatim from the audio recorder were combined with the field notes taken during

interviews to ensure completeness. In choosing to transcribe the data personally, the researcher considered the need for confidentiality in order to adhere to ethical standards and gained from memory, thus aiming at greater accuracy. In addition, a wealth of information from observing was gained, including information about the school environment, the general organisation of the school, the talking compound and the display of relevant information such as the vision, the PLE results, and the UPE grant in the head teacher's office. Documentary data was summarised and synthesised to ease analysis and comparison with observation and interview data.

3.7.2 Disassembling

The second phase involved being close to data by reading and re-reading in order to identify the unique concepts, key words, phrases or sentences (Samkin & Schneider, 2008) from the text which Yin (2014) alludes to breaking or fragmenting data, or disassembling. The researcher colour-coded to indicate similarity in repetitive words, phrases and sentences and a different colour inferred different meaning (Samkin & Schneider, 2008). The researcher then assigned labels, or codes, to the bits or pieces of data (Creswell, 2013; Yin, 2014). At times the researcher had to go back to data as part of checking and verifying for new phases (Flick, 2014). The researcher also kept close reference to the research objectives as well as the conceptual and theoretical frameworks of the study in section 3.6, to avoid possible drifting from the main purpose and the context of the investigation, and to come up with a synthesis between words, codes and the broader themes. See Figure 3.6 that follows.

Figure 3.6: Summary of data analysis phases
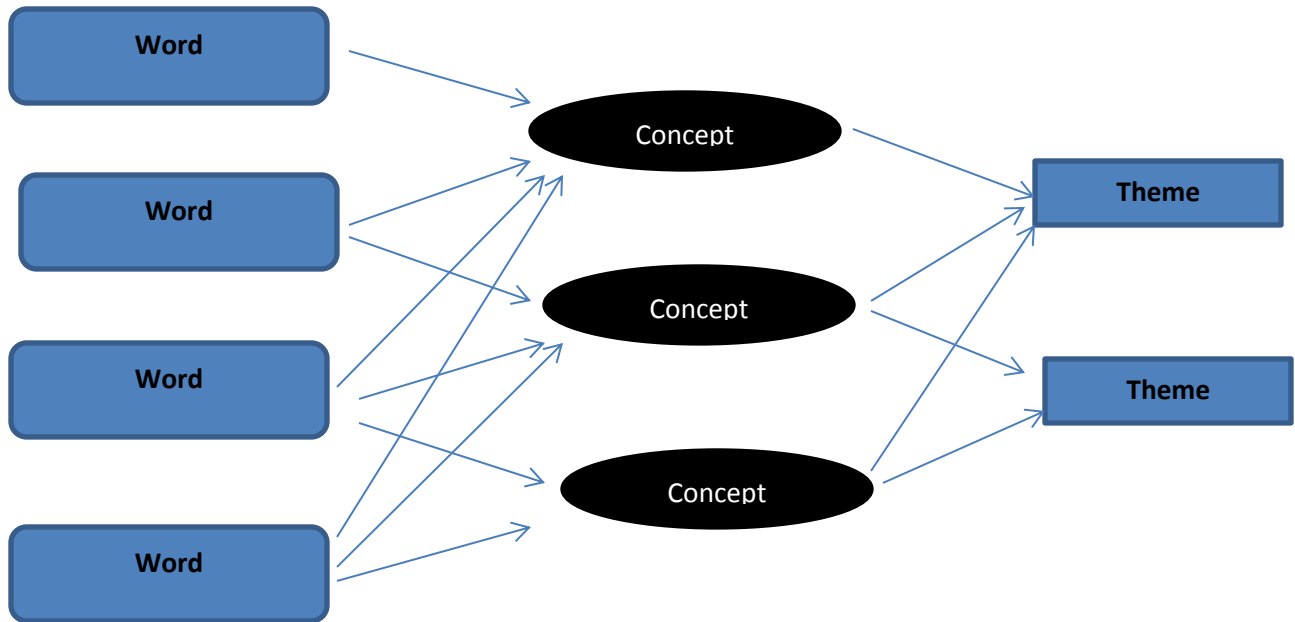
3.7.3 Reassembling

The reassembling phase involved reorganising the bits of data into substantive themes. In developing themes, the researcher developed a detailed matrix document (Appendix I) indicating initial words, codes, themes and corresponding particpants' code names to indicate where direct quotations were picked from in the parent text (Appendix H) (Maree, 2015). Themes emerged inductively from careful examination of data. The researcher had to realign the themes leaning them on the study objectives and coming up with a manageable number. The themes generated in this study were: the roles and responsibilities of SMC in accountability for UPE in Uganda; how SMCs exercise and account for the implementation of UPE in Uganda; the challenges experienced by SMCs while implementing their accountability roles; and the SMC relationships within and with external stakeholders. Data is presented alongside each research question in narrative form and substantiated by excerpts from interviews, field-site observations and documents.

3.7.4 Interpreting

The fourth phase involved interpreting the reassembled data. During the interpretive phase, the researcher described in detail, developed dimensions for classification, and interpreted in light of the evidence from data and his own lived experiences (Creswell, 2013). The interpretive phase called for the researcher to seek for richer meanings of themes that provided for similar and at times dissimilar understandings (Creswell, 2013). The interpretive phase yielded four conceptual categories that were used to write the final narrative (Creswell, 2013).

3.7.5 Concluding

The final phase, as provided by Yin (2014), is concluding. The phase involves drawing conclusions from the overall investigation. Such study conclusions evolved from the interpretation of data and the robust process of compiling a tertiary document detailing words and phrases, which were synthesised into codes and then themes. The entire analytical process took approximately three months from the collection of the first set of data right through data analysis. The researcher transcribed interview data and grouped it into cognate codes, from which categories relating to the four research objectives were developed.

3.8 Quality of the Research

Denzin (2009:140) posits that 'qualitative researchers must create their own criteria, [and] their own standards of quality for evaluating their work' which fit the research approach. Unlike the quantitative approach which seeks reproducibility and generalisability (Samkin & Schneider, 2008), qualitative enquiry speaks to the complexities of understanding social phenomena (Baxter & Jack, 2008; Glaser & Strauss, 2012; Vos, Strydom, Fouche & Delport, 2012; Yin, 2014). The researcher followed Creswell's (2013) suggestion that canons such as credibility, trustworthiness, consistency, relevance and plausibility suffice, as detailed below:

3.8.1 Credibility

Credibility in a qualitative enquiry implies that the findings are trustworthy and believable and that they reflect the researcher's, participants' and readers' lived experiences with a phenomenon (Corbin & Strauss, 2008). Credible research has substance, shows sensitivity, gives insight, and blends conceptualisation with necessary descriptive detail, allowing the reader to reach her or his own conclusion (Gray, 2009; Flick, 2014). In this study, the researcher collected close data by talking directly to people and allowing them to tell their stories (Creswell, 2013), assessed documents for accuracy (Briggs *et al*., 2012) and observed participant behavior as well as the field-site environment and climate.

Credibility in this study was further achieved through the rigorous process of data analysis through which themes were developed. The researcher developed databases from the multi-sites and rigorous labelling of unique concepts, and scrutinised the relationship between concepts to gain broader abstract meaning (Bowen, 2009; Yin, 2014; Brooks & Normore, 2015). Creswell (2013) states that the researcher brings to the study his/her assumptions, experiences and biases. To reduce researchers' bias and ensure credibility, the researcher wrote frequent memos about his reactions and feelings during data collection and analysis, which helped him to identify his assumptions in order to avoid influence on the data collected (Corbin & Strauss, 2008; Ng & Hase, 2008). The researcher also involved peers as reviewers to critique his methodology, findings and analysis to limit bias and increase research rigour (Ng & Hase, 2008).

Baxter and Jack (2008) argue that research credibility may also be enhanced through triangulation. Triangulation enabled the use of multi-data sources, methodology and purposive participant selection (Briggs *et al*., 2012; Maruster & Gijsenberg, 2013; Creswell, 2013; Brooks & Normore, 2015). As such, SMCs were selected from different regions of Uganda, with two being from a rural setting and the other two from urban areas. The participants were selected to represent educator and non-educator members of the SMC. The study further gained from data obtained from document analysis which was triangulated with data generated during interviews and observations.

3.8.2 Consistency

To maintain consistency in data collection and analysis, the researcher was guided by the research questions and objectives (Maruster & Gijsenberg, 2013). The researcher also followed the rigorous in-depth data collection and multiple stages of data analysis (Packer-Muti, 2009; Creswell, 2013; Yin, 2014). For data or concept to earn its way into this study, there had to be a demonstrated relationship as to how SMCs account for the management of UPE attainment. The data was examined for regularity and consistency through the meticulous interplay of data by the researcher and consistency with the participants' interpretations (Glaser & Strauss, 2012). Baxter and Jack (2009) provide further that consistency of findings can be promoted by having consensus on the emerging codes, categories and themes during data analysis (see figure 3.6). The study consistency was gained further by assuming a methodical demeanor using the case study strategy throughout the study (Yin, 2009). The methodical confidence configured the purpose, questions and methods of research to appear as a cohesive whole (Creswell, 2013:50).

3.8.3 Relevance

Drawing from the research questions, the researcher selected only relevant data that fitted the phenomenon. Glaser and Strauss (2012) and (Long, 2012) alike suggest another parameter for judging relevance, which is the degree to which it fits social contexts and its ability to harness different or even rival views to provide a more holistic view of how SMCs account for UPE attainment in Uganda. Triangulating of multiple participants and sources of data was used to illuminate the rigour and thus strengthen the study's usefulness (Vos *et al*., 2012; Creswell, 2013).

Plausibility

The success of a research project is judged by its products. In this study, judgement about the plausibility and value of the study is made when it answers the research questions. Plausibility was attained owing to the adequacy of the rigorous research process (Glaser & Strauss, 2012; Creswell, 2013). The researcher also benefitted from his supervisor's comments and guidance in addition to member checking and engaging a professional proof-reader and editor (Brooks & Normore, 2015). Plausibility was gained further from the sufficient development of themes during data analysis (Ng

& Hase, 2008; Long, 2012). Baxter and Jack (2008) further contend that plausibility is attained through the provision of enough detail and the appropriateness of the case study design for the questions.

3.9 Ethical Consideration

Hamilton and Corbett-Whittier (2013) define ethics as norms of conduct that distinguish acceptable behaviour. The guiding principles are respect and responsibility. In addition, the Publication Manual of the American Psychological Association (APA, 2010) emphasizes that the researcher should recognize intellectual property rights of other authors; the rights of voluntary particpants and mindful of scientific knowledge rigour. Researchers must respect the participants involved, and uphold academic values (Yin, 2013). Willig and Stainton (2008) attest that ethical concerns are an intrinsic part of the research process. It is, therefore, paramount that the investigator anticipates and plans to mitigate and adhere to the ethical conduct (Creswell, 2013; Flick, 2014).

The intimate human interaction in research affects enquirers and participants, and the knowledge produced is, as a result, saturated with ethical issues (Willig & Stainton, 2008). Whereas the researcher was close to the participants in order to understand their values and observe their behaviour, he upheld professional distance by objectively reporting the findings. The researcher further wrote instant memos about incidents (Appendix J) and recorded the participants' responses using voice recorders.

Creswell (2013:35) opines that the investigator should acknowledge the powerful position they hold in the research, their subjective lens, and recognise that the participants are true owners of the information collected. Vanderstoep and Johnston (2009), in agreement with APA (2010), further the argument that the investigator should, therefore, not present the ideas of participants or data of others as his or her own. As a cardinal principle, the data should be accurate, i.e. free of fabrication, fraudulent materials, omissions and contrivances (APA, 2010). To conform to the above, the researcher acknowledged all the works of scholars used in this study and used turnitin software on plagiarism to adhere to the anti-plagiarism regulations of the University of Pretoria (Maruster & Gijsenberg, 2013).

Flick (2014) as well as Yin (2011) advises that adequate authorisation be obtained and a workable relationship be cultivated in crafting the road map for gaining access to the field site and the voluntary participants, and in the use of certain kinds of documentary data, besides observation. The researcher presented the letters from the University of Pretoria and the National Council for Science and Technology (NCST) in Uganda that authorised him to carry out research to the district authority for clearance before proceeding to the schools.

Generally, on accessing the schools, the researcher repeated the process of informing the head teacher about the purpose of the study and thereafter requested to be introduced to SMC members. On meeting the SMC members, the researcher briefed the members about the purpose of the study and informed them that they were protected by the University of Pretoria Ethics Committee provisions of confidentiality and the right of wilful participation and the NCST in Uganda. The researcher presented to them letters of invitation to participants in the study and each signed a consent letter (Appendix G). This followed their agreement that they had read and found nothing that could affect their participation in the study before proceeding with any activity. The multi-case real-world settings garnered important human events that became the subject of further inquiry (Yin, 2014). A three-activity process including documentary analysis, interviews and field observations was then utilised. Yin (2014) observes that much attention has been accorded to how to gain access to the sites and less to exiting. To maintain the mutual relationship since the researcher had to go back for further clarifications, and fill in gaps in the data, the researcher recorded the phone contacts of the participants and encouraged them to call him in case of any additional information or change in the data already provided.

As a prelude to the interviews, the researcher introduced himself, and explained the aim of the enquiry being a requirement for a Doctoral studies award. As such the information provided would be used strictly for the purposes of that requirement. In addition, the researcher pledged that no names were going to be used in writing the study thesis. As such SMCs were coded as SMC A, B, C and D, while members on each SMC were labelled SMC A 1 to 4. After this, the participants were asked if it would be acceptable to them if their interviews were audiotaped such that the original meaning is not tampered with and not to lose important information (Briggs *et al.*, 2012). A promise that the recording would be stopped at any time at the behest of the participant in case

one did not want to be recorded was also made. All the participants accepted to be recorded. The researcher had only one challenge – that of recording the interview conducted on the phone.

This study involved SMC members, who were all adults of sound mind, thus could take personal decisions to participate in the study. To adhere to the ethical code of the University of Pretoria, the researcher informed the participants about the overall purpose of this study and what was expected of all parties. This made it possible to elicit voluntary participation of the members of SMC. To enhance the spirit of voluntary participation, the researcher informed the participants of their right to withdraw if they so wished without being made to explain the reasons for their actions or consequences, in which case they could also ask for their data to be withdrawn. The written terms of consent, signed between the investigator and the participant, was a form of 'contract' that was respected (Appendix G) (Briggs *et al.*, 2012; Maruster & Gijsenberg, 2013).

Willig and Stainton (2008) further advise that it should be made clear to the participants before interviewing them, on the parties that may access the information. The letters from the University of Pretoria and the NCST in Uganda authorising the researcher to carry out research indicate that the data collection is exclusively for academic purposes, thereby ensuring the participants that no part of the information would be divulged to other parties.

Willig and Stainton (2008) argue that, as much as possible, the benefits for all participants should be more than the harm. Forrester (2010) is of the opinion that the investigator should refrain from using financial compensation or inducements in order not to excite participants. For purposes of reciprocity, Maruster and Gijsenberg (2013) suggest that it is important to think of how to give back to the participants for the time, assistance and thought given to the researcher. The researcher promised to share the findings of this study with the participants once the study was completed. The researcher also explained to the participants from the initial contact that this was an academic research intended to generate knowledge and that they would make a contribution to knowledge on accountability for the management of UPE in selected schools in Uganda. Since the participants were partners in the education sector, they appreciated the contributions to the knowledge we were co-constructing, thus did not demand money.

Reflexivity

The choice of the study phenomenon and the methodological approach is laden with presumption, motivation, emotion and value, given the nature of information and experiences that I bring to the study tabletop (Creswell, 2013). In discussing reflexivity, I acknowledge how my background, education, work experience and prior assumptions about the phenomenon could have influenced the research process and how I tried to mitigate this. More closely related to this study is my participation in the Netherland Initiative for Capacity-building in Higher Education (NICHE) and the Global Partnership in Education (GPE) training programmes meant to build capacity for primary education managers with leadership and management skills. My choice of the area of study was influenced by the NICHE training programme in which I was a facilitator to SMC members and head teachers. The experiences were important in deciding on the appropriate research design, methods employed and analysis of the case study data.

In order to utilise my experiences with the NICHE project in this study, I choose the constructivist interpretivist paradigm to gain views through voice and stories of the participants. As Creswell (2013) would argue, with an interpretivist constructionist paradigm the researcher may bring empirical data and theoretical assumptions to dialogue while interpreting data. I recorded interviews and kept a reflective journal, which are submitted as primary evidence. While analysing data, I kept in mind the conceptual and theoretical bases. Yin (2014: 76) forewarns that case study researchers are prone to use case studies to substantiate a preconceived position for which they might have reasons beforehand and, as such, may sway them towards seeking supportive evidence. To avoid this, I selected study sites from districts where I had not conducted training under the NICHE programme. To test tolerance for contrary views, preliminarily findings were critiqued by colleagues to gain alternative explanations while data was still being collected. In hindsight, the researcher appreciates that the following could have been done differently:

- I would use CAQDAS software to analyse data instead of the laborious development of matrix document (Appendix).
- I would also employ grounded theory to ground the model of how SMCs and PTAs would partner to facilitate UPE implementation instead of using multiple case study.

3.10 Summary of the Chapter

The chapter explored the methodological underpinnings of the study, detailing the philosophical perspectives, data collection methods and processes. It appreciates the case study design which made it possible to collect data from multiple sites to enrich the study from multiple perspectives. Data was analysed from unique words and statements to develop categories and themes. Of equal importance, the chapter discussed the ethical considerations that were taken care of while conducting the study.

CHAPTER FOUR

FINDINGS OF THE STUDY

4.1 Introduction

In Chapter Three, the researcher presented the research methodology, which included the research approach, design and paradigm, data collection strategies and data analysis. This chapter presents empirical data from semi-structured interviews with the participants. While at the site, the researcher also made observations and document analysis on issues related to SMCs and their accountability for UPE. The data generated in this study was obtained from four different SMCs. The selected SMC members from each committee included the chairperson, the head teacher, the teachers' representative and the parents' representative. The choice of the samples was based on the assumption that they formed the most important constituencies and, as such, they were a source of rich data. A total of 16 SMC members were interviewed in this qualitative study, leading to data saturation by asking the same questions. The themes were a *priori* having been pre-determined and allied to the research questions and objectives in chapter one. The findings presented in the themes are from triangulating data from interviews, document analysis and observation.

The review of literature in Chapter Two revealed that concerns about the functionality of school governance bodies had been an area for debate by scholars in educational management. However, insufficient attention had been given to SMC accountability for UPE in the case of Uganda. Most of the studies done on SMCs had been on the relationship between the SMCs and the head teachers. As such, the focus of the data presented in this chapter was on SMC accountability for the implementation of UPE. In this chapter the researcher begins by contextualising the data collection sites, presents the research questions and the themes, then discusses the findings according to the identified themes.

4.2 Data Collection Site and Participants

The schools involved in this study are referred to as school A, B, C and D and their SMCs called SMC A, SMC B, SMC C and SMC D respectively. The participants from the different SMC are given code names SMC A1, SMC A2, SMCA3 and SMCA4 from SMC A, SMC B1, SMC B2,

SMC B3 and SMCB4 are from SMCB, SMC C1, SMC C2, SMC C3 and SMC C4 are from SMC C, and SMC D 1, SMC D2,SMC D3 and SMC D4 are from SMC D. The following section provides the details of the SMCs that were involved in the study.

4.2.1 SMC A

SMC A is the SMC of a rural school in the West Nile region of Uganda. The school is bordered by Congo to the west and south and Sudan to the north and it is about 515 km from Kampala, the capital and commercial city of Uganda. The school was founded by the Anglican Church and later taken over by the central government during the nationalisation of education institutions in the 1970s. SMC A School had 1,231 learners and 14 teachers.

Table 4.1.1: Summary of participants' biodata for SMC A

Code	Position title	Qualifications/Work experience	Gender	Age
SMC A1	Head teacher/Secretary SMC	Degree in Education	Female	57
SMC A2	Teachers' representative	Diploma	Female	38
SMC A3	Chairperson SMC	Senior Six	Male	42
SMC A4	PTA representative	Grade III teacher	Male	29

4.2.2 SMC B

SMC B is from an old school founded by the Catholic Church in 1955. It is a town school and a demonstration school since it is used for teaching practices by the Primary Teachers' College. It

is approximately 225 km from Kampala in the eastern part of Uganda. The school has a section for pupils with disability.   SMC B School had 1,383 learners and 24 teachers.

Table 4.1.2: Summary of participants' biodata for site SMC B

Code	Position title	Qualifications/Work experience	Gender	Age
SMC B1	Head teacher/Secretary SMC	Degree in Education	Male	54
SMC B2	Teachers' representative	Degree in Accounting	Male	34
SMC B3	Chairperson SMC	Degree/Civil servant	Male	43
SMC B4	PTA representative	Retired civil servant	Male	63

4.2.3 SMC C

SMC C is from a rural school in the western part of Uganda. It is about 80 km from Kampala. The inhabitants are coffee, maize and forest farmers, which make the community regularly interact with traders. SMC C School had 432 learners and 12 teachers.

Table 4.1.3: Summary of participants' biodata for site SMC C

Code	Position title	Qualifications/Work experience	Gender	Age
SMC C1	Vice chairperson SMC	Degree in Education/head teacher at neighbouring secondary school	Male	52
SMC C2	Head teacher/Secretary SMC	Degree in Education	Male	49
SMC C3	PTA representative	Retired civil servant	Male	43
SMC C4	Chairperson SMC	Diploma	Male	50

4.2.4 SMC D

SMC D is a town school in the northern part of Uganda bordered by South Sudan to the north. It is about 395 km from Kampala. It is one of the districts that were ravaged by the war led by the Lord's Resistance Army (LRA) that lasted for close to 20 years, affecting education and attracting non-governmental organisations (NGOs) to resettle, rehabilitate and support the children. SMC D School had 1,149 learners and 21 teachers.

Table 4.2.4: Summarising participants' biodata for site SMC D

Code	Position title	Qualifications/Work experience	Gender	Age
SMC D1	Head teacher/Secretary SMC	Pursuing degree in Education	Female	53
SMC D2	PTA representative	Pursuing diploma	Male	39
SMC D3	Teachers' representative	Grade III teacher	Male	38
SMC D4	Chairperson	Retired police officer	Male	64

4.3 Research Questions and Themes

The research questions and the themes are reflected in the following table, which is followed by detailed explanations.

Table 4.5: Research Questions and Themes

Research questions	Themes and sub-themes
1. What roles and responsibilities do SMCs perform in the accountability for the management of UPE in Uganda?	**Theme 1:** SMC roles and responsibilities in the accountability of UPE. • Roles: Carrying out the statutory mandate, financial activities, monitoring, personnel matters, academic support role, and community mobilisation. • Responsibilities: Ownership, commitment and volunteerism. • SMC accountability: Financial, provision of feedback to stakeholders, attainment of set targets.

2. In what ways do SMCs exercise and account for the roles and responsibilities in the implementation of UPE in Uganda?	**Theme 2:** How SMCs implement and account for their roles and responsibilities in the implementation of UPE. • Meetings: Decision-making, planning and budgeting, organising of activities, implementation of activities feedback sessions, community mobilisation. • Delegation to sub-committees. • Delegation to PTAs and individuals. • Implementation of activities: Voluntary work, construction, providing materials and resources. • Monitoring activities: Class visits, student enrolment and dropout, physical structure, staffing matters, school resources.
3. What challenges do SMCs experience in ensuring accountability for the management of the implementation of UPE?	**Theme 3:** The challenges experienced by the SMCs in ensuring the accountability of the implementation of UPE. • Resources: Finance. • Management of learners: Absenteeism, dropout rates, big learner numbers. • Teaching and learning: Meals, academic support, language of instruction. • Physical resources: Accommodation for teachers and learners, latrines, classes. • Role clarity and role conflict: Power, authority. • Competency of SMC members: Literacy level, workload, active participation, membership politics.
4. What is the nature of the relationships within the SMCs and with	**Theme 4:** The relationships within the SMCs and other stakeholders in the implementation of UPE. • Relationships within the SMC: Teamwork, participation, collaborative and cordial decision-making, conflict – church influence.

other stakeholders in the implementation of UPE?	- SMC accountability structures. - SMCs' expectations of their relationship with other stakeholders.

4.4 Narratives of Themes and Sub-themes

The themes and sub-themes that follow are underpinned in the accountability for UPE achievement through measures such as access, quality and equity. The themes are also aligned with the study objectives, research questions and the literature review discussion.

4.4.1. Theme 1: SMC roles and responsibilities in the accountability of UPE

In this study, the researcher started the interviews guided by the assumption that SMC members might not have been aware of their roles and responsibilities in implementing UPE. The researcher asked the participants questions which focused on their tasks and duties as members of SMCs. Holding SMCs responsible meant evaluating whether they could be made answerable for the implementation of their tasks in order to have more children access education and ensure quality and equity in UPE. The responses from the SMC members were synthesised and the following sub-themes were identified: planning; financial activities; monitoring of the school activities; personnel matters; academic support; and community mobilisation in the implementation of UPE. SMC responsibilities were identified as ownership of school governance, commitment of the committee members and encouraging the volunteerism spirit among the different stakeholders. Additionally, the third sub-theme presented under the roles and responsibilities of SMC was accountability: financial, feedback to stakeholders and attainment of set goals. The final theme addresses itself to the relationships within the SMCs and other stakeholders in the implementation of UPE

The following presentation provides details of the research findings.

4.4.1.1. SMC roles

In order to elicit responses related to the roles carried out by the SMCs, the researcher asked the participants to explain what they did as SMC members. The first interview question sought to find out how SMC members understood and implemented their roles. The SMCs in this study seemed to perceive one of their roles as planning of the school activities.

The participants indicated that SMCs planned the school activities and explained the processes followed while planning. They stated:

> The SMCs approve the school's five-year development plan. I was explaining that before we agree, we come up with priority areas to be included in [the] school development plan. (**SMC A1**)

> We plan for the school; that is come up with a school development plan − one for every term and one for the longer term. For instance, we approve **s**chool plans and people are mobilised to look into what is happening at school and come up with best solutions. (**SMC A2**)

> We do planning annually where various stakeholders' views are incorporated. For instance, teachers generate ideas, parents through the Parent-Teacher Association executive and church as a founding body to be scrutinised by SMC and endorse for implementation by PTA. (**SMC B3**)

> We plan for the development of the school. We also plan for academic performance, infrastructure and monitor staff discipline and welfare. (**SMC C4**)

The responses from the participants seem to indicate that SMCs understand their role of planning and showed the different stages through which this role is implemented. It is important that they harness the views of stakeholders, including the views of constituencies, by the members holding consultations and presenting their views to the SMC for greater community participation. Implementing the planning role of the school to the final stage of endorsement means that SMCs have authority in making decisions on what needs to be done in their schools. There is ownership of the plans since the stakeholders are involved in the process of development. The plans focused on teaching and learning, as well as physical infrastructure development differentiated according

to achievement targets and timelines. Through the implementation of plans, SMCs may be able to achieve the overall accountability role of access, equity and quality of UPE achievement. The plans are for soliciting ideas, resourcing and giving information to stakeholders. The involvement in planning the school activities is a starting point for accountability of the governance role of SMCs. It seems that SMCs may not be able to handle all projects at the same time and, as such, select the most important ones. One possible reason for handling only certain items at a time could be limited resources.

In corroborating the interview findings, the researcher observed that SMC A, SMC B, SMC C and SMC D had vision and mission statements indicating that they engaged in strategic planning. Guided by the displayed vision and mission statements painted on buildings, the researcher requested a copy of the school development plans (SDPs). The researcher reviewed SDPs and work plans and found that they were in agreement with interview data with regard to focus on activities such as construction of latrines, teachers' houses and classrooms, tree planting, and the establishment of a nursery school/pre-primary section. The analysis further emphasised the process indicated in Figure 4.1 below. A contrasting finding was from the SMC C head teacher, who reported that SMC members were not part of the planning process and were only called upon to sign the SDP. The possible reason for this finding could be that the SMC members were not competent enough or that it was assumed that they were unable to do the planning of school activities and, as such, the head teacher did not engage them in the process. The benefits of wide consultations are not harnessed in this case. The researcher further noted that the formats used for the SDPs seemed to differ from one committee to the next. This may infer inadequacy of the training or the lack of capacity by the SMCs to develop SDPs according to the set guidelines. The researcher reports that SMC C did not have a school development plan when it was sought. There seems to be an absence of guidance from district officials with regard to the development and implementation of SDPs. This finding suggests that commitment to the implementation of the SDPs may differ and, as such, may impact on the attainment of UPE in different ways.

Figure 4.1: School development planning process
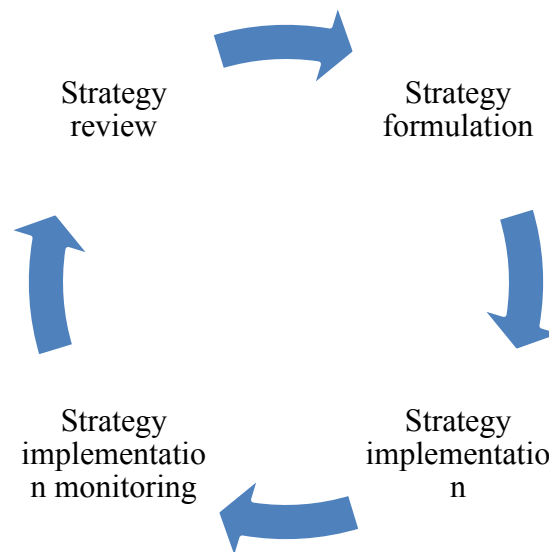
Figure 4.1 summarises the school development planning process. Issues are proposed by the different constituents of the SMC, debated by the teachers and forwarded to the SMC for debate and approval. The head teacher and staff are required to implement the plan under the watchful eye of the SMC to identify shortcomings and rectify or incorporate them in the future plans. The process is cyclical, meaning that SMCs continuously review and suggest areas for improvement.

Closely related with the SMC planning roles is that of financial activities. While the researcher was gathering data on the roles implemented by the SMCs, the participants' responses prominently stated the financial activities. The excerpts below show how the participants experienced their financial role:

> In the case of funding or financial management we audit the school funds. Being in an urban area all of us have an idea on Universal Primary Education grant and Parent-Teacher Association funds utilisation. We do mobilisation of parents to contribute materials, for instance during construction of teachers houses, since most operate from outside the school. This is to reduce late-coming. (**SMC B3)**

> SMC members come to approve the budget proposals developed by the finance committee, they analyse the proposals to see whether it is in line with the percentages of how to spend UPE grant. They make minutes which are sent to education committee at the district

together with the budget to endorse before implementation *(shows me a file with minutes).* They also come to witness whether the head teacher has bought all the items as agreed. **(SMC D1)**

First of all, the approval of budget for running the school. In addition, they lobby for funds and projects for school development. They write letters to old girls and boys of the school to contribute towards the school improvement. In some cases, some of our powerful old girls and boys have contributed generously, for instance in the construction of the dormitory for the blind children. On the part of projects, government had funds under the reconstruction of northern Uganda after the war. We benefitted by getting two teachers' houses allocated to our school through lobbying by the chairperson SMC. (**SMC B1**)

The responses with regard to SMC financial activities reveal that SMCs implement the following financial roles: budget approval; resource mobilisation; auditing; and accountability to external authority. This finding implies that the SMCs are able to identify the financial gap between the UPE grants from the government and the needs of the schools. The governance role of the SMCs in financial matters seems to be proactive with regard to obtaining funds from other stakeholders through various fundraising activities. The parents seem to be natural funders before any other party is sought. This means education funding is not entirely the government's role. The spirit of volunteerism in the different stakeholders is being pursued as a strategy for providing resources that are not provided by the government but needed by the schools. It is important that the budget is passed since it is a precursor of the implementation of school activities. This finding seems to suggest that school budgeting is within a framework handed down by the central government for purposes of standardising and adherence to UPE guidelines. The detailed process of coming up with the school budget may connote how technical and significant it is in the management of the school. The Act further provides that funds must not be spent at source without being deposited on school account. This was a means to minimise possible misappropriation of the funds. However, the researcher observed that, whereas there seemed to be budgets in place, in some cases they were not discussed by the management committee. The committee were only invited to sign. This takes away their authority and the power to manage school finances while, in essence, they should be held accountable for the use of school funds.

In addition to interview data, the researcher sought observations which revealed that SMC A, SMC B and SMC D displayed on Manila paper in the head teachers' offices the breakdown of UPE grant allocation as required by the Act. The display of the breakdown was as follows: administration 15%; co-curricular 25%; instructional materials 30%; management 10%; and other items 20%. This was further to strengthen accountability and compliance to the set guidelines. The researcher also observed that SMC D had displayed a chart of the finance committee comprising 12 members, 10 of whom were teaching staff. The possible reason for the involvement of constituents on the finance committee was to ensure transparency and accountability. In order to triangulate interview and observation data, the researcher reviewed SMC minutes in SMC D where members deliberated on account opening and forwarding the names of members to be signatories to the school accounts. This may infer that SMCs are accountable for the school financial resources management. Further review of minutes revealed deliberation of a report before its submission to the district education office on accountability, and budget presentation for financial year 2014. However, the provisions of the Education Act (2008) on the financing of UPE seem to have contradicting statements. In one section it emphasises that there shall be no charges for purposes of UPE, meaning that it is free, yet in another section it provides for payments through education tax, grants fees, and donations. The Education Act provisions on the financing of UPE create room for different interpretations, i.e. whether fees should be charged or not. The possible reason is that Uganda had opted for free primary education yet it was apparent that the government was not able to fully fund free education. It was likely that where the community and parents were not able or willing to make contributions to fill the gaps in funding education, the quality of education in the affected schools might be poor.

It was evident from the interviews that one of the key roles of the SMCs is monitoring school activities. After planning and budgeting for the activities, there is need to oversee the implementation of UPE. SMC monitoring roles seem to fall under three broad categories, namely teaching and learning, physical infrastructure and financial activities.

The quotations below explain monitoring of the activities:

> For instance, the parents' representative came and went to one of the classrooms while a session was going on. Since he is head teacher in the neighboring school. We benefitted from his comments about how the teacher was presenting in class. Our SMC also

encourages parents to come to class to see whether their children are actively participating. **(SMC A1)**

We come to monitor as to how teachers teach, come to attend classes, we make sure there is no gap between the head teacher, community and the teachers. We also come to see UPE fund utilisation to make sure it is within the law. Votes like buying scholastic materials must be within the law. We go to class to monitor teachers' attendance. Are the teachers teaching, are the children participating? I also go to the teachers' quarters to see whether the houses are in good condition, the toilet and during construction we come to inspect after reporting to head teacher and SMC. **(SMC A3)**

We find out if the school is running very well; in case it is not we find a solution. Is teaching going on, prompt and time management? We go to class and listen to teachers teaching. Are they explaining well, are the children understanding, are the teachers friendly to pupils? If we find that pupils are not respecting teachers, we summon the parents, and explain to them as colleagues. We have work plans drawn by teachers because they are technical. For instance, the one for the period 2017 was brought to the committee to go through then approve. We remove some items, especially as a result of resources. In that case we postpone the items to another financial year. **(SMC D4)**

We make sure the relationship is good. We have little funds so we normally involve PTA, for instance if we repair teachers' houses. For purposes of monitoring, we designed our form which outlines the activities of teaching, learners' work whether it is being done or not. We encourage pupils to participate in debating to improve vocabulary. **(SMC A4)**

The responses in the above excerpts seem to indicate that monitoring of school activities is done by external SMC members and parents. This would be one of the ways to ensure transparency and credibility of the monitoring reports. The monitoring reports from individual committee members seem to benefit SMCs by providing information on teaching and learning, school finances and facilities. Such reports would indicate the gaps, which are then discussed by the SMCs based on agreed upon solutions. Whilst the monitoring role seems to be technical, the SMCs benefit from peer membership involving trained teachers from neighbouring schools or retired public officers, who provide the needed expertise. The findings of this study imply that the SMCs as well as

community are empowered to take on responsibilities in the accountability for UPE delivery. SMCs seem to be able to monitor pedagogical issues since they look for indicators of active learning, teacher-pupil relationships and pupils' discipline while in class and seek solutions. This finding may imply that certain categories of knowledge and skills are used as criteria for electing SMC members who either have a teaching background or ones that are trainable to ensure that pedagogical issues are closely and adequately monitored.

In order to obtain robust data with regard to monitoring of school activities, the researcher utilised observation and documentary analysis. The researcher observed that the members of SMC D and SMC A had signed in the respective visitors' books to provide evidence that they had come to monitor the school activities. The comments in the visitors' books supported the importance of monitoring as feedback on the state of teaching and facilities in the school. The books serve as a record of the activities carried out by the SMCs and they also show the level of accountability by the SMCs in performing their roles and responsibilities. Fulfilment of the monitoring role is further demonstration that SMCs are responsible and thus accountable for the implementation of school activities. Furthermore, the mandate by the SMC to exercise the monitoring role is supported by the Education Act. When the monitoring role is effectively exercised it may contribute to the quality of UPE since it focuses on implementing decisions and feedback for corrective action.

The SMCs also talked of personnel matters as one of their roles. Such personnel matters included: staff motivation, welfare and supervision. The SMC members said the following:

> They motivate them by giving a top-up of 10,000/= shillings on top of their salary plus lunch. (**SMC D2**)

> Excellence in performance, not yet there. The PLE was not well performed. We still have gaps which we hope to fill by having early morning preps, completion of syllabus and monthly assessment. By supporting the interest of teachers, for instance extra monies for the extra teaching and preps, providing children meals, study tour to some geographical sites. Normally the chairperson PTA escorts our children. They do monitoring of teachers' performance, coverage of syllabus, schemes of work. (**SMC B2**)

We have 21 teachers. Some are staying out of the school compound. The SMC adds some money to help them with rent. We also had the problem of leaking roofs the SMC helped with thatching them with grass. **(SMC D3)**

SMCs seem to consider themselves as responsible for the performance of the schools and, as such, they are 'employers' of the staff. SMCs seem to be aware of the potential of the staff which they may tap into by implementing welfare strategies such as providing meals, duty-facilitating allowances and additional salary. It may also mean that SMCs are aware of the inadequacy of government pay and, as such, the need to supplement the remuneration of the teachers as motivation. The findings further suggest that it is not only the teachers who need to be motivated; the pupils, too, need to be motivated and encouraged to improve their performance.

Further evidence of SMCs' implementation of personnel matters is revealed through their involvement in the recruitment process. This is inferred from the quotations below:

I presented the issue of teachers compared to the number of children. They were able to recruit eight teachers (not on the payroll). Also presented the issue of teachers' houses and they constructed some temporary houses. **(SMC D2)**

School-based management or decentralization of primary education management may not be real since recruitment is done at the centre through the District Service Commission. You find that the district is equally not in charge since they don't control resources. The Universal Primary Education grant is small and in most cases comes late. I can see ourselves as SMC members merely meeting without control on implementation. **(SMC C1)**

This school is a demonstration school for the teachers' training college. As such, we used to get the best teachers, but nowadays you have to send the name to the provincial education secretary of the church founding body. **(SMC B3)**

The excerpts above indicate that SMCs are involved in personnel matters, such as recruitment and posting of staff. One possible reason for the SMCs' concern with and commitment to the recruitment process is to reduce teacher overload, which may improve teaching and learning and, ultimately, the quality of UPE achievement. Besides the recruitment function of the SMCs, there

is also the declaration of vacancies for non-teaching staff to the appointing authority. The extract, however, seems to suggest that SMCs are only involved in the recruitment of non-critical staff, which may infer the inability to identify staff for technical positions. The SMCs seem to suggest that having inadequate powers over personnel matters, such as in the matter of recruitment, lessens their authority over monitoring the activities of staff. Recruitment also falls within the bigger framework of the local government and the central government for purposes of standardisation and this limits the involvement of SMCs in the recruitment of teachers. There is also the self-management and autonomy power of the school, such that important issues of personnel are decided at the school level. The number of teachers recruited by the government seems not to be adequate. Given the impetus to achieve UPE goals, one would have expected the government to recruit an adequate number of qualified teachers to cater for the increased number of pupils. However, this is not the case. Many schools do not have enough teachers. As such, the SMCs have to mobilise funds to cater for the additional teachers in order to make up the shortfall. Engagement of SMCs in the recruitment process was further revealed through documentary analysis where the Act provides that where vacancies for non-teaching staff do exist on the school structure, the SMC would declare to District Service Commission (DSC) for filling through the Chief Administrative Office (CAO) to recruit the required staff. The Act further provides that the SMCs be consulted before staff are posted or transferred to a school. The powers exercised by the SMC over teacher recruitment show that SMCs are the 'owners' of the schools since they decide who to employ. SMCs seem to misuse the function concerning the posting and transfer of personnel since the extracts tend to suggest bias based on religious preferences.

In relation to the academic support role, responses from interviews explain how SMCs understood and implemented activities such as providing learners with meals, disciplining teachers and learners, language policy, and providing teaching and learning materials. Details of how SMCs implemented the academic role are found in the quotations below:

> I believe they contribute by ensuring that teachers have schemed, planned lessons, providing instruction materials, through monitoring and giving feedback. Our founding body which chairs the SMC helps in bringing up morally upright children through emphasis on teaching religious education and regularly counselling our children. (**SMC A1)**

We have started extra time classes and monthly examinations and tests to prepare our candidate class. We improve standards of pupils' performance in the school through monitoring teaching, looking at the arrival books, absenteeism, implementing early morning and late evening preps. We have mobilised prep time allowance from parents and remedial classes. All Primary Seven take lunchtime meal to study well in the afternoon. We encourage teachers to teach better, the best they can. We are encouraging pupils to read and speak English; vernacular is a poor culture in the school. We have provided library books and teachers should read with the pupils, not to be left alone. (**SMC B3**)

Not just because I'm a woman. I'm proud of my girls. They have not let me down. Ever since I was posted here three years ago, we have had a higher enrolment of girls. I often talk to them and their parents and they are able to complete primary seven. (**SMC D1**)

In this school I can say it was fair, even if we got few first grades, the majority are in second grade. They only do continuous assessment by their teachers. This is according to the thematic curriculum. They also participated in music, dance and drama and during sports. They teach children traditional folklore. (**SMC D2**)

It is true that we have children with disability – deaf and those physically handicapped. At first it was an NGO called War Child that was assisting. They provided for two dormitories, paid for their welfare, feeding, books and solar to provide light and a computer lab. Most teachers know sign language. (**SMC D2**)

The responses from the participants seem to indicate that SMCs' academic support functions are inclined towards performance accountability, although there is also recognition of moral upbringing and co-curricular activities. Neoliberal education management reforms emphasising competition are evident in the interview responses through emphasis on national examinations. Moral emphasis signifies the traditional role of the church in establishing schools, whose purpose was partly to perpetuate religious beliefs and doctrines through education. The 'super' role of the church as the founders of schools is made clear and seems to influence the curriculum. There is evidence from the excerpts that SMCs are committed to implementing academic support functions like the completion of the syllabuses, the provision of extra lessons and reading materials, and reducing absenteeism, which would improve UPE accountability. However, there is a policy

caveat of using the local language for instruction, especially in lower classes, which may need negotiation. In addition, the thematic curriculum for Primary One to Primary Four seems not to favour academic performance evaluation, since schools seem to face challenges in the transition from thematic assessment. Interview data further reveals that SMCs are aware of accountability for equity through the encouragement of marginalised learners with special needs and the girl child. A review of documentary data shows that the Education Act (2008) upholds the foundation body as being responsible for ensuring the promotion of religious and moral values and attitudes and that religious studies form part of the curriculum in primary schools.

Observation data indicated that SMCs A, B and D displayed PLE results. SMC B, in addition, displayed the library timetable accompanied by the names of class teachers assigned to attend with their pupils. In SMC C a daily attendance board was observed. At the time SMC D was visited, beginning-of-term examinations were being conducted. This type of assessment is not required but is the result of competition, performance accountability and market neoliberalism reforms. SMC D practiced an inclusive education programme; and a deaf child was observed learning with others. A chart in SMC A read: 'Girls in the lead; boys as allies with support of adults'. This means that the SMC members were aware of their accountability role to ensure equity. Further evidence of equity was the chart in SMC D reading: 'How a learner with special needs is perceived in an inclusive education programme'.

Further discussion of the academic support role is in terms of ensuring discipline. The excerpts below seem to infer that through discipline, SMCs account for UPE achievement.

> We are also encouraging discipline and those that fall victims are referred to the disciplinary committee of the SMC. By discipline, I look at cases of absenteeism, especially during the planting season, late-coming and dodging tests and examinations. We have become strict and since corporal punishment is not accepted, we even involve the parents. (**SMC A1**)

> I look at issues concerning teachers, pupils and SMC generally. For the general issues of SMCs I look at the general performance of the school, school development plan, attendance of teachers and pupils. I analyse the issues that lead to absenteeism and for the pupils the PTA chairperson mobilises the parents to send children to school. For the teachers, I

approach the teacher and we discuss the reasons for absenteeism and agree on how to compensate for the lost time. If it fails, then disciplinary action takes place. (**SMC A2**)

The excerpts above seem to signpost the importance of discipline in the achievement of UPE quality. As such, SMCs have structures and procedures in place to monitor and control the behaviour of the teachers and learners. Handling discipline is multi-faceted, involving SMCs, parents and the community, since community activities like planting contribute to some forms of indiscipline, such as absenteeism and late-coming. The Education Act provides that parents are responsible for children's guidance and morals and for promoting their discipline. The findings from the analysis of SMC minutes in SMC B suggest that disciplinary cases involving a teacher were handled. Handling discipline is proactive as observed from the 'talking compound' with inscriptions such as 'discipline is key to success'.

Another academic support activity prominent in the interview responses is the provision of meals to teachers and pupils, as expressed in the quotations below.

For instance, we suggested teachers' midday meal instead of black tea without accompaniment – 'dry tea'. When teachers who stay far used to eat from outside, it would lead to absenteeism and it would be difficult to manage time in the afternoon and other teachers would go without any meal, thus affecting their performance. Another issue was working on teachers' accommodation. We agreed that at least one house should be constructed in a year. I also monitor teachers' attendance and delivery in class. (**SMC B2**)

The provision of meals is still a challenge. We only provide porridge to about 50% of pupils; other parents have not contributed. We have financial problems. Even when the school organises for fundraising, most parents do not contribute and those that do, it is normally late and not in full amounts. As a result, most plans are not fully implemented. (**SMC C2)**

The above quotations mean that SMCs have an additional role of providing meals to pupils and teachers. Non-fulfilment of the nutritional needs of the teachers seems to have a negative effect on instructional time management, school attendance and at waste cause drop outs. It may not be overstating it on the part of the researcher to suggest that the government teachers' remuneration may not be adequate and, as such, a source of burden to the parents. Though the exact reasons may

118

not be clear, other possible reasons may be unfairness and an exploitative tendency on the part of the SMCs towards parents. Whereas the Act is clear regarding the parents as being responsible for feeding their children, it is not their responsibility to feed the teachers as well. Not being able to provide meals for all pupils and depending on one meal reduces the nutritional value. However, this could be due to poverty in the community or negligence on the part of the parents to provide nourishment for their children.

The other finding related to the SMC academic support role in language of instruction (LOI) and learning was evident. The extracts below explain further:

> In case of children with special needs, we have a teacher who teaches sign language. He was trained and the parents have recruited another who interprets during the assembly or when they are carrying out elections. **(SMC D1)**

> We are organising debates to improve on English since it is the language of instruction. For children who do not want to speak English while on the school compound, we are tying a coin around their neck the whole day for everyone to see. **(SMC A1)**

The SMCs are aware that they have a role to play in deciding the language of instruction which is suitable for all learners, including those with special needs. Language in this case includes the unspoken (sign language), which suggests concern for equity in benefitting from the school activities. SMCs seem to voice the challenge of transiting from the use of the local language recommended in the lower classes to English in upper primary classes. The likely factor for raising the use of local language as a challenge to the implementation of UPE is that, unlike the local language, the English language is used in the national PLE. The other caveat is that the experts in sign language seem to be limited in number, which might infer that the learners with special needs are not adequately facilitated and that this would probably further entrench the disparities that UPE sought to address. The findings are not in tandem with the aspirations of the Education Act, one of which that comprehension in the local language would be much easier and the transition to English would not be an impediment.

Interview data revealed another academic support role carried out by the SMCs as being pupil enrolment. The extract below evidences this:

At the beginning of the year they come to enroll pupils. They have to sit and agree on the amount of money to be charged for PTA, registration fee, co-funding which is deposited with the district. They call the parents to inform them on the agreed figures and ask them to contribute. **(SMC D3)**

The finding suggests that SMCs are the owners of the school and, as such, are mandated to agree on conditions for pupils' admission. The terms for enrolment in school are better decided by a team of stakeholders so that access and equity may be ensured. In addition, the stakeholders would be mobilised to take children to school.

SMC accountability for the achievement of UPE also involves several stakeholders, who need to be sensitised and mobilised to take part in ensuring the successful implementation of UPE. The extracts below are the narrations of the SMC members regarding sensitisation and mobilisation of the different stakeholders in the implementation of UPE.

Some of our members are illiterate but they know that education is a priority for our children, so they lead in advising the children. We normally have career days and they lead in talking to our children about matters like sexuality and importance of education. They also help in mobilising parents to contribute to SMC projects. (**SMC A1**)

We are involving stakeholders, for instance parents. We are inviting people, for example the District Education Officer, to talk to parents such that they become responsible for their children's education. We are also trying mobilisation of prominent persons, for instance political leaders, through the high offices of the district. (**SMC C1**)

We have scheduled a programme to talk to candidates (Primary Seven about to sit primary leaving examinations), about their behaviour and how to study. We organise meetings with parents and sensitise them on their roles to look after the children. We do mobilisation of external persons to construct structures, especially for visually impaired children. (**SMC B1**)

During parents' meeting we mobilise them to send children with disability to school. The district education office has an officer in charge of special needs, so she makes talk shows and guides parents on the schools that have facilities for disabled children. (**SMC D1**)

The responses infer that SMCs have to gain support and a sense of responsibility from stakeholders in order to implement UPE. Such stakeholders may include parents, learners, including those with special needs, political leaders and local authority officials. There are different levels and means of support available to SMCs for the implementation of UPE. There is mobilisation of tangible material resources and funds as well as gaining from knowledge and skills. It is evident from the extracts that, although some of the SMC members are illiterate, they still have valuable knowledge and skills to share with learners regarding behaviour and career choices. It also means that being illiterate does not mean one cannot appreciate education. It is possible that one could have missed out on school owing to poverty or lack of access. One may argue that SMCs are not fully accountable since some of the members have capacity gaps, on one hand, and that the mobilisation role could be considered less technical, on the other. The SMCs' mobilisation role is supported by different stakeholders, including external stakeholders. In addition, the SMCs' mobilisation role is supported by the Education Act (2008) which indicates that child education is a joint responsibility involving the central government, the local authority, parents and other stakeholders.

4.4.1.2 SMC responsibility

The Education Act (2008) in Uganda provides for the election of an SMC for every public primary school to be in charge of the school and, specifically, responsible for the implementation of the UPE programme. As such, it has the statutory mandate and the government believed that it would have the capacity to perform its roles under the Act (OECD, 2016). The findings of this study show that SMCs need a sense of ownership, commitment and volunteersim, as well as accountability in performing their expected role. The quotations below provide evidence of the 'ownership':

> I can say since they are the owners of the school, their role is to plan for the school. They have to come up with a good plan. It is their school because when elections of SMC members are taking place, it is mostly people from the community around here who are elected as members. (**SMC D2)**

> Government has entrusted to SMC the management of this school. The foundation body selects five members including the chairperson, the old boys/girls, sub-county, and district local council representative. They talk to parents to 'own the school'. (**SMC D1)**

There should be a teachers' representative on the SMC by law. So I represent the teachers and I was elected by the teachers during a meeting. The first term was three years and I was re-elected. **(SMC D3)**

The extracts from the interviews seem to indicate that SMCs have ownership power over what is happening in the school. The ownership power is shared with the parents, former learners, local authority and the community. The different stakeholders are bound by the common interest being the school. It appears that the SMCs are practising devolved power and autonomy over the schools, which empowers them to implement roles such as planning. The variation in the number of constituent members that form the SMC suggests the colonial set-up where, in addition to religion, the missionaries introduced formal education. The researcher is of the opinion that the foundation body of the school may dominate the other SMC members, claiming more importance than the other constituents. Fulfilment of the governance and ownership role is partly as a result of the elections, which seems to imply a relationship of trust with the community. While collecting data, the researcher observed that SMC A and SMC D had displayed the names and titles of the members in the respective head teachers' offices. This implies that, in addition to the schools' administration led by the head teachers, there is the SMC governance structure entrusted with the approval of plans and budgets, and monitoring implementation.

One of the possible cornerstones of the SMC ownership and mandate seems to be underpinned in the regulations, as the excerpts below indicate:

The guidelines are in place but we need more and regular training on the guidelines, clarifying on what they should do. An NGO called AVSI helped us with training when they were assuming office but that was not enough. The DEO's office needs to come up. If you find a head teacher who is interested in destroying the school, he/she may not call for training. **(SMC D1)**

The guidelines are there and they have been trained on how to run the school. They have been taught where to begin and end – clearly demarcating their roles. Teachers' membership needs to be investigated. It could lead to compromise. **(SMC D3)**

The participants in the study acknowledged the adequacy of the guidelines that would enable SMCs to implement their roles. However, what seems apparent is that they may not be effectively

implemented owing to capacity gaps. Without interventions that address the capacity gaps, there is a possibility of manipulation by the head teacher and role conflicts. The possible reason for stakeholders, including NGOs, to facilitate training of SMCs is that they understand the fundamental role which SMCs are supposed to play in the achievement of UPE and are also aware of the limitation of the ability of the SMCs to perform their roles.

The other perspective from which to illustrate responsibility is the commitment and volunteerism expressed in the excerpts below:

> Yes, it does but we have to sacrifice if we are going to make our children to succeed. There are no payments because interest is in our pupils, not money. We shall not develop if all the time we think about money. (**SMC A2)**

> I think they are playing their roles but of course there are some who are more active and committed. But on the whole, they work together. The chairperson and the parents' representative are ever interested in knowing what is taking place at school. Either the chairperson or the parents' representative will come at least once a week or make a phone call. (**SMC B1)**

> Yes, they perform their roles. This work needs voluntarism. They do the work without any pay except for a refund, which is also not always available, just because they are educated people and therefore know the value of education. Once we are all transparent then we can work for the good of our children. As for me, I provide them with the necessary information, and they feel pleased. (**SMC B1)**

The responses infer that SMCs may have to implement their roles at times based on intrinsic motivation, such as the success of the pupils, the value that members attach to education and openness. There is the spirit of volunteerism and commitment, especially in the non-salaried members. The reasons for the use of volunteerism as a strategy for UPE implementation as prescribed in the Education Act may not be clear. However, the researcher observed suggestions leaning to factors such as limited resources, the need to engage stakeholders who are not necessarily employed, and the possibility of tapping into intrinsic attachment to the school without necessarily receiving remuneration.

4.4.1.3 SMC Accountability

The study also sought to find out how SMCs understand the concept of accountability. This was premised on the notion that they would only exercise their accountability role for UPE if they comprehended what the concept means and involves. The extracts below are responses to the interview questions on how SMC members understood accountability.

> To me accountability means clearly bringing out what you have used the money with – the amount of money following the guidelines. For instance, when I get the figures of allocation from the district, I communicate to the deputy head teacher who is the chairperson of the finance committee. He organises meetings with heads of departments, who forward the department requirements in the meeting. We sometimes consult even the pupils on what they are lacking. These views are discussed under the chairperson of finance committee who is my deputy. After the meeting, the minutes are handed to me as secretary to the SMC. The SMC is called and they look through the proposal from the finance committee. They have to be in line with the guidelines of UPE grant: 35% scholastic materials; 25% co-curricular; 15% maintenance of office; for instance buying stapling machine, pens and rubbers, table cloth for head teacher; and 20% for contingency – if there are some things which they have not catered for, this is the percentage we use. Then 10% for head teacher's office. After the SMC has approved the UPE expenditure proposals, we take the minutes to the district education office for final approval. After collecting the money we show what has been bought and then make accountability to submit to auditors. But sometimes they also come to check physically. **(SMC D1)**

> To me accountability means giving the feedback. This is from the work of teachers who have been recruited; we need to give feedback to parents. A parent comes and asks why their children are not performing well and together we identify the root causes. **(SMC D3)**

> Accountability, especially this year 2017, we are almost closing the first term – were teachers teaching rightly, did they finish the syllabus, if not why? The representative of the teachers explains, was there a problem or not? In case of the UPE grant sent to the school, we look at the work plans which were drawn and the guidelines breaking down how the

funds should be used. This is always done, we make sure it is utilised in accordance to the guidelines. **(SMC D4)**

The interview responses seem to define accountability in terms of being frugal in financial management, causing responsible persons to explain why expected outputs are not achieved within defined timeframes, and providing information to stakeholders against which they may demand better services. It also means that there are parties that account and those that cause the other to account by way of reports and demanding explanations. This finding points to the different levels of accountability and the different roles played by the stakeholders in the process of ensuring accountability. Accountability seems to be useful in providing feedback so that corrective measures can be devised and the laid down process, standards and guidelines are subsequently adhered to in order to achieve UPE. In corroborating interview findings, document analysis data positions the head teacher to be personally answerable to SMC for financial, academic, and moral ethos of the school. It means that the head teacher is also accountable to the committee. The Act further states that an inspection report on the school shall be submitted by the head teacher to the management committee; accounts of the management committee shall be audited by the auditor; the management committee shall prepare and lodge with the district executive committee, the CAO and the founding body budget estimates for the financial year within the guidelines and indicative figures of the district budget. Furthermore, expenditures shall be in accordance with the estimation approved by the district council. The reviewed documents provide guidelines in terms of the different levels of accountability and the roles played by the different stakeholders.

4.4.1.4 Summary of theme 1

The findings aligned with theme 1 indicated that SMCs exercised their roles and responsibilities. Such roles included planning, monitoring school activities, attending to personnel matters, financial management, community engagement and mobilisation. This was amidst caveats such as the capacity of members to effectively carry out certain functions, resourcing and the influence of other stakeholders' actions or inactions; such stakeholders included politicians and head teachers. The ethos to implement their roles and responsibilities was enhanced by the spirit of volunteerism and the sense of ownership. The stakeholders demonstrated the intrinsic spirit to see their children succeed; they upheld this more than the short-term benefits of incentives. SMCs were aware of

their accountability role, which goes a long way to impact on access, quality and equity for UPE implementation.

4.4.2 Theme 2: How SMCs implement and account for their roles and responsibilities in the implementation of UPE

The second theme responds to the study question: In what ways do SMCs exercise and account for the roles and responsibilities in the implementation of UPE? The responses indicated strategies such as the use of meetings, linking the implementation of activities through delegation, especially to PTAs, and monitoring the implementation of UPE.

4.4.2.1 Meetings

Meetings seem to be one of the prominent measures through which SMCs discuss the implementation of their roles and responsibilities. Meetings are viewed as a forum for decision-making, planning and budgeting, organising activities to be implemented, providing feedback and communicating community mobilisation. The quotations below provide evidence:

> We organise meetings with parents and sensitise them on their roles to look after the children. We try to make all children succeed in their education by making all stakeholders participate in the activities of the school, meetings, and sensitisation. For me as the head teacher, I'm the general secretary; I make arrangement for the meetings, venue and items for discussions and invite stakeholders. Some members take the upper hand in discussion but all participate in the implementation. (**SMC B1**)

> Immediately when the results came out, the chairperson called for a meeting. We discussed the results and also came up with ways of how to improve. We sat for a meeting with the parents of Primary Seven, asking them to contribute to monthly examinations; holiday teaching and we extended study/prep time. (**SMC A2**)

> First of all, I represent the parents. Before I go for SMC meetings, I hold meetings with parents; agree on interventions which are presented to SMC for scrutiny and endorsement. This may include the school development plan. (**SMC B4**)

Government decided very well to form SMCs. They help the head teacher with school management. In our case we are about 12 members and we divided work, which I think is very good. In every term we have a meeting either at the beginning of the term or at the end. But this does not mean we only sit three times a year; in case of an urgent matter relating to development of the school, we are called and we meet. **(SMC D4)**

The excerpts indicate that meetings are a forum for sharing ideas, active participation of stakeholders, collaborative decision-making and problem-solving, sensitisation and the delegation of responsibilities. The capacity of the SMC members to make a contribution, however, seems to vary. As such, some members dominate the proceedings during the meetings. The authority of the SMC members is evident since what is passed in the meetings is what is implemented. The meetings benefit specific constituents since their views and proposals are deliberated on. They are scheduled to ensure compliance but SMCs also acknowledge situations of emergency. As the secretary, the head teacher also contributes to the discussions during the SMC meetings. As such, there is likelihood of focusing the meetings on matters that benefit the school activities and, ultimately, UPE. In addition, the Education Act provides for SMCs to have at least two meetings per term and additional ones in case of emergency. These findings show that the SMCs comply with the stipulation of the Education Act regarding meetings.

The Education Act (2008) provides for the procedures to be followed by SMCs while conducting meetings. In addition, the Act provides that meetings shall be conducted in the local language, though the recording of minutes shall be in English. The finding supports the interview responses with regard to capacity gaps in using English. The Act further provides that copies of minutes shall be distributed and that the SMC shall make possible arrangements for staff members to submit views, proposals or representation. This suggests that the stakeholders should have evidence of the agreed issues in the meeting, possibly for purposes of follow-up and causing accountability. The provisions of the Act support the interview data and emphasises the importance of meetings. In line with further documentary analysis data, the researcher observed that SMCs A, B and D had minutes of deliberations. The deliberations covered matters such as discipline and opening of accounts, and accountability reports had been discussed during meetings. The agendas of the meetings focused on UPE accountability activities such as academics, finances and discipline.

The following section presents the narrations of the SMC members regarding the different activities agreed upon in the meetings and how they are implemented through sub-committees and the delegation of responsibility to specific organs or individual:

> Through sub-committees, we have the health committee which checks issues of hygiene, latrine and environment, the academic committee looks at academic issues. We also have the spiritual committee which looks at morals of our children. We allocate on the timetable and we visit the school on different days. **(SMC A3)**

> That is a very good question. That is part of our work. The members are allocated particular activities. Every week we must follow up on the things being done or not being done. For instance, the one in charge of academics visits the school at least once to get information, not necessarily from the head teacher or teachers but go to pupils and ask them whether they understand the teachers while teaching. **(SMC D4)**

> They divided themselves in sectors; for instance academic committee goes to class, hygiene committee comes to see the condition of the latrine whether clean, finance committee on how funds are utilised. They compile challenges and report to the SMC and we come up with solutions. **(SMC D1)**

From the above interview responses, there is evidence that SMC members are serving on different committees and are innovative and proactive in ensuring that the committees are effective. Sub-committees are organised on the basis of activities, thus necessitating detailed analysis and specialisation before presentation of issues to the full SMC. The sub-committees take care of holistic education – moral, academic and co-curricular. The sub-committees are expected to critically look at issues before presenting them to the full SMC. Whereas the Education Act (2008) provides for the finance and general purpose committees, in practice the SMCs seem to need more specialised action on the different roles and thus the formation of several committees. The delegation to committees or constituents, such as the PTA, may suggest their importance to constituents where one has to consult before making a presentation to the SMC. In addition, the Act provides for the appointment of individuals who are either members of the SMC or staff of the school to provide support. The committee minutes of SMC B and D were analysed and the contents of the meeting which include; discussing the SDP, budget, staff and pupils discipline, and

discussing finance report show the functionality of committees in the implementation of SMC roles.

4.4.2.2 Delegation to the Parent-Teacher Association (PTA)

In addition to the committees, there is evidence that some assignments have been delegated to individual members to implement and monitor. This connotes the ability of colleagues and trust in them to accomplish certain activities as well as the practice of distributive responsibility. The responses below indicate that SMCs have entrusted several activities to the PTA representatives and the PTAs. These include the scrutiny of proposals as well as participation in implementation and monitoring. The extracts below illustrate this further:

> They have also agreed on who does what. For instance, the representative of the founding body is the spiritual/moral leader, the PTA chairperson is responsible for monitoring the implementation of projects, and another is responsible for organising debates to improve on English language and another for sanitation. (**SMC A1**)

> I represent teachers and parents. When teachers have problems, I take to the PTA then to the SMC. I presented the issue of few teachers compared to number of children. They were able to recruit eight parents' teachers (not on government payroll). Also presented the issue of teachers houses and they constructed some temporary houses. (**SMC D2**)

> They work together. When PTA has a meeting, they invite SMC members to be present. SMC can also borrow money from PTA. For instance when UPE grant money delays, SMC borrows money for scholastic materials. (**SMC D2**)

> We approve the school budget before spending; handle cases of indiscipline, monitor teachers' and pupils' attendance on different days in a friendly way, planning at least five-years plan to be implemented one by one according to priority. However, SMC always calls for help from Parent-Teacher Association (PTA) since they have influence over parents. (**SMC A2**)

> PTA does not mean money as conceived by the community. It is just an association bringing parents and teachers together. Actually the SMC and PTA hold most of their meetings together. (**SMC D1**)

SMCs seem to recognise that the goal is one, thus the need for unity between SMCs and PTAs. One possible reason for the recognition of PTAs is that, unlike SMCs, PTAs are able to mobilise resources in the form of funds and materials from parents. The responses also show the importance of parents as key stakeholders in the implementation of UPE since the parents' representative is always assigned different responsibilities. It is possible that they cannot implement their plans and activities without resources and parents' cooperation is, therefore, sought. SMCs are organised, divide work and seem to know the capability of the different members and, as such, delegate accordingly. Division of labour reduces possible overload and leads to the effective implementation of tasks and responsibilities. The participation in welfare through the construction of temporary houses shows the sense of duty to care for the teachers that is felt by the parents and also the poor resourcing from the government.

4.4.2.3 School visits

Another strategy through which SMCs exercise their roles and responsibilities is by paying visits to the schools to monitor activities. Evidence is detailed in the quotations below:

> Especially the chairperson SMC and PTA chairperson always visit the school, for instance to inspect the renovation of temporary structures; monitor the dropout of children and teachers while teaching. We came up with a schedule such that members can come to school to monitor school activities like teaching, absenteeism, dropouts. (**SMC A1**)

> Once we have agreed on an issue in the meetings, they will select among themselves who is to monitor the implementation. Usually, it is the parents' representative. The school academics committee looks into how to improve on academics. (**SMC B1**)

The physical presence of the SMCs in the schools confirms the power and the commitment that the committee has with regard to monitoring the activities in the school. There is division of work among the SMC members regarding the monitoring responsibilities and programmes. Monitoring does not only focus on what has been done and what has not been done but also on suggesting ways to improve what is being done. In SMC D, the researcher observed a monitoring schedule for the SMCs. The monitoring function is laid out in the Education Act as one of the key SMC roles. In addition, SMCs report that members, especially the chairpersons and PTA representatives, will call the head teacher if they are not able to visit physically. This shows commitment on the

part of SMC members to the extent that they will use various avenues to know what is taking place at school. In SMC A the researcher observed the actual presence of the SMC chairperson and a member of the committee who were scheduled to visit the school that particular week.

4.4.2.4 Summary of theme 2

Theme 2 presented findings in relation to the strategies used in the execution of SMC roles and responsibilities. It was clear from the data that SMCs engaged in meetings, delegated some activities to the sub-committees, PTAs and individuals. In addition, SMCs benefitted from consultations and school physical visits. The findings also recognised the use of technology, such as making phone calls by SMC members to find out about the situation at school in case they were not able to physically visit.

4.4.3 Theme 3: The challenges experienced by the SMCs in ensuring the accountability of the implementation of UPE

The third research question was: what challenges do SMCs experience in ensuring accountability for the management of UPE? While interviewing SMC members on accountability and management of UPE, the researcher sought to find out if there were challenges experienced by the SMCs in performing their roles and responsibilities. The researcher grouped the findings under the following sub-themes; resources, management of learners, teaching and learning, physical resources, role clarity and role conflict and competency of the SMC members and lack of commitment.

4.4.3.1 Resources

One of the roles expected of the SMC is that of financial management. The financial role involves resource mobilisation, utilisation and accountability. The excerpts below indicate misadventures in the SMC exercise of financial role:

> Also, the school just depends on UPE grant. Therefore some issues that need funds cannot be resolved. At least we have a good and experienced head teacher. She budgets the little that comes and purchases everything that we need for the term, but still we need more resources. The local government sub-county has plans to contribute 1,000 shillings towards

lunch but the problem is the parents who don't want to contribute since they imagine meals should be provided by government being Universal Primary Education. (**SMC A2**)

The financing is poor. For instance, there is lack of transport, facilitation when we turn up for SMC activities. The nature of our parents and given the poverty levels and the attitudes, they fail to contribute. In some cases we have been running the school without an approved plan or budget. Sometimes, the head teacher just tells you this is what has been sent as Universal Primary Education grant to approve for utilisation. No budget, no proper accountability. (**SMC C4**)

My parents are good. They try to do their roles. But sometimes, especially in regard to money, they are not able to contribute. For instance, right now some have not paid for what we agreed upon at the start of the term but I don't blame them. It is famine time and they have to choose between feeding the family and paying school dues. (**SMC D1**)

The challenge is the UPE grant which should be released every term. It sometimes comes once in a year. The head teacher struggles to get scholastic materials. And getting support from our fellow parents is a problem. But you find that the little we request our parents to contribute out of about 1,000 pupils only 400 will pay. **(SMC D4)**

In analysing the excerpts above with regard to resources as a challenge to accountability for the implementation of UPE, it may not be far-fetched for one to suggest that UPE is not free. Interview responses indicate that several parties needed to contribute towards the resources. The SMCs have the ability and commitment, and can volunteer to mobilise other parties to contribute, with varied levels of commitment. Largely, SMC work is implemented through the spirit of volunteerism. However, it may be far-fetched to imagine that this is possible in all situations. The challenges to the attainment of the financial role may include poverty of the community, the misconception that UPE is free, leading to the unwillingness to contribute, and perhaps a general reluctance on the part of the parties, including parents, to fund education. It seems that if the caveats are not proactively attended to, there may be late role implementation, poor implementation or non-implementation and such not attaining the targets of UPE. Such situations may diminish the power and authority of SMCs since they are likely to be perceived as incapable of fulfilling their roles, which affects the quality of UPE implementation. The researcher observed that learners in Primary

One in SMC D were sitting on the floor, which shows the extent to which some schools lack basic resources.

4.4.3.2 Management of pupils

Another challenge identified in this study is the management of pupils. The challenges include a very high pupil-teacher ratio, dropout rates and absenteeism of pupils. The participants said the following:

> I think it is helping those children who are orphans and those with many children. Here people have up to ten children. Only that the number of children compared to teachers' numbers is very big. For instance, we are eighteen teachers on government payroll and about 1,000 pupils. If government can recruit more teachers, it would be better to achieve the ratio of 1:55. That is why some people claim that UPE is bad, which is not so. (**SMC D2**)

> We have a big number of pupils, far beyond the standard teacher-pupil ratio of 1:50. The facilities like textbooks, furniture are not enough and the dwindling partners' contribution, i.e. from the missionaries towards toilets construction. Innovation like ICT is lacking, resourcing representatives, safe water shortage given the huge numbers. (**SMC B3**)

Whilst one of the cornerstones of UPE accountability is to ensure access to education for as many school-age children as possible, the responses seem to indicate that, if not matched with the provision of adequate resources, the large number of pupils may compromise quality. The excerpts seem to suggest that there are cases of high pupil-teacher ratios that are leading to inadequacy in learning materials. The large class sizes may reduce the possibilities of individual teacher-pupil attention and the quality of teaching and learning that takes place in the classes. The limited learner access to teachers may make it difficult to account for quality UPE achievement. Furthermore, challenges such as inadequacy of scholastic materials are a strain on the strategies and infrastructure for implementing UPE.

Conversely, in SMC C the responses reported a high dropout rate and absenteeism, especially during the planting seasons, among other community activities. The excerpts below illustrate further:

The turn-up [attendance] of pupils continues to decrease with time despite our efforts to sensitise community even during funerals. Also, the school just depends on UPE grant; therefore some issues that need funds cannot be resolved. At least we have a good and experienced head teacher. She budgets the little that comes and purchases everything that we need for the term, but still we need more resources. (**SMC A2**)

The unit for special needs when the NGO called WarChild was supporting us, we had 207 children. We need to take charge; the DEO's office and politicians need to advocate for support. They now appear to be neglected. Although the mobilisation of parents by the DEO's office is fair. We still have few being admitted. (**SMC D1**)

By discipline, I look at cases of absenteeism, especially during the planting season, late-coming and dodging tests and examinations. We have become strict and since corporal punishment is not accepted, we even involve the parents. (**SMC A1**)

The efforts to enable access to education for as many children as possible seems to be faced with the challenge of low community response though the SMCs seem committed and have been using every opportunity to sensitise communities to the importance of education. In some schools the number of pupils is decreasing perhaps owing to inadequate mobilisation skills and resourcing, especially for children with disability. The extracts note the proactive involvement of stakeholders such as the district education office, politicians and NGOs. The attainment of equity through the involvement of NGOs seems to have caveats perhaps due to limited resources. It may also infer that the government is not very committed, and one would wonder why such a big responsibility would depend on the sympathy of NGOs. Children with disability seem to need more care and are perhaps more expensive to keep in school. SMC efforts may be inadequate to achieve equity.

School management is participatory and involves the community. As such, community activities such as farming and funerals affect education delivery. Communities seem to appreciate development programmes such as education and that is why they allow sensitisation to the importance of education during community gatherings such as funerals. However, the efforts of the SMCs have not translated into more children being sent to school and reducing absenteeism. Pupil absenteeism reduces the purpose and intention of UPE. The possible reason for the decline in the number of pupils with special needs is the inadequacy of facilities and negligence, which

exacerbates the inequity in access and erodes the possibilities for success in education, which are some of the goals of UPE.

4.4.3.3 Factors that are a threat to teaching and learning

Whilst the researcher sought to find out the challenges associated with implementing UPE, the lack of meals for both the learners and teachers, political interference, speaking the vernacular in school and the shortage of clean and safe water for consumption were identified as factors that threaten teaching and learning.

With regard to school feeding the participants said:

> We are struggling with school feeding but not succeeding. We had suggested to start with Primary Seven – the candidate class about to sit national examinations – but the parents argue that their children can eat lunch from home and come back for the afternoon session. This is where we hoped to get some lunch for the teachers. Very few parents contribute the 1,000 shillings. (**SMC A1**)

> The lack of lunch-time meal is also a challenge. Parents are reluctant to contribute for lunch-time meal. I remember a case of a child who appeared to be totally sick, but when she was given a cup of tea, she became immediately OK. (**SMC B3**)

Language was also seen as a challenge, as reflected in the excerpts below:

> The other challenge is that the same pupils are participating in the debate. Others don't feel confident to participate and even absent themselves on the day of debate. This makes it difficult for them to improve on English speaking. SMC members have tried to encourage pupils to regularly attend school but absenteeism, especially in the infant classes, is still rampant. To address this problem, we are asking them to write to the teacher when they absent themselves except for funerals and you can see how they struggle to write English. (**SMC A1**)

> Performance in Primary Leaving Examinations last year was poor though all the best was done. Perhaps it was due to vernacular language speaking which is common at school yet

examinations are in English language. Maths and English were worst done yet they take them as key subjects which put our children in another grade. (**SMC B3**)

The excerpt below voices the concerns about political influence:

The parents and community members perceived Universal Primary Education as free, therefore not willing to contribute. There was also political interference and misinformation that encouraged the parents not to contribute, saying that government was catering for everything. **(SMC B3)**

SMCs are aware of caveats that would hinder the achievement of UPE access and quality in terms of competency in the language of teaching and learning, as well as equity with regard to access to resources, including meals at school. The responses seem to indicate that UPE is being implemented under conditions of inadequacy brought about by poverty, the misinterpretation of UPE as free education, negligence and lack of role clarity. This has led to overemphasis on performance accountability through the prioritisation of the Primary Seven classes, which sit for primary leaving examinations, but also indicates ignorance about the importance of infant classes as a foundation for good academic performance. The pupils and teachers cannot apply technology in learning, which compromises quality.

The language of instruction (LOI) seems to be important in the cognitive learning process. As the SMCs asserted, pupils are unable to express themselves in spoken English and this may be a factor in poor PLE performance since examinations are in set English. There seems to be overemphasis on academic accountability. Analysis of the Education Act (2008) shows that it supports the adoption of a local language or a language that is commonly spoken in the catchment area of a school as a medium of instruction for infant classes. Although the local language is meant to be used in the lower classes, there is no measure to ensure that schools start using English as a medium of instruction at the appropriate level in the schools. However, there seems to be a contradiction between the good intentions of use of the local language in infant classes and its practical outcomes. In SMC D the researcher observed charts written in the local language. This shows that the local language is commonly used as a medium of communication.

4.4.3.4 Physical resources

The participants interviewed reported the lack or inadequacy of physical resources for both teachers and learners or that they were in need of rehabilitation. Such resources include teachers' houses, learners' dormitories and classrooms. Evidence from interview data is presented below:

> This is an old school. It needs rehabilitation, especially of the classrooms and constructing dormitories since we have blind children. We are not able to accommodate all teachers at school yet some come from very far. (**SMC B4)**

> Accommodation of teachers is a problem; out of 14 teachers we only have three housed in the school. The rest come from outside the school. For instance, we have a teacher who was recently posted but he comes from far every day. Another challenge is the lack of furniture, especially for our staffroom. There are no chairs. The teachers are few compared to the number of children. We have 1,231 pupils and only 14 teachers. The classrooms are not enough, especially for Primary One, and the teachers suffer teaching such a big class and giving exercises. The textbooks and instructional materials are not enough. **(SMC A3)**

The   government seems to be neglectful in terms of providing physical structures such as classrooms and accommodation for teachers. The need for these structures imposes an extra burden on the SMCs. Despite facing other challenges, some SMCs seem committed to striving to provide classrooms and teachers' houses to ensure that teaching and learning takes place. Staff welfare in terms of providing accommodation is a gesture towards caring for the teachers and the provision of teaching and learning resources enables teachers to do their work more effectively.

4.4.3.5 Role conflict

Another finding on the challenges experienced by SMC includes role conflict and the lack of role clarity partly brought about by misconceptions on the part of stakeholders. The quotations below suffice:

> Not really. The head teacher is in control. (**SMC C1)**

> We have very little power. The head teacher has a lot to say. We may finish a term without meeting or consulting the SMC. We just find that some activities are being worked on

without the input of the SMC and we are just briefed on what the finances have been used for. (**SMC C3**)

I'm almost in charge of all activities, for instance meetings, the agenda and how to conduct it. Some members know what to do except for a few who come when already politically pocketed. I think I have the best foundation body. I find the sub-county representative to the district local government not committed. The parents' teachers' representative is useful, and usually a week to time for meeting he collects views to present to the SMC. (**SMC C2**)

This school is a demonstration school for the teachers' training college. As such, we used to get the best teachers, but nowadays you have to send the name to the Provincial Education Secretary of the church founding body. We have also had the problems where at times the founding body, in this case the church, was involved in conflicts which affected the functioning of the SMC. (**SMC B3**)

The excerpts above indicate that the SMC powers and authority have been taken over by the head teacher. This creates a situation where other SMC members feel incapable of performing their expected role as stipulated in the Education Act (2008). There is a likelihood that some of the SMC roles may not be implemented as expected, hence making the implementation of UPE unachievable. There is also the possibility of pseudo-accountability in cases where the principal authority is dominant over other SMC members. Lack of role clarity and conflict is evident in the quotation, suggesting that the church seemed to emphasise religion, thus negating the educational roles of the school. Most of the current public primary schools in Uganda were founded by religious denominations, such as the Catholic, Anglican and Muslim faiths. Though they were taken over by government, the founding bodies still play a key role in the management of schools and this creates power struggle between the church and the SMCs.

The lack of role clarity causes a role conflict and power struggle between the different stakeholders. The lack of role clarity and role conflict seems to derail the commitment of some SMC members to participate fully in the meetings and in the implementation of activities and monitoring, which may affect the creation of an environment where learners access quality education. There is also lack of collective responsibility and teamwork within and among some SMCs, which constitutes a barrier to the effective implementation of UPE.

The Education Act (2008) is silent about the minimum qualifications for one to be a member of SMC. It is acknowledged that whereas some members may not be literate, hence limited in capacity, they can positively contribute to UPE achievement. The experiences that the participants explain below indicate that this has not been without hurdles:

> I'm supervised by the District Education officer. For instance, a performance appraisal form is technical. I have also found it difficult to train my staff. The type of SMC members that we have may not interpret it. Raise the standard of SMCs to a level that can read, write and interpret reports and transactions like vouchers. At least Ordinary level. **(SMC D1)**

> The relationship is generally co-operative but the system of foundation body should be abolished. Some members from the church are elected but not meeting the levels of their work. But since policy is policy we can't do much. **(SMC D3)**

There seems to be a general problem of low levels of education in the communities in which the SMCs in this study were selected. Therefore, the capacity of some members to meaningfully participate may be questionable. As such, few ideas are generated on the SMCs and the few literate members are overloaded with responsibilities. The policy intention to involve the community in the governance of the schools seems to be brought into question since it does not take into consideration the knowledge and skills of the appointed SMC members.

The Education Act provides for volunteerism as a strategy for committing the SMC members to the accomplishment of their UPE implementation roles and responsibilities. However, as evidenced in the extracts below, there seem to be hitches:

> Some SMC members are reluctant due to voluntarism. When you call for a meeting you miss the contribution of some of them. Sometimes you have irregularly new faces, which mean going over the same issues over again. (**SMC C2**)

> To some extent not excellent performance, for instance they have a timetable for monitoring (shows me in the head teacher's office) but others are not very active; out of 13 members about eight are active. Some say there is even no pay; we have a lot of things to do that can bring us money. **(SMC D3)**

We are 12 members of different constituencies on the SMC. There is the challenge of non-attendance of meetings, which sometimes limits the scope of our ideas. (**SMC C3**)

It is noteworthy that the participants interviewed also reported cases of members not being committed to doing voluntary work, which may mean dissatisfaction over the lack of facilitation. As such, the expected level of SMC accountability may be compromised. Although interview responses seem to indicate that SMCs are not remunerated, the Education Act (2008) provides for the remuneration of members or for allowances to be paid to them. The provision or non-provision of allowances to SMC members may be a possible driver of the disparity in the level of commitment among members. The possible reason for not remunerating SMC members could be general poverty in the communities or deliberate neglect by the head teachers in order to discourage the members.

4.4.3.6 Summary of theme 3

Theme three explored the challenges experienced by SMCs in the implementation of UPE. The findings indicated that SMCs encountered challenges with regard to resource inadequacy, management of learners, the state of physical resources or their inadequacy, the management of learners, the language of instruction, lack of role clarity and role conflict.

4.4.4 Theme 4: Relationships within the SMCs and other stakeholders in the implementation of UPE

The fourth theme that emerged from interview data and triangulation with document analysis and observations was stakeholder relationships. The researcher sought to understand the nature of relationships within and external to the SMCs. The underpinning for theme four is that the nature of relationships within and outside the SMC influences accountability for the attainment of UPE. The first sub-theme is relationships within the SMC which include those among SMC members, SMC constituents, and the SMC and the head teacher. The second sub-theme addresses itself to the relationships with external parties such as the central government, local authority, parents and NGOs.

4.4.4.1 Relationships within the SMC

Relationships within the SMC varied among the different committee members. Some of the participants have reported healthy working relationships, as illustrated in the excerpts below:

> We have had good governance in this school due to my long working experience and training obtained. What I mean by good governance is that we discuss almost all issues in meetings before we implement. And this makes us grow in the field of management. Because we work together as a team, both teaching staff and members of SMC, we are able to accomplish several issues. The relationship is generally good because they demand for meetings. (**SMC A1**)

> What I mean is that all issues related to the school are forwarded to School Management Committee for discussion and implementation. For example, the year's activities have to be sent for approval before implementation. This has also been possible because my members are 'close to the school'. We have a good working relationship. Through meetings, we discuss issues once a term and when there is an emergency. (**SMC B1**)

> I would say it is a cordial working relationship; we do much consultation between the teaching staff and the SMC. The participation is very interactive; everybody is given a chance before a decision is taken. We use English but we accept members to discuss in the local language. (**SMC B2**)

> Generally we have good relationship. Before I take decisions, I always consult the chairperson. During meetings we respect the views of all members. We debate all issues before taking a decision. You know how the community may talk anything, but in case SMC members hear rumours, they will always consult the head teacher beforehand instead of just attacking me. **(SMC D1)**

There are tenets of good governance which include involvement, participation and constituents. This is facilitated by the maturity and long service of the technical head teachers, consultations and commitment by all members. Healthy relationships contribute positively to role accomplishment. The responses from the SMCs show that the relationships which foster oneness create a healthy environment for UPE accountability. The SMCs seem to be organised, with

structures in place that harness and deliberate on matters that enhance UPE access, quality and equity. The responses further indicate that a good working relationship enhances leadership growth by adopting practices like teamwork and commitment. There is also a sense of ownership since members demand meetings in which there is active participation and collective decision-making.

There were also experiences of poor relationships among the SMC members. Here are some of the comments indicating cases of possible unhealthy relationships:

> We have shared with administration (head teacher) of the school about how to contribute, but he has been generally a difficult man. (**SMC C4**)

> We have also had the problems where at times the founding body, in this case the church, was involved in conflicts which affected the functioning of the SMC. (**SMC B3**)

> I think a lot of guidance during election of members should be done. Just dictating that the chairperson is from the foundation body is not enough. The church normally elects those who regularly attend church and some may be illiterate. Though some may be useful though illiterate. For instance, that member (points at the name of a lady member on the chart) rode the bicycle all the way to a neighbouring district to cheer up our children during sports. That motivation alone means a lot. (**SMC D1**)

> This policy of the foundation body needs to be changed. We could just elect SMC members from [among] parents or community because the issue of foundation body leaves out good people who are not of that denomination. We need training again and again. (**SMC D3**)

The findings indicate that the SMCs were aware of their roles and were committed to implementing such roles. It is, however, deplorable that some head teachers seem to despise the SMC members and, as such, usurp their powers. Contempt for laid down structures is not only unlawful but may lead to non-achievement of UPE goals of access to education, quality and equity. The unhealthy conditions suggest lack of training and encouragement of constituents to elect members to SMCs who are capable of performing their expected roles and responsibilities.

4.4.4.2 Relationship structure of SMCs with external stakeholders

With regard to the second sub-theme, the findings that are presented relate to SMC accountability structures. The sub-theme explains whom the SMCs are accountable to, and who is accountable to SMCs while UPE is being implemented. Broadly speaking, these may include the central government, the local government, SMCs, and the school administration led by the head teacher. The excerpts below provide evidence:

> The district is our immediate supervisor. They hold meetings, monitor construction of buildings which have been allocated by them. They meet parents to sensitise them to contribute to education of their children. We are required to submit termly reports to the District Inspector of Schools. (**SMC C2)**

> The school administration is with the head teacher, School Management Committee and sub-county. But there is the silent arm of the central government. Though most powers have been decentralised to the district, but due to lack of funds to monitor, it is difficult to manage. The teachers are not empowered. The central government is making sector control and selective rewards, e.g. teachers are generally under looked [underrated] compared to doctors. (**SMC C1)**

There seems to be no direct link between SMCs and the central government. Yet there are suggestions that the central government influences SMC activities through policies, standards, national examinations and funding. The extracts indicate that there are different strata in the management of primary education. These include the central government, the district authority, and the school administration headed by the head teacher in collaboration with the SMC and the PTA. The central government lays out the policy framework which facilitates the SMCs, such as recruitment of teachers through the District Service Commission and mobilisation of resources. From the extracts it seems that the district authority supervises the SMCs and the PTAs act as a link between parents and teachers and mobilise parents to support school programmes. The structure seems to enhance accountability for UPE since it causes the SMCs to account to higher authorities and, in turn, the SMCs cause the head teachers to account to them, thus creating a hierarchy of accountability. To triangulate interview data, the Education Act provides that the head teacher shall be answerable to the SMC, and the SMC shall submit a report to the executive

committee. The Act as such empowers the different organs of the state to account for UPE at different levels which seems to be common knowledge as indicated in the quotations.

4.4.4.3 Expectations of SMCs

SMCs were asked about their expectations with regard to the nature of the relationship with other stakeholders. The extracts below offer further elaboration.

> Given the attitudes of the other stakeholders, they understand the roles we are carrying out and expect that with our pressure on teachers we are able to produce first grades. The stakeholders include local government officials. We need books, to be taken for training. I picked valuable information. For instance before I sign for withdrawal of funds, there have to be minutes of the finance committee and also the clear roles of the chairperson such that we don't have conflicts. **(SMC A3)**

> We expect to co-operate with set administration to run the school smoothly. We need to appreciate the programme drawn [up] in the school so as to motivate teachers and the head teacher. The stakeholders include religious leaders, traditional leaders and elders in the community. We need to get more education and reference books stating the work of SMC, teachers, children in the school as provided in the Education Act. **(SMC A4)**

> I expect the community, especially the parents, to support, since the UPE funds are little and guidelines do not allow diverting to other school matters. For instance, with parents' support most of our teachers are now staying in the school compound, which makes time management easy. Once time is managed well then you can manage performance. The other expectation is that well-wishers, like friends from Canada whom I'm expecting, should help us. They have already given us 29 laptops, solar system; even if there is no power in town for us it is always there. Therefore our children can go to the library guided by the teachers or even can organise extra lessons. **(SMC D1)**

> If the stakeholders have education in mind, they come and we lay our hands together so that we run the school without problems. The stakeholders I expect to contribute are the office of the Chief Administrative Officer and the Resident District Commissioner for security of our children. In case of PTA we should not have different meetings. We should

get to know the concerns from the PTA and we get solutions together. Our relationship, I should say, is excellent. It is good you have interviewed us separately such that you are sure we have not connived on what to say. All our views are very independent. **(SMC D4)**

We lobbied NGOs like World Vision which dug for us a borehole specifically for special needs to reduce on their movements. Another NGO called WarChild built the two blocks you see over there. We need to keep them in one place to avoid risks. You know the community is not very good. But ever since WarChild moved to another district, many parents could not bring them back [their children] and instead the children of Primary Five to Seven are staying in the dormitories as boarding section. **(SMC D3)**

The responses indicate that SMCs expected the stakeholders to positively relate with them. This is, however, only possible if SMCs performed their roles in creating an environment where potential pupils can gain access to education and quality teaching and learning. There seems to be a symbiotic relationship where SMCs are expected to cultivate the cooperation with the stakeholders such as the head teacher, parents and the community. Such positive expectations of relationships from other stakeholders would indirectly cause SMCs to perform their role in order to win recognition and appreciation from the other stakeholders. SMCs seem to be aware of the various parties with whom to relate in order to fulfil the accountability roles and responsibilities for the implementation of UPE. The good relationships would lead to soliciting of support in terms of funds and other materials from parents and well-wishers. SMCs realise that stakeholders recognise their efforts, which encourages them to be more committed to attaining UPE goals. Such parties include the central government, the local authority, friends and NGOs; and SMCs expect that the stakeholders will understand their responsibilities as a uniting factor. The respect for technical staff, for instance shown through entrusting them with generating proposals, enhances positive influence. The provision of the Education Act that the central government will provide the framework, standards, policies and capacity-building for SMCs to perform the devolved responsibilities for UPE accountability corroborates this finding. The local authority would oversee and cause SMCs to account while the SMCs plan, implement and account for school-level performance. The researcher observed that the names of members of the SMC and the PTA were pinned up in the SMC D head teacher's office, which may be lead to the inference that the two bodies are part of the school management structures. This shows that there is transparency

regarding the roles and responsibilities and a shared working relationship between the school management team and the SMCs.

4.4.4.4 Summary of theme 4

Theme four examined the relationships, structures and the expected perceptions of SMCs by other stakeholders. The findings indicate that the relationships were largely healthy, though sometimes poor, and in either cases there implications for the implementation of UPE. The nature of the relationships could also be categorised as individual between personalities, between the SMC constituents and between the SMC and the other organs, for instance the local authority and community. The findings indicate further that accountability structures included school-level, district authority and central government structures. With regard to the perceived expectations of SMCs, there was a general positive perception, especially if the SMCs fulfilled their roles and responsibilities.

4.5 Summary of the Chapter

In this chapter the responses from the participants indicate that SMCs are aware of their roles and responsibilities and are accountable for their roles in many ways, such as planning, monitoring, financial activities, personnel matters and mobilisation. The accountability strategies include meetings, delegation and monitoring. There are, however, hindrances to the effectiveness of the roles and responsibilities of SMCs. SMCs also gain the support of the other stakeholders and are made accountable by external stakeholders, such as the local government authority, and through adherence to central government standards.

In Chapter Five, the researcher presents the discussion of findings compared with the literature as explored through Tetlock's accountability theory.

CHAPTER FIVE

DISCUSSION OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

Chapter Four presented the findings from interviews and observations which were then triangulated with documentary analysis. This chapter (Chapter Five) discusses the findings, linking them with Tetlock's accountability theory, findings and debates from other studies on education accountability within the context of school-based management. UPE delivery, which is the focus of this study, is a fundamental Government of Uganda accountability roles whose governance was devolved to SMCs (Education Act, 2008; *Education International*, 2010). The provision of basic primary education is a right that should be enjoyed by all persons (Education Act, 2008; OECD, 2016). In this study, UPE accountability is operationalised through access, quality and equity.

5.2 Summary of Propositions and Questions

The knowledge gap identified while conducting capacity-building training for SMC members and head teachers from the worst performing districts discussed in the background to the study in Chapter One, motivated the researcher to conduct this study. The premise was that whereas the Education Act (2008) mandated the SMCs to be in charge of public primary schools and, specifically, to champion the delivery of UPE, a review of reports indicated that there were weaknesses affecting access, quality and attainment of equity (Uwezo, 2012). As such, the focus of the study was to explore the accountability of SMCs in the implementation of UPE in Uganda. In addition, the study was aligned with the objectives below:

- To examine the roles and responsibilities of SMCs in the accountability for the management of UPE in Uganda;
- To establish how SMCs exercise and account for the management of UPE in Uganda;
- To analyse the challenges experienced by SMCs in their accountability for the management of UPE; and

- To examine the nature of the relationships within the SMCs and with other stakeholders in the implementation of UPE.

Guided by the objectives, the researcher discusses the findings below.

5.3 Discussion of Research Findings

This section discusses the findings aligned with the themes and sub-themes that were developed after analysing the data. In addition, the discussions are explained through the accountability theory lens developed by Philip E. Tetlock. This is on the basis that theory would enable the prediction and explanation of a phenomenon and its behaviour (Glaser & Strauss, 2012). Anchoring the study in Tetlock's accountability theory may facilitate the analysis of policy assumptions that underpin the causal relationship between school-based governance reform and its accountability for UPE achievement. In the same line of thought, there are suggestions that SGBs do indirectly influence school activities and classroom processes (Leithwood, Harris & Hopkins, 2008) and ultimate educational achievement. The section starts with a brief overview of the research questions, highlights the key tenets of Tetlock's (1985) accountability theory, discusses findings under each theme and explores the relationship to previous studies.

As regards the first research question, which sought to find responses regarding the roles and responsibilities being implemented by SMCs in the accountability for the management of UPE in Uganda, the findings of this study seem to agree with the works of the researchers reviewed in Chapter Two. Many of the studies (Zajda & Gamage, 2009; OECD, 2016) point to SMC roles and responsibilities in terms of activities and the willingness to implement such activities as found in Chapter Four. Similarly, based on evidence from England, Young (2016) affirms that SGBs had substantial position power as decision-makers on a range of school duties. The researcher tends to agree with the findings on the roles and responsibilities of SMCs in the accountability for UPE since all SMC members seemed to understand and had the spirit to implement the roles. It is only on one SMC where the head teacher had captured SMC members' powers and volunteerism was lacking. The findings in the inquiry relating to the ways in which SMCs exercise and account for the implementation of UPE in Uganda, which was the second research question, reveal strategies such as meetings, school visits and delegation to PTA and individual SMC members. Along a similar line of thought, the researcher argues that SMCs implemented their roles and

responsibilities. There was evidence in the minutes of the meetings, committee deliberations and activity monitoring reports. The analysis of the data in relation to the third research question, which relates to the challenges experienced by SMCs while carrying out their roles and responsibilities, seems to follow closely on studies carried out by Onderi and Makori (2013), Bagarette (2011) and Guloba *et al.* (2010). SMCs seemed to lack the competency and the right attitude, and were incapable of intervening on policy instructions such as language of instruction (LOI). Whereas the researcher seems to agree to a large extent with the findings regarding the challenges, given the strong spirit of volunteerism amidst lack of reimbursement, the bigger challenge was the inadequacy of funding from the central government. SMCs were aware of their roles and deliberated on the implementation but, given the community poverty levels, they could not do much. Most decisions, therefore, simply remained on paper. The findings concerning the nature of the relationships within the SMCs and between the SMCs and other stakeholders in the implementation of UPE are in line with Dimmock's (2013) as well as Tsotetsi *et al.*'s (2008) findings. The findings detail the various stakeholders, reporting structure and perceptions of SMCs of other stakeholders in the implementation of UPE.

In this sub-section, the key concepts and 'hard-core' principles of Tetlock's (1985) accountability theory are briefly discussed. Buttressed in the fields of psychology, the theory concerns itself with how people make judgement and decisions, the cognitive strategies utilised to interpret events and choice from alternatives. Tetlock proposed two levels of analysis: on one hand, looking at the decision-maker as an isolated information processor and, on the other side of the continuum, as the contextualised decision-maker.

As inferred, the isolated decision-maker is more in tandem with the cognitive miser unit of analysis, which views the thinker more in experimental laboratory terms or as operating in a social vacuum. Given the delimitations of the cognitive miser view with **mentalism** and **individualism** as hard-core values, Tetlock proposed the contextualised thinker, since most decisions are, in fact, a product of intensive interaction between groups and are constrained by norms, resources and procedures. The contextualised thinker image leans on the principles that decision-making takes place **in context**, which influences the nature of the decisions made and that the decisions are driven by the motive of the thinker which, in most cases, is **to maximise the approval** of strategic constituents. Since the people in the contextualised social systems seem to be autonomous in

making decisions, there is a strong proposition by Tetlock that they are potentially accountable and should be called upon to account for the decisions. The pointers to the selection of strategies for coping with accountability demands are intertwined in the discussion of the findings.

5.3.1 Theme 1: SMC roles and responsibilities in the accountability of UPE

Whereas this study was partly precipitated by the assumption that SMCs may not have had adequate understanding of their roles in the accountability for UPE achievement and, as such, were not implementing them in line with expected measures, findings indicated that SMC members carried out roles which included: planning; financial activities; monitoring; personnel matters; academic support; and community mobilisation. These roles are discussed in detail below. This is partly as a result of the clear guidelines to the management of SMCs, the Education Act (2008) and training. This is confirmed by Timar, Dixon, Models, Wedam, Yaw and Campbell, (2012), who acknowledges the exercise of mandates under laws and policies.

5.3.1.1 Roles of school management committees

The insights offered by accountability theory suggest that SMCs should cultivate a sensitivity to complex thinking practices if they are to gain the approval of the 'constituent others'. This is consistent with the proposition that SMCs are increasingly engaging in strategic thinking to balance the immediate and long-term perspectives of the schools (OECD, 2016). Strategic thinking or the SMC planning role is implemented through complex structures, norms and vigorous information processing between constituents (Tetlock, 1985; OECD, 2016). The products of the intense interaction are the vision, school improvement plans (SIPs), and school development plans (SDPs) which are shaped by the views of constituents. The literature reviewed in Chapter Two augments the finding that SGBs elsewhere exercised the planning role (Education Act, 2008; Tsotetsi, *et al.*, 2008; Davies *et al.*, 2010; Timar *et al.*, 2012; Dimmock, 2013; Governors' Handbook, 2014) just like in the case of the findings of this study. However, as Mbugua and Rarieya (2013) retort, though SGBs attempted to plan for school activities, they seemed to concentrate on mundane roles, dampening the postulation that they would improve educational accountability. Vernez *et al.* (2012) also state that school councils seemed to be ill prepared for such an important role as planning and, as such, the visions and development plans were not only

wanting since they exhibited differing formats but could not inform the school activities. The contextualisation of the exercise of strategic planning in the education sector by Mbugua and Rarieya (2013) as just catching up in Africa, and that is evident in the study findings, is likened to the need to situate decision-making in its environment, as Tetlock argues. Whereas SMC members seemed to be involved in strategic planning, the researcher argues that they lacked the required competency and were largely dependent on the head teacher in developing the vision, mission statement and SDP. It is also difficult to tell whether the vision, mission statements and SDPs were actually followed during the implementation of school activities.

Viewing the SMC planning role through Tetlock's pinhole shows that the government used the cognitive miser role by devolving planning powers to school-level management without any consultation. Individual policy-makers or groups of policy-makers in government ministries thought that, with the enforcement of the law, guidelines and induction training, SMCs would be in a position to account for the planning role. This seemed to weaken the SMC accountability to the central government, which seems far and detached. Analysing the findings from the point of view of the 'actor' being in the social environment, Christensen and Laegreid (2014) argue that SMCs are expected to establish aspirations, implement activities differently and monitor results. Argon (2015) states that when the community is aware of the school future plans, procedures and processes for implementing and monitoring school activities, there is a likelihood of holding SMCs accountable for UPE achievement. SMCs have responded to social environment demands through meetings, consultations, sensitisation and reports to stakeholders. As pointed out by Tetlock (1985), 'people' in positions of power and, in this case SMCs, 'are potentially accountable' for planning and decisions, making in terms of what needs to be done.

The use of accountability theory in discussing the financial management role cannot be adequately done by premising the 'actor' as dormant implementers of the policies from the central government. Such propositions would limit the analysis to the cognitive miser analogy. Rather, as evidenced by the financial activities role, SMC members were found to engage in vigorous harnessing of views from strategic constituents. The intensive interaction gave birth to activities which included budgeting, accountability, processing payments and reporting on financial performance. Resourcing school activities, ensuring accountability and value for money involved various stakeholders, and the use of different strategies (MoES, 1998; Education Act, 2008; World

Bank Report, 2008; Sumintono, 2009; Governors' Handbook, 2014). In support of the budgeting role of SGBs, various scholars tend to affirm that budgeting activities are linked to pupils' learning outcomes (MoES, 2008; OECD, 2008; Emechebe, 2012). Winardi (2017), reminiscing about similar efforts in Indonesia, affirms that education sector reforms that herald fiscal autonomy were intended to prioritise spending on local school needs which would enhance quality education and reduce disparities.

By focusing the budgeting on pupils, SMCs were aware of the needs of the 'audience' – the pupils and parents – and, as such, worked to meet their expectations. They also operated in an environment that demanded frugal use of resources that influenced their commitment. The budget was developed by several stakeholders, not individual cognitive misers, and, as such, benefitted from the different views. According to Tetlock (1985), accountability for conduct is a universal matter with enforcement norms. As such, in addition to the budget being participatory, there are guidelines to be adhered to by the head teacher and enforced by the SMC to ensure that pupil requirements are prioritised. Cases of cognitive miser individual processors may be reflected by the case of one SMC where the head teacher usurped the SMC powers and only summoned the SMC members to sign the budget and the SDP. Bayat, Louw and Rena (2014), while revealing results of an investigation in South Africa which seems to be in agreement with findings of this study, advance that whereas school boards were empowered to execute a range of financial activities, drafting the yearly school budget was the most daunting. The devolved financial management was a big responsibility, given the lump-sum monies from government and collections from other stakeholders (Bayat *et al.,* 2014). Financial management demands a strong flair for resourcing and expenditure as well as strengthening stakeholders' competencies to hold SMCs and head teachers accountable (Bayat *et al.,* 2014; OECD, 2016) which SMCs in the current study seem not to have. The researcher tends to agree with the finding that SMCs were involved in financial management activities like budgeting, resourcing and ensuring value for money. It is noteworthy that challenges resulting from inadequate funding from the government and the general poverty levels constrained resourcing. Partly because of the volunteerism spirit, and the need to maximise value for the outputs, there was frugal use of the meagre resources in most SMCs.

The significant recognition of information properties between the 'thinker' and the 'constituent others' is the bedrock of accountability. On an optimistic note, the OECD (2016) recognises that

information related to students' attainment has become more readily available, which may be attributed to increasing demand for accountability from stakeholders. Accountability becomes possible because of the exponential relationship and the sharing of information between the people to account and to whom to account (OECD, 2016). In adducing evidence from the responses in this study, it is indicated that, unlike decisions which are reached by theory, SMCs made decisions based on the data from monitoring (Tetlock, 1985). SMCs seemed to be aware of their monitoring role, what to monitor, when and the likely influence on pupil outcomes and, ultimately, UPE achievement. Monitoring involved agreeing on a schedule for monitoring school activities and developing a checklist of the things to monitor. The monitoring function also benefitted from SMC members who were trained teachers or retired civil servants who had expert knowledge of teaching or who could easily comprehend the roles of SMCs. The findings on the monitoring role of the SMCs in this study are consistent with the works of Ofsted (2011) as well as OECD (2016), which support the involvement of members of SGBs in monitoring school activities and the use of the knowledge gained to challenge the head teacher, ultimately leading to filling up performance gaps and shaping the school direction. Willems (2017) views information-sharing from monitoring as a clear way of legitimising decision-making, as emphasised by Tetlock (1985).

The SMCs scheduled visits with clear checklists of what to monitor and harnessed feedback on whether the decisions and activities agreed upon were being implemented. The physical visits provided for obtaining first-hand information through interaction with teachers and pupils. Through vigilant information processing, as suggested by Tetlock (1985), SMCs may be able to come up with optimal future courses of action. Unlike Arlestig's (2008) and Skolinspektionen's (2010) findings, which indicated that governors made few classroom visits, the SMCs in this study made regular school visits, during which they inspected class teaching, teachers' accommodation and conditions of hygiene, among others. This finding also contradicted the findings of the World Bank (2008) report, which found that the impact of community monitoring on school functioning was lower than expected. It was evident that in most cases the SMCs' monitoring activities were well conducted and the information gained through them was used in crafting solutions for school improvement. In corroboration of the foregoing discourse as viewed through the lens of Tetlock's accountability theory, Lee, Kim and Wansoo (2012) affirm that the audience voice underpins judgement and, as such, plays an active role in forming the actor behaviour (Tetlock, 1985, 1999; Chaiken & Trope, 1999). As such, the clients can improve service delivery by demanding and

153

monitoring services from the providers that are tailored to meet their needs. The researcher acknowledges that SMCs executed the monitoring role but the actual use of monitoring information needs further analysis, suggesting that interventions designed on the basis of the feedback without implementation may weaken the SMCs' commitment.

In light of accountability theory, and supported by other works, the researcher discusses the SMC role related to personnel matters that is evident from the findings. The activities involved in that role include recruitment and selection of staff, posting and transfers, staff welfare, supervision and performance management. Basing on evidence from Kenya, Onderi and Makori (2012) mention the hiring of support staff, staff welfare, supervision and maintenance of staff discipline as functions of governing boards. One would adduce evidence for the suggestion that the government, while devolving personnel matters to SMCs, preferred the cognitive miser strategy. Policy-makers in the central ministries and agencies believed in the primacy of their decisions by devolving personnel matters to community structures without being sure of their capacity to handle the roles. Individualised thought and action gave birth to frameworks and guidelines without due regard to and consultation of the strategic others. Though the findings regarding the personnel matters role were generally related to the literature in Chapter Two, they seemed to be limited in scope and technicality. As such, Enhren *et al.'s* (2016) notion that governing bodies would appoint schools' managerial staff, strengthen their leadership and cause them to account was not effectively fulfilled. SMCs in this study only recruited 'parent teachers' and support staff, perhaps on the basis of capacity gaps. The need to recruit 'parents teachers' was in line with efforts to cater for staff welfare through reducing their workload. The competencies of such teachers might be varied since they were likely to be untrained and not very committed since the salary paid by the parents was likely to be lower than that from the government. Bayat *et al.* (2014) would rightly opine that some of the contentious responsibilities of school boards were those of being expected to appoint and fund additional teachers to supplement the teachers on government payroll. This was so because of the general levels of poverty and the apparent lack of capacity of SMCs to identify talent.

The findings of this study with regard to the personnel role further revealed staff welfare strategies like the maintenance of teachers' houses, co-facilitation for rent and meals, an additional allowance to supplement the government salary and marking allowance. This is consistent with Bush and

Glover's (2012) assertion that head teachers and teachers were most likely to show commitment if they were valued by those who have responsibility for them through their influence on staff motivation, commitment and working conditions. In line with the aforementioned literature and findings, Tetlock's theory considers the SMCs' initiatives of eliciting commitment from teachers through welfare strategies as an acceptability heuristic where SMCs accept the responsibility and adjust their decisions to meet the expectations of the 'audience' (Tetlock, 1985; Tetlock & Lerner, 1985; Vance *et al.*, 2015). SMCs are aware of the likely influence of their decisions on access, quality and equity for UPE achievement. The researcher agrees that, though the welfare strategies seemed small, with, for instance, the monthly top-up allowance on salary being less than five dollars, the teachers appreciated it because it demonstrated commitment from the SMCs.

The other personnel function examined was that of supervision and staff performance management. Whereas SMCs worked closely with the head teacher and would generally be in a better position to supervise and appraise head teachers, the head teachers were instead appraised by the district officials. This runs counter to the principles of good appraisal and supervision where the supervisor and supervisee are expected to work closely, unlike the case where the district official looks at many school head teachers and is detached. Staff supervision and appraisal seemed complicated and technical for the less educated SMC members. Through likening this to Tetlock's accountability theory, the government's individual miser and mentalist attributes are expressed. The policy mandate given to SMCs was oblivious of the competencies and the likely influence on UPE achievement. As such, there seems to be a contradiction with the World Bank's (2008) advice that effective governing bodies should hold their head teacher to account for school performance and ultimate educational attainment. It would be a serious illusion to imagine that SMC members, especially in rural areas with high illiteracy levels, would be expected to appraise the head teacher and other staff. This is because the appraisal process is time-consuming and technical.

The literature on SMC roles and responsibilities cited in Chapter Two seems to be silent on their pivotal participation in providing meals for pupils. This is unlike the findings in Chapter Four that highlight meals as one of the key academic support activities. It is possible that the Education Act (2008) views parents as the natural providers of meals for pupils and may have overlooked factors like the misinterpretation of UPE as including the provision of free school meals (Egal, Oldewage-Theron & Egal, 2012). Not catering for feeding the pupils means that teaching and learning may

be negatively affected. As such, schools seemed to prioritise feeding pupils in classes that were about to sit the primary leaving examinations. The question that remains unanswered is: Whose responsibility is it to provide meals for teachers since the findings seemed to assign the responsibility to the parents? The cognitive miser policy-maker in the ministry responsible for education seemed to be oblivious of the environment by insisting that the parents would naturally take care of their children's meals while at school. This is further complicated by the free primary education policy, meaning that every learning material and facilitation would be provided by the government. The SMCs, however, were aware of the importance of feeding pupils and attempted to prioritise the provision of meals to Primary Seven pupils. The researcher argues that whereas parents may be aware of their natural role in feeding their children, given the poverty levels, it was difficult to contribute towards the purchase of food at school, thus affecting the children's education.

In comparing literature with the findings in this study, the researcher found that SMCs implemented the mobilisation roles (Leithwood, Harris & Hopkins, 2008). The SMCs recognised that there were some school activities which could not be fulfilled without providing the needed resources and stakeholder ideas. As such, they identified partners such as parents, the central government, the local authority, old girls/boys, political leaders, pupils and friends, among others, to collaboratively provide the required resources. Bringing various stakeholders together through mobilisation would make it possible to examine strategies from which to choose a course of action (Tetlock & Lerner, 1985). In some cases, the SMCs' mobilisation role was delegated to illiterate committee members, implying that the role was less technical; but it could also imply that SMCs were hampered by capacity gaps in understanding what the mobilisation function involves. Attempts to strengthen the mobilisation role included the involvement of external parties, especially the local authority (Bayat *et al.,* 2014). Accountability theory, as advanced by Tetlock (1985), provides that people in positions of responsibility will seek approval and are motivated to maximise the most favourable attitude from the others. When they do that, the 'actors'' behaviour and the nature of decisions will be influenced by the hypothesised reactions from the 'audience'. Furthermore, the concurrence of the finding on the SMCs' mobilisation role with Tetlock's (1985) accountability theory is that it involves the exchange of information which may impact on the way SMCs take decisions.

Tetlock's accountability theory provides that 'actors' should accept their roles and responsibilities if they are to serve the 'greater others' in society. SMCs seem to be aware of the perceptions, ideas and expectations of the audience and this is reflected by their working closely with the constituent representatives, and holding consultations and meetings. SMC decisions are as such enriched by the data from such fora instead of being based on theorising or them taking decisions which are unpacked (Tetlock, 1983; Schlenker, 1982). In an earlier study Lewis *et al.* (2009) found that governing bodies had the will and were able to create an environment within which teachers teach and learners learn. The findings with regard to the sub-theme of the responsibilities of SMCs further indicated ownership of their schools (Enhren *et al.,* 2016). SMCs expressed ownership power through the implementation of strategic roles, including planning, budgeting and monitoring, and causing head teachers to account. It is reported that the chairpersons and PTA representatives in SMC B, A and D were very committed to ensuring that UPE succeeded since they visited regularly to check on school activities. These findings seem to indicate that the SMCs had intrinsic motivation, which could have been influenced by the need to see pupils succeed and by the value attached to education by the members since most of them were themselves educated. This is consistent with Willems' (2017) findings, which also indicated that intrinsic motivation would enhance the volunteerism spirit to participate in the activities that improve the performance of pupils.

One would hypothesise further that the sense of ownership was partly as a result of the rigorous manner in which the members were elected, which made it possible to identify people who were likely to volunteer in governance and jointly take decisions and would be transparent in carrying out their roles and responsibilities (Bagarette, 2011; Bayat *et al*., 2014). The sense of ownership was important in creating conditions that enhance teaching and learning and ultimately quality, equity and access to education (Hofman *et al*., 2010; Bagarette, 2011). OECD (2016) emphasises the importance of ownership and willingness, without which policy reform risks being derailed. The findings of the current study also show that SMC chairpersons and the PTA representatives in SMC A and D would call if they were unable to physically visit the school, which infers high levels of commitment and ownership. Willems (2017) acknowledges the utilisation of mobile and media devices in monitoring and in management flexibility.

It would pose conceptual dissonance if the researcher engaged in the study without a clear understanding of the term 'accountability'. As such, the participants were asked what they understood by accountability. The findings indicated that SMC members likened accountability to frugal financial management, value for money, being responsible for the overall school outcomes such as good grades in PLE, co-curricular activities and shaping behaviour. This implies that for accountability to take place, the SMCs had to own the responsibility to plan, implement and monitor school activities. The findings are close to suggestions that educational accountability involves the following: pedagogical matters; fostering a healthy school culture; optimisation of personnel; progressive community relations; and developing strong school leadership (Skolinspektionen, 2010; Farrel, 2011; Merchant *et al*., 2012; McGuinn & Manna, 2013; Eacott and Norris, 2014). SMCs and school head teachers are expected to account to district education offices and the central government ministry responsible for education that delegated the responsibility to them. To hold the actors accountable, Tetlock (1985) suggests the following as an important question while taking decisions: Who is responsible for answering to whom, for what and under what specific terms? In line with the study on understanding accountability, Ehren *et al.* (2015) state that in the Netherlands, statutory accountability involving school improvement was bestowed on boards, leading to quality, in addition to wider community engagement. Verger and Parcerisa (2017) perceive accountability as the interaction involving an 'actor' and a 'forum', where the actor is in a subordinate relationship to the forum and, as such, is obliged to explain and justify his/her decisions. The forum is empowered to pose questions, evaluate, judge and reward the actor. Similar accountability demands and structures are mentioned, which provides for consequences targeted at SMCs and head teachers for failure to address the UPE gaps with regard to access, quality and equity.

However, as Pandey, *et al.,* (2011) assert, communities, through SMCs, were often uninformed of the services they are entitled to, as well as the mandated controls that they can exert over these services (Banerjee *et al.*, 2008) and, as a result, they were unable to effectively demand accountability. The same line of argument is true of Uganda where such powers seem not to have been evoked. The researcher is in agreement with the foregoing discussion on accountability. SMCs should feel some guilt if they do not deliver, as it should be the responsibility of the 'actors' to do so, and the 'audience' should be in a position to demand such accountability.

To augment the discussion on accountability, Tetlock developed conceptual maps of the social world as having two major parts: that of the 'actors' or service providers and that of the 'audience' or receivers of the services (Tetlock, Skitka & Boettger, 1985). They posit that in such a relationship, accountability is a vital feature of decision-making and, as such, persons in positions of responsibility should ultimately be held accountable for the decisions they make. For purposes of holding the 'actors' accountable, they are required to provide information to the 'audience' regarding what they should expect of them, based on which one can cause them to explain their actions and decisions (Tetlock, 1985). Whilst making decisions, leaders are expected to weigh alternatives (Chaiken & Trope, 1999) and make significant trade-offs (Eacott & Norris, 2014). From this standpoint, accountability is viewed as a crucial norm for enforcement and failure to exhibit behaviour which can be constructed as acceptable leads to censure (Tetlock, 1983; Schlenker, 1982). In line with the conceptual maps suggested by Tetlock, SMCs may be considered as the 'actors' and stakeholders, such as parents, teachers, the political leadership, local authority and central government, as the 'audience'. SMC members are obliged to make known their policies and practices to the community because they may be called upon to justify their actions.

The focus of this theme has been on the perennial question of what roles and responsibilities are implemented by the SMCs. This would require further analysis of how they implemented such roles, which is discussed in the next theme.

5.3.2 Theme 2: How SMCs implement and account for their roles and responsibilities in the implementation of UPE

The findings of this study show that the SMCs used various means in performing their roles and responsibilities, including meetings, consultations with other stakeholders, sub-committee deliberations, delegation to PTAs, supervision and monitoring, donor support and eliciting the spirit of ownership and volunteerism.

The Education Act (2008) provides that the SMCs should have one mandatory meeting per term and any other, especially when there is a crisis. Similar findings are reported by Bayat *et al*. (2014) and Othman *et al*. (2014), who both found that governing bodies held regular meetings at the beginning or end of term or called special meetings in times of emergency. Young (2016) supports

meetings since they enhance legitimacy for board decisions. During such meetings, the SMCs discuss the school development plan and budget and report on the performance of the school. Based on similar experiences in England, Young (2016) asserts that meetings are held to discuss matters such as head teacher appointment, signing the annual budget, agreeing to implementation, staff and pupil discipline, and choice of uniform.

This study found that meetings benefitted from the constituents through submitted proposals that were discussed and the decisions taken on them. Willems (2017), in support of meetings, argues that stakeholder participation is occasioned by the need to justify public decision-making. Furthermore, in tandem with the findings, Ehren *et al.* (2015) reveal that school boards that had regular meetings indicated changes in their governance quality. By having varied means through which SMCs implemented their roles, SMCs demonstrated the need for the thinker in an environment where they generated several strategies (Young & Young, 2017). SMCs' operations are in consonance with Tetlock's accountability theory since there is a variety of strategies from which to choose to provide the best possible solutions to the needs or problems identified in the schools. SMCs are aware of the 'audience' – parents and teachers, whose views have to be considered. Meetings reduce the individual cognitive miser thinker view of decision-making since several parties are involved. On one side of the continuum, the study found that one SMC revealed that the head teacher did not call for meetings, with members only being called to sign off minutes as a legislative requirement, thus expressing the cognitive miser image. The probable reason for this finding could be that the head teacher regarded the SMC members as illiterate and not knowledgeable of their roles and responsibilities. The researcher tends to agree with the findings about the use of meetings as a strategy for role implementation. The meetings instilled a sense of commitment and ownership of views.

This study found that, in addition to the general purpose and financial committee provided for by the Act, SMCs in practice formed others, such as the academic, disciplinary and hygiene committees with specific roles. Such committees were charged with responsibilities for discussing, implementation, monitoring and presenting reports to SMCs on the specific areas with which they were concerned. Forming other sub-committees demonstrated that SMCs' functionality cannot be seen in terms of cognitive processes in a laboratory setting; rather, the environment may inform the number of committees to be set up and how they conduct business. Whereas the SMCs seem

to demonstrate the need for more committees, there is a likelihood for them to be redundant in the absence of adequate work. The same members are likely to be on more than one committee, causing fatigue. In corroboration of the finding, Young (2016) affirms that committees were at times formally delegated certain matters for deeper discussion and would thereafter report to a full board meeting. Singling out the finance committee, Bayat *et al*. (2014) recognise the pivotal role the committee plays in managing finances. However, as Young and Young (2017) and Mwinjuma and Baki (2012) seem to agree, school committee members lacked basic technical skills and sometimes gave the impression that once a matter was discussed on the committee, there would be no need for the full SMC to debate it again. The probable reason for the similarity between Mwinjuna and Baki (2012) findings in Tanzania and those on SMCs in Uganda could be attributed to the literacy level of the board members which is more or less the same since Tanzania and Uganda are both developing countries.

Furthermore, SMCs should be viewed in the context of the social environment where the complexities influence the choice of strategies for the implementation of decisions. Individuals such as the PTA representatives and the PTAs were delegated responsibilities (Education Act, 2008). The probable reason for such delegation to the PTA representative and the PTA was that SMCs needed support from parents in terms of funds, physical labour and materials. The recognition of PTA support seems to be contradictory to the intentions of the government, which had sought to provide free primary education. It seems that the government of Uganda could have used the cognitive miser decision approach in abolishing the PTAs without realising the role that parents play, especially in funding to supplement government grants. Willems (2017) supports the voluntary participation of parents in school governance, funding and educating their children. Onderi and Makori (2012) argue further that it was important to have parents on school governance structures since it would give the community voice and enable the harnessing of their support (OECD, 2016). The researcher tends to argue that the parents' role in educating their children cannot be diminished, especially in a poor economy. Their interest in the school outcomes causes them to demand SMC accountability.

The findings further indicated volunteerism, eliciting sense of ownership and commitment as a strategy for implementing SMC roles. Volunteerism was considered as a strategy because government could not afford to pay all stakeholders involved in school management especially

those who are not full time employees. As afforded by the multi-site SMCs, the majority demonstrated a high spirit of volunteerism, ownership and commitment. The spirit of volunteerism and ownership may be inferred from the regular visits to the school to monitor, participating in meetings and mobilisation of other stakeholders to support school activities without demanding remuneration. The researcher argues that the sense of volunteerism, commitment and ownership were partly due to the careful selection of community members that have intrinsic attachment for the success of pupils and by so doing enhance UPE achievement. Furthermore, the ownership spirit may have been enhanced by the statutory enshrinement to manage primary education delivery. Naong and Morolong (2011) in support of volunteerism as a strategy for school activities implementation contribute that the spirit encouraged the desire by parents and community members to be familiar with their roles that would enhance school governance. In addition, as advanced by Gonzalec, *et al.,* (2017) volunteerism encouraged stakeholder involvement in the decision making process (Quan-baffour & Arko-achemfour, 2014).

Illustrating the 'decision maker' in a contextualized environment, responses from SMC C indicated the lack of volunteerism and ownership by SMC members due to the elite capture by the head teacher who did not call for meetings but processed minutes for the chairperson to sign. Willem (2017) emphasises the importance of volunteerism especially from parents since the spirit would encourage parents to take on responsibilities such as financing school activities. Nesbit and Brudney (2010) reporting of the American experience, advance that the ownership and volunteerism spirit declined bringing about disparities in educational delivery. The possible reason for such decline in America was the entrenchment of capitalism philosophy.

Findings indicate further that SMC role implementation was supported by donor aid that was used for training on their roles and responsibilities, infrastructure in terms of construction of a dormitory, solar light, computer lab and feeding to children with disability. This does not only infer that education attainment is fulfilled through support from various stakeholders, but also, the possibility that government was unable to fulfil the free primary education promise to the people. In addition, children with disability seem to be expensive to support using the fixed government grant rates. To support this view is the fact that when donor support was withdrawn, the numbers of children with disability dropped drastically furthering the disparities UPE sought to address. The donor support seems to focus on areas which are less funded by government. In line with the

findings, literature expresses the significant educational aid support for Uganda and what seems not to be clear is the effectiveness in enhancing attainment of UPE goals (Penny, *et al.*, 2008; Channa & Channa, 2015). This is in line with Tetlock (1985) accountability theory where the donors as the 'actors' make contributions in areas where they can earn the greatest approval by the 'audience'. On the other side of the continuum, Steer and Wathne (2013) as well as D'Aiglepierre and Wagner (2013) found that educational aid was far less than promised and seemed not to priotise countries in need.

5.3.3 Theme 3: The challenges experienced by the SMCs in ensuring accountability for the implementation of UPE

The findings indicate that SMCs faced challenges related to SMC incompetency, poor resourcing and poor implementation of policy provisions from the government, such as language of instruction.

Viewing accountability through the lens of Tetlock's accountability theory, one would not only look for strategies to cope with anticipatory approval of the constituents but also think about the likely challenges with a view to looking for solutions. There may occur situations fraught with a threatening predicament that require post-decisional accounting tactics, for instance the need to justify decisions and judgement for failing policies. This tenet of Tetlock's accountability theory is consistent with the findings that SMCs did not adequately meet the financial activities role, partly as a result of the government not taking into consideration factors such as the capacity of the SMC members, the attitudes of the community and perhaps the general poverty levels while devolving fiscal power amidst promises of providing free education. Belatedly, though, the government seems to have become flexible with regard to the financing options that SMCs may engage in. Willems (2017) is of the view that, whereas parents were natural alternative funders of their children's' education, having them supplement funding to schools would amount to them making double payment since they would have contributed through taxes and, as such, would seem over-burdened. Consequently, budgeting in schools situated in communities with low-income members would be negatively affected and this would lead to inadequacy of scholastic facilities. The researcher tends to agree with the finding with regard to challenges in resourcing by advancing that the very first mistake the government could have made was giving false hope for free primary

education. In addition, since much of the community seemed not to appreciate education, requiring them to pay creates for them an excuse for keeping their children at home, which increases the dropout rate. Low resourcing means poor quality education and parents with resources will choose to take their children to better public or even private schools.

The caveats identified in other works regarding SMCs' financial activities role included over-dependence on the central government, late releases, poor contribution from parents and total lack of budgeting (Bagarette, 2009; McGuinn & Manna, 2011). The fixed per-learner-per-term block grant approach used in Indonesia, which is similar to Uganda's, was not only inflexible and, as such, would not afford the opportunity to use the funds where they are most needed, but the funding was also not adequate for the school expenditure (MoES, 1998; Sumintono, 2009; Vernez *et al.*, 2012). Conversely, Lai and Cheng (2011) report greater flexibility in the way schools locally managed budgets in England. The probable reason for the difference in autonomy in the use of funds could be the level of community financial accountability. Following a study in Indonesia, Winardi (2017) further reveals that gaps existed in resourcing and budgeting. What seems clear, though, as accentuated by Council (2012) and Benevot (2016), is that quality in education cannot be achieved without the provision of adequate resources. Sometimes the government has made wasteful decisions by providing small portions of funds to schools, which rarely impact on education delivery.

In line with the individual mentalism of policy-makers, it was thought that devolving fiscal power to SMCs would enable them to resource school activities (Tetlock & Lerner, 1985). As already observed, however, the findings indicate challenges where at the extreme of the continuum SMCs were not involved in the budgeting and were only informed by the head teacher to sign as a requirement by the higher authorities. This finding is similar to Mbugua and Rarieya's (2014) in a study in Kenya where budget estimates existed in schools but school governors rarely debated them or they were developed by few members. Therefore, as Dimmock (2013) admits, it is not possible to claim that increased decision-making over allocated resources necessarily increased productivity in the form of learning outcomes. There was, therefore, a demonstrated need for financial management skills by SMCs for the schools they were responsible for to avoid financial fiascos (Othman *et al.,* 2016).

Further findings with regard to the challenges experienced by SMCs in their implementation of the roles and responsibilities are indicated in the activities related to teaching and learning. Such challenges included overcrowded classes, high dropout rates, poor discipline, absenteeism and late-coming. It is indicated that the community had a role to play in the management of indiscipline since cases of late-coming and absenteeism of both teachers and learners were especially reported during the planting seasons and other community activities, such as burials. This adduces evidence for Tetlock's accountability theory. The relevant 'hard-core' assumption of Tetlock's regarding the forgoing discussion is the acceptability heuristic, which recognises the SMC as the 'actor' which, by knowing the needs of the 'audience', simply comes up with suggestions to address such matters. As such, the SMCs are conscious of the community role in the management of UPE and engage them through sensitisation, mobilisation and meetings. In corroborating the findings with literature, Guloba *et al. (*2010) point out that SMC functionality was wanting in some schools. This was irrespective of the mandate given to SGBs to adopt a code of conduct for learners and staff (Tsotetsi, *et al.,* 2008). The probable reason, as Winkler and Sondergaard (2008) intimate, could have been the limited powers of SMCs to hire and fire school personnel and, as such, head teachers in some schools seemed not to give SMC members the respect they deserve as their supervisors. Reporting on Uganda, Acam *et al*. (2012) acknowledge the successes of education efforts in terms of access, though cases of under-achievement, including poor quality, the inadequacy or unavailability of textbooks, parents' reluctance to contribute to formal education, low attendance rates and high dropout rates, were evident. The researcher tends to argue further that indiscipline could stem from poor appreciation of education by the community and teachers' negligence, which poses a threat to quality and access accountability.

Meals were revealed as one of the challenges faced by the SMCs. Most of the participants spoke of the lack of meals for both teachers and learners. The lack of meals at school would influence the quality of learning and teaching in addition to poor time management if teachers and pupils had to go out for lunch. Emphasising the importance of meals, the OECD (2016) reports that learners provided with school meals were seen to learn more effectively than in schools without feeding programmes. The inability of the government to provide meals connotes poverty, negligence and the presupposition that parents would naturally provide meals to pupils and teachers.

The ethos of accountability theory as viewed through the analogy of the contextualised 'thinker' is that context informs thought and action. This is evident in the diverse degrees of SMCs' ability to implement their roles and responsibilities. Amidst the inadequacies, perhaps due to general poverty levels, is the need to maximise the positive image, as seen through the attempts to develop strategies, such as stakeholder involvement, that would meet the required measures of performance. Data also provided evidence on caveats relating to physical resources which included inadequate number of classes, teachers' houses, teachers' lack of staffrooms and the poor state of the dormitory for the learners with special needs. On the extreme side of the continuum, it was found out that in one of the SMCs, Primary One pupils sat on the floor, which made learning difficult. This is consistent with Winardi's (2017) findings based on an Indonesian study which revealed that schools were enough in number but had an insufficient number of teachers and students as well as facilities, especially in the poorer provinces.

The cognitive miser analogy limits itself to empirical laboratory practices, which in this study allude to central government departments. Whereas the central government devolved the governance responsibility to SMCs, the study found that there were challenges with the competency of the members. The guidelines to SMCs acknowledge that though some members may be illiterate, they would contribute to UPE management. One possible reason for entrusting illiterate persons with the education role was that the community could not raise the number of educated members to constitute SMCs. Literature from elsewhere points to members of SGBs not being aware of what was expected of them, lacking confidence and not being able to exercise their powers, and to their effectiveness differing from one context to the other (Dayaram, 2008; Brown & Duku, 2008; Mncube, 2009; Lunenburg, 2010; Xaba, 2011; Bagarette, 2011; Onderi & Makori, 2013; Othman, 2017). Such members were, thus, dominated by principals and the educated members. Inadequate capacity risks effective ownership and may derail accountability. Explicitly, capacity training is important since schools are more autonomous (OECD, 2016) and, as such, are expected to take appropriate decisions without all the time referring to higher management tiers. Willems (2017) adds that there is need for skills acquisition if school boards are to effectively participate and their decisions are to be respected as robust and legitimate. The researcher agrees that the government had good intentions of interesting the site-level community in the management of the school, though their capacity for effective mandate handling seemed wanting. However, the community took part in the roles with commitment and compensated for their capacity needs

166

through delegating responsibilities according to capability and through lending support to SMCs by bringing on board members from neighbouring schools.

Conversely, SGBs in developed countries tended to have more educated, wealthier and professional or retired persons (James *et al.*, 2010; Lunenburg & Ornstein, 2012) and, as such, were operating effectively. This view seems to be a counterpoint to Young and Young's (2017) finding that the decisions passed by SGBs were rarely debated. In most cases meetings rotated around the presentation of information by the principal. Young (2012) explains further that formalities such as strict adherence to the agenda and the dominance of meetings by privileged voices hampered the functioning of SGBs (Committee, 2013; Maricle, 2014). As such, building capacity in decision-making, financial management and planning was essential, and so was the appropriate knowledge prior to taking up office and during tenure (Bush & Glover, n.d.). Being better educated had its own drawbacks, such as lacking time for school activities, especially since it was not gainful. The divergence between James *et al.*'s (2010) and Young's (2012) findings, despite the fact that both studies took place in England, could be as a result of the different samples and scope of their studies. In line with Tetlock's accountability theory, the researcher agrees that a study may be affected by the context in which it takes place.

The ability of people to adopt complex structures of information processing in response to changing circumstances is evident in the monitoring role of SMCs. People decide consciously from a wide variety of possible strategies. The researcher agrees that SMCs did monitoring but the quality and use of information generated was not accounted for. Xaba (2011), following a study in South Africa, points to the difficulties experienced by the SGB members as they monitored school activities. There were reports of lack of commitment due to inability to reimburse members when they showed up to monitor yet members of the governing bodies were not paid workers (Education Act, 2008; James *et al*, 2011; Mncube, 2009; Xaba, 2011; Onderi & Makori, 2012). Though vigilance in monitoring was demonstrated among most SMCs, there were weaknesses that impeded obtaining the right information to effect changes, such as differing data collection tools or the lack thereof. Whereas most members of the SMCs expressed a high sense of volunteerism, members of SMC C mentioned the lack of motivation due to non-payment for the work they did;

167

they remarked that they would rather spend their time fending for their families. Such conditions would lead to further disparities in terms of monitoring results and ultimate accountability.

Automatic promotion to the next grade, the use of continuous assessment in lower classes and that of the local LOI, and curriculum-related challenges were experienced by the participants in this study. These challenges seemed to be inherent in the policy borrowing by the government, which did not consider how the curriculum requirements would be implemented in the schools in Uganda. What is less clear is what this might mean in contexts of high multilingualism, such as the urban areas of Uganda (Penny, *et al*., 2008; Plüddemann, 2016). A UNESCO (2014) report embraces a bilingual approach – through teaching in a child's mother tongue throughout the primary grades alongside the introduction of a second language to improve performance in other subjects. A study by Sabates, Westbrook and Hernandez-Fernandez (2015) shows that adopting Kiswahili as the LOI in primary schools in Tanzania – which is a success story – had two advantages: the first was that Kiswahili was seen as a panacea for multilingualism; the second was that for many learners, Kiswahili was their mother tongue or the indigenous language commonly spoken in their area.

In the case of Uganda, the government used the cognitive miser individual thinking in deciding on policy without carrying out consultations. The findings with regard to the local area language as one for instruction during lessons reveals that while pupils seem to acquire knowledge literacy more easily, the SMC members criticised the policy, arguing that the use of the local language negatively influenced the performance of pupils in PLE since examinations are written in the English language (Tsotetsi, *et al.*, 2008; National Curriculum Development Centre [NCDC], 2015). The probable reason for SMCs to decry local area language use as recommended for Primary One to Primary Three was the challenge of the transition to communicating in English, which is the language for the final examinations. As such, as evidenced from elsewhere, there has been a general shift towards English (Kruger, 2016).

The other challenge with regard to LOI was that in almost every class, teachers interfaced with children with special needs, which required specialised sign language. The inclusive education approach seemed not to adequately cater for physically challenged children in relation to the adequacy of trained sign language teachers. Whether sign language would constitute a mother tongue in the case of the deaf is still an issue for debate (Reagan, 2008).

The researcher finds that, whereas the thematic curriculum seemed to be well intended, it seemed to have been hurriedly implemented, without the development of adequate capacity, of the teachers, teaching materials and classroom structural redesigns. Altinyelken (2009) following a study of Uganda, explains that implementation was done after a few workshops especially with district officials who would monitor implementation and cascade further to the teacher as the actually implementter. Lee and Ling (2013) assert that none involvement of the teachers in the curriculum development as the actual implementers was spelling doom for the success. Min, Rashid and Nazri (2012) argument further that attainment of the curriculum reform would not be possible if the teachers were not grounded in content and new approaches to deliver the content. In the thematic curruclum implementation the pupils were not only transiting from the local language as language of instruction but also from continuous thematic assessment to subject based examinations (Che & Yang, 2013). This pause further questions as to wether the thematic curruclum would bear fruit since Uganda as a country seems to emphasise the end of cycle examinations which follow the subject based curruclum.

5.3.4 Theme 4: The relationships within the SMCs and other stakeholders in the implementation of UPE

This section discusses the findings in relation to relationships within the SMCs, SMCs' relationships with external partners, the accountability structure and the perceptions of other stakeholders regarding SMCs. Firstly, the findings indicate that the relationships among most members of SMCs were healthy and that they were poor among a small number.

While selecting samples for the study, the researcher chose professional educators (head teacher and teacher's representative to the SMC) and non-professional educators (chairperson and PTA representative), hypothesising that the two parties would be antagonistic. This was based on the researcher's lived experiences while training SMC members under the NICHE programme. However, in this study most SMCs enjoyed harmonious working relationships. The working relationships were referred to as healthy and these assertions were supported with narrations of teamwork, respect for each other's views and constant consultation. The intense interaction between the 'actors' and the 'audience' and the exchange of information are in line with the tenets

of accountability theory. This meant unity of purpose with regard to ensuring UPE access, quality and equity. Good working relationships also exhibited good governance, raising the likelihood of delivering the expectations of UPE. Bagarette (2009) as well as Bush and Heystek (2010) add new dimensions to good working relationships based on the ability of the members to fulfil their allocated functions, such as mobilisation of resources. The researcher tends to argue that, in addition, the harmonious working relationships were due to the intrinsic unity of purpose.

As opposed to the developed countries, much of the reviewed literature in developing countries pointed to poor relationships, especially between SGBs and head teachers (Uwezo, 2012). The findings seem to suggest that role clarity is lacking and that there is role conflict. This contradicts Bush and Heystek's (2010) assumption that harmony amidst the many interest groups represented on the SGB would be sought. The findings in this study indicate that the members of SMC C were displeased by the head teacher's usurping of SMC powers, by his rarely inviting them for meetings and, in most cases, just briefing them on school activities after their implementation. Other incidents of role conflict were reported when the church rejected the posting and transfer of teachers on the basis of religious affiliation. It seems that the church had the power to influence the decisions made by the SMCs in carrying out their roles and responsibilities. The overstepping of boundaries by the church may be attributed to their traditional founder position and their having more members on the SMCs besides the chairperson of the committee (Education Act, 2008). In addition, the interests of the church-founded schools seemed far from fostering education; instead they seemed more interested in using the schools as a forum for further evangelism. In line with the cognitive miser image as proposed by Tetlock, the government policy-makers bundled the constituents together on the committee without taking into account their varying motivations. Such action could have led to conflict within the school committees. Bayat *et al.* (2014) postulate that members of governing bodies and head teachers seemed not to have adequate knowledge of the guidelines or deliberately misinterpreted them, resulting in mismanagement.

In an environment characterised by complex social and organisational structures to which people belong, relying on the central idea of a cognitive miser to identify the behavioural strategies that people develop for coping with invaluable or important decision-making has limitations. This seems true of the different tiers of primary education governance. The findings of this study indicate that other stakeholders, such as the government, local authority, NGOs and PTAs had a

role to play in the delivery of UPE. The increasing complexity and the amount of accountabilities in schools meant that it is no longer possible for any one leadership tier to claim sole responsibility for education achievement (Bandur, 2012). The OECD (2016) reports the adoption of a governance system that de-bureaucratises the central government and instead shares power with the lower-level tiers, i.e. the local government and school board levels. Serfortein (2010) as well as Hallinger and Lee (2013) add that education governance constituted various tiers with a set of responsibilities. The possible reason is to reduce overload and create sense of ownership at the site level.

In this study, SMCs were aware of the central government roles which include financing, policies, setting standards and setting national examinations. Evidence in the findings points to the view that whereas public schools have a high degree of self-management, they are bound by the framework set by the central government (World Bank, 2008; Ofsted, 2008; Salvioni *et al.*, 2011; Merchant *et al.*, 2012; Dimmock, 2013; Enhren *et al.,* 2016). The central government plays a central role in supporting information and in offering thinking at local level, capacity-building, the provision of information and offering frameworks (OECD, 2016). Decentralising education management and governance meant that the district education office was to carry out the oversight role in the primary schools located in their areas of jurisdiction (MoLG, 1997; Grogan, 2008; Prinsen & Titeca, 2008; Education Act, 2008; Suzuki, 2010). District inspections were often looked upon as instruments for controlling and promoting the quality of schools (Rasmussen & Zou, 2013; Ehren *et al.*, 2015). Winardi (2017), however, warns that for quality education delivery to be achieved, the nature of the local government authority should be considered, as it was a factor that would either lead to progress or impede education access, quality and equity. The researcher argues that the local government officers need to be motivated to have the will, build capacity and access facilitation to adequately guide, supervise and demand accountability from SMCs.

In addition to the central government and district levels of school governance, primary school governaning bodies were given a substantial role and responsibilities (Bandyopadhyay & Dey, 2011; James *et al.,* 2011; Tatlah & Iqbal, 2011; Mwinjuma & Baki, 2012; Mampane, 2008; Sumintono, 2009; Strike, 2010). Othman *et al*. (2016) found that boards played a pivotal role in safeguarding the collective interest of members. Young (2016) argues that committees provide

space for the involvement of parents, staff and members of the local community in making important decisions about schools. Such powers were intended to provide an opportunity for all stakeholders in the schools' host communities to be involved in school governance (Krauss, 2017). The findings indicate that all schools had constituted SMCs. What seemed clear, though, was that they implemented the roles and responsibilities differently, as the researcher found in the current study.

To obtain responses from the participants regarding the expectations of how SMCs were perceived by other stakeholders, the researcher asked related questions including who are the other stakeholders in the management of UPE and the nature of perceptions by the other stakeholders towards the SMCs. The stakeholders were identified as the central government, local governments, NGOs and politicians, among others. The responses indicated that the SMCs expected to have a positive relationship with the stakeholders. This was, however, only possible if the SMCs performed their roles in creating an environment where potential learners could have access to quality education. There seems to be a symbiotic relationship in which SMCs are expected to cultivate the cooperation with the stakeholders such as head teachers, parents and the community. Such positive perceptions by other stakeholders would indirectly cause SMCs to perform their roles and responsibilities in order to win the recognition of the other stakeholders. The SMCs seemed to be aware of the various parties with whom to relate in order to fulfil the accountability roles and responsibilities for UPE achievement. The good relationship would lead to soliciting of support in terms of funds and other resources from parents and well-wishers. The SMCs realise that stakeholders recognise their efforts, which encourages them to be more committed to the attainment of UPE goals. Respect for technical staff, as one of the expectations of SMCs, was reported as one of the factors that would enhance the positive influence. This is in line with Tetlock's argument that the 'audience's' expectations of the 'actor' would influence the decisions.

5.4 Contribution of the Study

The previous section discussed the research findings through the lens of Tetlock's accountability theory. The findings were also compared with literature, highlighting areas of disconnect and

concurrence. While discussing the findings, the researcher identified some unique contributions to the field of educational governance, which is the mainstay of this section. In this regard, the researcher makes the following contributions.

Firstly, the researcher makes a scholarly contribution by suggesting a model on how SMCs, in partnership with PTAs, account for UPE achievement through measures of access, quality and equity. SMCs need the support of PTAs in the implementation of UPE. The model is presented below as Figure 5.1.

Figure 5.1: SMC and PTA accountability model
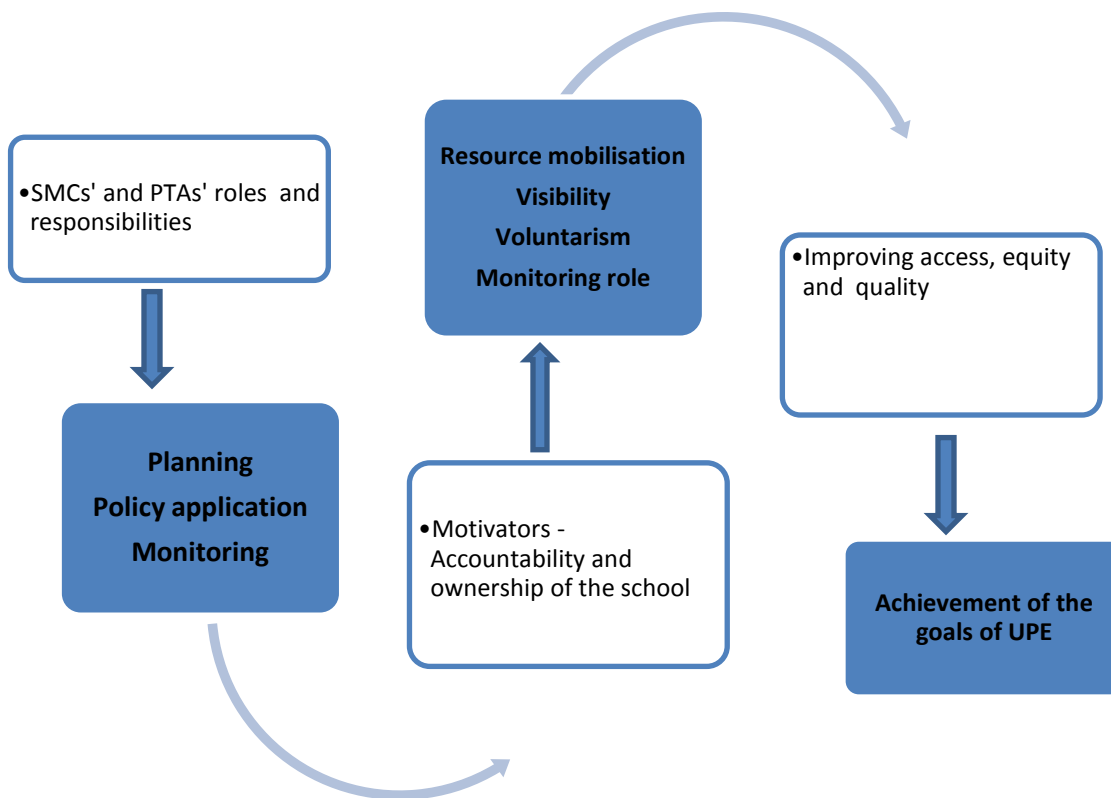
SMC	Resource	Accountability	UPE pillars
PTAs	mobilisation		
		Ownership	
	Visibility		
	Voluntarism		
	Monitoring role		

Figure 5.1 above shows that SMCs carry out the roles of planning, policy application and monitoring. Within the SMC is the representative of the parents' constituency. The findings indicate that this representative was often delegated the responsibility of mobilising parents to support SMCs and school activities. The joint work of the SMC and PTA leads to perceived ownership and accountability. The sense of ownership and accountability will lead to the implementation of roles, leading to the fulfilment of UPE, which can be measured through access, quality and equity. With the attainment of access, quality and equity, the overall UPE programme is achieved. The model demonstrates trust between SMCs and PTAs.

Secondly, the researcher makes a contribution to educational management studies by suggesting a re-definition of the term 'Universal Primary Education' to refer to the concept of 'free primary education'. While introducing UPE, the government of Uganda is acknowledged as one of the countries that embraced it as free UPE (Education Act, 2008; Onderi & Makori, 2013; Duada, 2004). This would mean that for education to be universal such that all eligible children access quality education, then the government had to support it fully. Otherwise, disparities in quality and access to education continue to be problematic.

The researcher in this study argues that 'free education is not free' and, as such, it is not possible that a country can implement free primary education without adequate resourcing. In the spirit of providing free primary education, the government abolished the payment of PTA fees. On the contrary, the PTA fund simply underwent a change in name to 'development fund'. This was as a result of the inadequate funding by the government. The responsibility of providing education seems to have shifted from one role player to the next, and this does not mean that education is "free". In such a situation, the perception of 'free education' remains a myth, not a reality.

The other contribution is the power to deliver the mandate of the SMCs through the spirit of voluntarism and commitment. SMCs largely carried out their roles owing to the strong spirit of volunteerism. The spirit of service above self, as adduced from the findings, is partly due to community recognition of the importance of education and the intrinsic desire to see their children succeed.

Lastly, the researcher contributes by advancing that whereas religious denominations such as the Anglican and Catholic churches and the Muslim faith have been praised for contributing to education as founding bodies, their ultimate aim seems to be far from enhancing education but rather evangelism and gaining financially from the church fees paid by the schools. As such, education seems to be used as a vehicle for different motives, such as spreading religion.

5.5 Limitations of the Study

This section highlights the limitations of the investigation and explains grounds for future research on SMC accountability. Largely, the study addressed the questions it sought to address but this does not preclude challenges. The challenges include those inherent in the study approach and those encountered during the field activities and analysis.

One of the limitations of this study was the choice of a multiple case study approach which limits findings to the site of data collection since it cannot be generalised. Being a study that focuses on policy reform implementation the effects of which it takes time for one to adequately measure, it would have been better if a longitudinal study covering a wide scope of SMCs was used. This would have produced better results. However, this was occasioned by the limited time available for the course and the inadequate amount of resources that would not cater for a longitudinal study. In future, the requisite resources and adequate time should be considered with a view to ensuring that better findings are produced.

The other limitation was in line with the choice of the sample, including four SMCs from each of which four members were purposively selected. Though qualitative research advocates a small, data -rich sample, the study would have benefitted from random sampling that would have afforded an opportunity to any SMC and SMC member to participate in the study. The researcher thought

that a purposive sample of two educator members and two non-professional educators would portray the relationship between the members, which might conceptualise the outcomes of the study. In future, any SMC and SMC member should be given an opportunity to participate. The researcher should also expand the scope of participants to include district and ministry officials who oversee the SMCs and develop the policy framework within which SMCs operate.

The researcher spent considerable time – close to three month – analysing data. The process involved data capture, personal transcription, compiling and analysis to generate themes. He would have benefitted from data analysis software, for instance CAQDAS, instead of the laborious process of producing the big document attached as Appendix I In future, the software will be utilised to increase efficiency and reduce the amount of time involved.

The other anticipated limitation was that the study would be time-consuming and costly since it involved intensive data collection from multiple sites and analysis of the data. The researcher overcame this by requesting time-off from his place of work in order to concentrate on his studies. In the case of costs, the researcher sought funding from the employer and benefitted from a scholarship. Additional costs were incurred when the researcher was required to return to the field since during the earlier visit he had not obtained information from sixteen targeted participants.

5.6 Delimitations of the Study

The following delimitations may be considered in this study:

The readers may have expected a bigger sample since the choice of four seems to be limiting regarding SMC accountability for UPE findings. Though an attempt was made to pick participants from each region of the country, the sample still turned out to be far from representative. However, a small sample was considered adequate due to the fact that a very big sample in a qualitative study would produce a lot of unnecessary data, posing challenges for the analysis.

One would have expected the researcher to include ministry and district officials as participants in the study since they are the policy-makers and overseers respectively. However, this was not possible given the timeframe and resources available for the completion of the thesis.

5.7 Avenues for Future Research

The researcher proposes that future studies could explore further the roles of the founding bodies (religious denominations) as constituents on the SMC. The findings seemed to indicate that the education role was being presented as secondary to evangelism.

Future studies could also look at the possibilities of expanding the scope to cover new and more SMCs in a longitudinal study to adequately harness the benefits of policy reform effectiveness.

Further studies should explain the contribution of other factors and actors, besides the SMCs, to UPE achievement.

5.8 Conclusion

The purpose of this study was to analyse how school-based accountability is practised by SMCs to facilitate the management of UPE in Uganda. The attendant research objectives were: to examine the roles and responsibilities of SMCs in the management of UPE in Uganda; to establish how SMCs exercise and account for the management of UPE in Uganda; to analyse the challenges experienced by SMCs in their accountability for the management of UPE; and to examine the nature of relationships within the SMCs and with other stakeholders in the implementation of UPE.

The findings indicated that SMCs did exercise their mandate in accounting for the management of UPE though with varied amounts of success owing to factors like limited capacity of SMC members, inadequate government funding, policy confusion, i.e. pronouncement of free universal education amidst poor resourcing and the flexibility to allow parents to contribute, political interference etc. The findings further recognised the importance of the volunteerism strategy as a cornerstone of UPE implementation since the SMCs were poorly resourced partly due to poverty levels in the community. Whereas in choosing the educator and non-professional SMC members as samples for the study, the researcher thought that this would illustrate poor working relations, most SMCs demonstrated healthy relations. These healthy relations existed both within the school and between the SMCs and the external stakeholders. The external relationship emphasised accountability to the district and central government structures. Furthermore, the SMCs benefitted from ideas and resources to execute their accountability roles. The researcher concludes that government needs to further strengthen SMCs by way of capacity-building. It also needs to provide

resources for facilitating the implementation of the SMCs' roles and making reimbursements to members when they carry out school activities like meetings and monitoring. The government will need to clarify the role of PTAs in line with school governance in comparison with SMC roles.

5.9 Recommendations

- The government should further strengthen SMCs by way of resourcing for the execution of decisions and plans that they agree upon. Non-fulfilment of their mandate may frustrate the SMCs.

- The government should declare that it cannot provide free universal education so that SMCs do not operate in an environment of policy conflicts and political misinformation.

- The government should revisit the language of instruction (LOI) policy since it seems to bring different results compared to the policy intentions.

- The government should take up the feeding of children at school since several parents seem to be unable to carry out this role.

- The government needs to review the role of the founding bodies (religious denomination representatives) as constituents on the SMCs and come up with a policy pronouncing itself on whether the SMCs need the big number of representatives.

5.10 Summative Conclusion

The chapter discussed the findings of the study in comparison with other works and Tetlock's accountability theory. Of equal importance, the chapter presented the contributions of the study to the study area. In addition, it discussed the limitations, delimitations and recommendations.

References

Acham, H, Kikafunda, J.K, Malde, M.K, Olde Wange-Theon, W.H, & Egal, A. A (2012). Breakfast, Midday meals, and academic achievement in rural primary schools in Uganda; implication for education and school healthy policy. *Food and nutrition research.* ISSN: 1654-6628. http://www.tandfonline.com/101/zfnr20

Altinyelken, H, K. (2010). Curriculum change in Uganda: Teacher perspectives on the new thematic curriculum. *International Journal of Educational Development* 30 151–161. Amsterdam. www.elsevier.com/locate/ijedudev.

Andevski, M., Arsenijević, J., & Spajić, B. (2012). Leadership Characteristics of Employees in School Systems in the Republic of Croatia and the Republic of Serbia, *14*(47020), 881–915.

Application of Principal–Agent Theory, Oxford Development Studies, 37:1, 33-46, DOI:

Approach, C. (2012). The quality of public primary education in rural Uganda, (May).

Argon, T. (2015). Teachers' and administrators' views on school principals' accountability. *Educational Science, Theory and Practices.* DOI 10: 12738/estp.2015.4.2467

Ärlestig. H. (2008). Structural prereqyusites for principals and teachers' communication about teaching and learning issues. *Sweden* Improving Schools. *SAGE Publications Volume 11 Number 3 November 2008 189–203 ISSN 1365-4802 DOI: 10.1177/1365480208097000*

Ayeni, A. J., & Ibukun, W. O. (2013). *A Conceptual Model for School-Based Management Operation and Quality Assurance in Nigerian Secondary Schools, 2*(2), 36–43. Retrieved from http://doi.org/10.5539/jel.v2n2p36

Bagarette, N. (2011). Power relations in school governing bodies: Implications for effective school governance. *Journal of Social Science*, *29* (3): 223-236 (2011).

Baker, M. (2010). Policy changes in education speed ahead. http://www.guardian.co.uk/education/2010/jul/20/education-policy-changes

Bandur, A. (2012). School-based management developments and partnership : Evidence from Indonesia. *International Journal of Educational Development*, *32*(2), 316–328. http://doi.org/10.1016/j.ijedudev.2011.05.007

Bandyopadhyay, M & Dey, M. (2011). Effective school management committees. *Create India Policy Brief 4.* Available at http://www.create-rpc.org.

Banerjee, A., R. Banerji, E. Duflo, R. Glennerster, and S. Khemani. (2008). Pitfalls of participatory programs: Evidence from a randomized evaluation in education in India. Policy Research Working Paper Series 4584, *World Bank*

Baxter, P., & Jack, S. (2008). Qualitative case study methodology: Study design and implementation for novice researchers. *The Qualitative Report, 13*(4), 544-559. Retrieved from http://nsuworks.nova.edu/tqr/vol13/iss4/2

Bayat, A., Louw, W., & Rena, R. (2014). Is the school governing body a determining factor in the under-performance of secondary schools in the Western Cape Province, South Africa ? Issues and perspectives. *Africa Review*, *6*(2), 121–137. Retrieved from http://doi.org/10.1080/09744053.2014.914640

Benavot, A. (2016). Assuring quality education and learning: Lessons from Education for All. *Prospects*. Retrieved from http://doi.org/10.1007/s11125-016-9386-1

Blanche, M., Durrheim, K., & Painter, D. (2009). *Research in practice; applied methods for the social societies.* Cape Town: Lebone Publishing Services.

Boadua, A.N., Milondzo, K.S., & Adjei, A. (2009). Parents-community involvement in school governance and its effects on teacher effectiveness and improvement of learner performance: A study of selected primary and secondary schools in Botswana. *Educational Research and Review*, *4* (3), 96-105. ISSN 1990-3839. Retrieved from http://www.academicmicjournals.org/ERR

Bowen, G. A. (2009). Document analysis as a qualitative research method. *Qualitative research journal*, 9(2), 27-40.

Briggs, A.R., Marrianne, C., & Morrison, M. (2012). *Research methods in educational leadership and management.* London: Sage Publications.

Brooks, J.S & Normore, A.H. (2015),"Qualitative research and educational leadership", *International Journal of Educational Management*, Vol. 29 Iss 7 pp. 798 - 806: http://dx.doi.org/10.1108/IJEM-06-2015-0083

Brown, B. & Duku, N. (2008). Negotiated identities: Dynamics in parents' participation in

      school governance in rural Eastern Cape schools and implication for school

      leadership. *South African Journal of Education*, 28, 431-450.

Bush, T. & Glover, D. (2014) School leadership models: what do we know?, *School Leadership*
      & Management, 34:5, 553-571, DOI: 10.1080/13632434.2014.928680

Bush, T. (2011). Theories of educational leadership and management (4th ed.). London: Sage.

Bush, T. (2016). *Autonomy and Accountability: Twin Dimensions of the Reform Agenda, 41*(6),

      697–700. Retrieved from http://doi.org/10.1177/1741143213499279

Bush, T., & Glover, D. (2012). Distributed leadership in action: leading high-performing
      leadership teams in English schools. *School Leadership & Management*, *32*(1), 21–
      36. http://doi.org/10.1080/13632434.2011.642354

Bush, T., & Heystek, J. (2010*). School governance in the New South Africa*. British Association

      for International and Comparative Education. DOI:

      10.1080/0305792032000070084.

Bush, T., & Middlewood, D. (2013). *Leading and managing people in education*. Retrieved from

      https://uk.sagepub.com/en-gb/afr/leading-and-managing-people-in-
      education/book239346

Bush, T., Bell, L., & Middlewood. (2010). *The principles of educational leadership and*

      management. London: Sage.

Byamugisha, A., & Ogawa, K. (2010). Universal Primary Education Policy and Quality of
      Education in Uganda: The cases of Kabale and Soroti districts. *Africa Educational*
      Research Journal, *1*(1), 60–76.

Byun, K. (2008). New public management in Korean higher education: Is it reality or another

      fad? *Asia Pacific Education Review*, *9*(2), 190–205. Retrieved from

      http://doi.org/10.1007/BF03026499

Caldwell B (2008) Reconceptualizing the self-managing school. Educational Management

      Administration & Leadership 36(2): 235–252http://

      journals.sagepub.com/doi/10.1177/1741143207087775

Chaiken, S., & Trope, Y. (Eds.), (1999). *Dual process theories in social psychology*. New York: Guilford Press.

Channa, A., & Channa, A. (2015). Background paper prepared for the Education for All Global Monitoring Report 2015 Education for All 2000-2015 : achievements and challenges Decentralization and the Quality of Education, 34.

Chen, D. (2011). Decision making and educational outcomes in Indonesia primary schools. *World Bank publications*. http://econ.worldbank.org

Cheng, Y.C., & Walker, A. (2008). When reform hits reality: The bottleneck effect in Hong Kong primary schools. School Leadership and Management, 28(5), 505?521

Christensen, T., & Laegreid, P. (2014). Performance and accountability; a theoretical discussion and an empirical assessment. *Springer. Science and Business Media*. DOI: 10.1007/s11115-013-0267-2

Christine Kim-Eng Lee, Lo Mun Ling, (2013) "The role of lesson study in facilitating curriculum reforms", *International Journal for Lesson and Learning Studies*, Vol. 2 Issue: 3, pp.200-206, https://doi.org/10.1108/

Committee, E. (2013). Education Committee The Role of School Governing Bodies, III.

Corbin, J., & Strauss, A.(2008). *Basic qualitative research: Techniques and procedures for developing grounded theory; 14 criteria for evaluation*. Sage Publications.

Council, H. R. (2012). General Assembly (May).

Creswell, J.W. (2013). *Qualitative inquiry and research design, choosing among five approaches*. Lincoln: Sage.

Crouch, L., & Winkler, D. (2009). Governance, Management and Financing of Education for All: Basic Frameworks and Case Studies. Background paper for the Education for All Global monitoring report 2009. *RTI International 2008*. 2009/ED/EFA/MRT/PI/04

D'Aiglepierre, R., & Wagner, L. (2013). Aid and Universal Primary Education. *Economics of Education Review*, *37*, 95–112. http://doi.org/10.1016/j.econedurev.2013.09.001

Darling-Hammond, L. (1988). Accountability for professional practice. *Teachers College Record*, 9(1), 59-80.

Dauda, C. L. (2004). The importance of de facto decentralisation in primary education in Sub-Saharan Africa PTAs and local accountability in Uganda (pp. 28–40). Retrieved from http://doi.org/10.1177/0739456X04266602

Davies, I., Mountford, P., & Gannon, A. (2010). Every child matters (November 2008) (pp. 1–24). Retrieved from http://doi.org/10.1080/03004270701467168

Dayaram (2009). School management committees; Resource material for SMC training. *American Indian Foundation.* Retrieved from www.AIF.org.

Denzin, K.N., & Lincoln, S.Y. (Eds.) (2009). *The Sage handbook of qualitative research.* London: Sage Publications Ltd.

Dimmock, C. (2013). *School-based management and school effectiveness*. London: Routledge Taylor and Francis Group.

Donaldson, C., Skelcher, C., & Services, I. P. (2008). Does governance perform ? Concepts, evidence, causalities, and research strategies 1 Chris Skelcher, 27–45.

Dudley-Marling, C., & Baker, D. (2012).The effects of market-based school reforms on students with disabilities. *Disability Studies Quarterly*, *32*(2). DOI: http://dx.doi.org/10.18061/dsq.v32i2.3187.

Eacott, S. (2013). *The return on school leadership preparation and development programmes: A study on Australian university-based programmes*. Retrieved from http://doi.org/10.1108/IJEM-08-2012-0089

Eacott, S., & Norris, J. (2014). Managerial rhetoric, accountability, and school leadership in contemporary Australia. *Leadership and Policy in Schools, 13*(2), 169-187. DOI: 10.1080/15700763.2014.901395.

Education International (2010). *Education for all by 2015: Education International's response to the global monitoring report 2010*. Retrieved from http://download.ei-ie.org/docs/webdepot/ei_gmr2010_analysis_en_final_cs5.pdf

Egal, A., Oldewage-Theron, W. H., & Egal, A. A. (2012). School health policy, *6628*(May 2017). Retrieved from http://doi.org/10.3402/fnr.v56i0.11217

Ehren, M. C., Honingh, M., Hooge, E., & O'Hara, J. (2015). Changing school board governance in primary education through school inspections. *Educational Management Administration & Leadership*, *44*(2), 1–19. Retrieved from http://doi.org/10.1177/1741143214549969

Ejere, E. I. (2011). An Examination of Critical Problems Associated with the Implementation of the Universal Basic Education Programme in Nigeria. *International Educational Studies*, *4*(1), 221–229.

Emechebe, S. N. (2012). Achieving Universal Basic Education in Nigeria : Issues of Relevance, Quality and Efficiency. *Global Voice of Education, Vol. 1*(1), 1–7.

Falconer-stout, Z. J., Kalimaposo, K., & Simuyaba, E. (n.d.). The role of active parent community school committees in achieving strong relative school performance in Zambian community schools, *20*(2014), 59–79.

Fallon, G., & Paquette, J. (2008). Devolution, Choice, and Accountability in the Provision of Public Education in British Columbia: A Critical Analysis of the School Amendement Act of 2002 (Bill 34). *Canadian Journal of Educational Administration and Policy*, *2002*(75), 1–36.

Farrel, C.N, & Law, J. (1999). Changing forms of accountabilities in education? A case study of LEAs in Wales. Public Admnistration, 77(2), 293-310. *Blackwell publishers Ltd.* http://doi.org/10.111/1467-9299.00155.

Farrel, M.C. (2010). *The public manager in 2010: Citizen Participation in governance*. Doi.org/10.1111/1467-9302.00199

Figlio, D. & Loeb, S. (2011). Handbook of the economics of education, school accountability, *3*, 383-421. *Elsevier B.V.* ISSN 0169-7218, DOI: 10.1016/S0169-7218(11)03008-5. ISBN: 978-0-444-53429-3

Fitzgerald, S., & Drake, J. (2013). Responsibility for financial management in primary schools: Evidence from an English local authority. *Management in Education*, *27*(3), 96–105. http://doi.org/10.1177/0892020613490501

Flick, U. (2014). An introduction to qualitative research. Sage. London.

Forrester, A.M. (2010). *Doing qualitative research in psychology: A practical guide.* London: Sage.

Garn, G., & Cobb, C. (2008). School choice and accountability. Retrieved from http://epsl.asu.edu/epru/documents/EPSL-0803-256-EPRU.pdf.

Gentles, S. J., Charles, C., Ploeg, J., & McKibbon, K. (2015). Sampling in qualitative research: Insights from an overview of the methods literature. *The Qualitative Report, 20*(11), 1772-1789. Retrieved from http://nsuworks.nova.edu/tqr/vol20/iss11/5

Gershberg, A. I., Meade, B., & Andersson, S. (2009). Providing better education services to the poor: Accountability and context in the case of Guatemalan decentralization. *International Journal of Educational Development*, *29*(3), 187–200. http://doi.org/10.1016/j.ijedudev.2008.08.002

Gershberg, A., González, P.A., & Meade, B. (2012). Understanding and improving accountability in education: A conceptual framework and guideposts from three decentralization reform experiences in Latin America. *World Development 40*(5), 1024–1041. Retrieved from www.elsevier.com/locate/worlddev doi:10.1016/j.worlddev.2011.11.014.

Glaser, G.B., & Strauss, A.L. (2012). *The discovery of grounded theory; strategies for qualitative research*. New Jersey: International and Pan-American.

Glatter, R. (2012). Persistent Preoccupations. *Educational Management Administration & Leadership*, *40*(5), 559–575. http://doi.org/10.1177/1741143212451171

González, R. L., Jackson, C. L., & Jackson, C. L. (2017). Engaging with parents : the relationship between school engagement efforts , social class , and learning, *3453*(May). http://doi.org/10.1080/09243453.2012.680893

Governors ' handbook. (2014), (January).

Gray, E.D. (2009). *Doing research in the real world*. London: Sage.

Grogan, L. (2008) Universal primary education and school entry in Uganda. *Journal of African Economies, 18*(2), 183-211.Doi: 10.1093/jae/ejn015.

Guloba, Madina; Wokadala, James; Lawrence, Bategeka (2010). Does teaching methods and availability of teaching resources influence pupil's performance?: evidence from four districts in Uganda http://hdl.handle.net/10570/2011

Hallinger, P. (2011). Leadership for learning: lessons from 40 years of empirical research. *Journal of Educational Administration*, *49*(2), 125–142. http://doi.org/10.1108/09578231111116699

Hallinger, P., & Heck, R. H. (2010). Leadership for learning: Does collaborative leadership make a difference in school improvement? *Educational management administration*. Retrieved from http://doi.org/10.1177/1741143210379060

Hallinger, P., & Lee, M. (2014). *Mapping instructional leadership in Thailand : Has education reform impacted principal practice ?* Educational management Administration and leadership, vol. *42*(1), 6–29. Retrieved from http://doi.org/10.1177/1741143213502196

Hamilton, L., & Corbett-Whittier, C. (2013). *Using case study in education research*. British Education Research Association. London: Sage.

Helgoy, I., & Homme, A. (2016). Educational reforms and marketization in Norway - A challenge to the tradition of the social democratic, inclusive school? *Research in Comparative and International Education*, *11*(1), 52–68. Retrieved from http://doi.org/10.1177/1745499916631063

Hénard, F., & Mitterle, A. (2010). *Governance and quality guidelines in higher education: A review on governance arrangements and quality assurance guidelines (OECD). (p.117).*

Heystek (2011). School Governing Bodies in South African Schools: Under pressure to enhance democratisation and improve quality. *Educational Management Administration & Leadership* 39(4) 455–468

Higham, R., & Earley, P. (2013). *School autonomy and government control : School leaders' views on a changing policy landscape in England*, *41*(6), 701–717. Retrieved from http://doi.org/10.1177/1741143213494191

Hofman, R. H., Hofman, W. H. A., & Guldemond, H. (2017). *Achievement*, *3124*(May). Retrieved from http://doi.org/10.1080/136031202760217009

Honingh, M., & Hooge, E. (2013). The effect of school-leader support and participation in decision making on teacher collaboration in Dutch primary and secondary schools. *Educational Management Administration & Leadership*, *42*(1), 75–98. http://doi.org/10.1177/1741143213499256

Hooge, E., Burns, T., & Wilkoszewski, H. (2012). Looking beyond the numbers : Stakeholders and multiple school accountability. *OECD Education Working Papers No. 85.*

Hysa, F. (2014). School management and leadership in education. *Journal of Educational and Social Research*. Rome. Vol. no. 3. Doi:10.5901/jesr.2014.v4n3p303. ISSN 2239-978X ISSN 2240-0524 Journal of Educational and Social Research. IJLLS-06-2013-0039

James, C., Brammer, S., Connolly, M., Fertig, M., James, J., & Jones, J. (2011). School governing bodies in England under pressure: The effects of socio-economic context and school performance. *Educational Management Administration and Leadership, 39*(414). DOI: 101177/1741143211404258

Jansen, J. (2017). *The lost scholarship of changing curricula, 113*(5), 5–6.

Jelfs, H. (2017). Christian distinctiveness in Church of England schools. *Christian Distinctiveness in Church of England Schools, 7672*(May). Retrieved from http://doi.org/10.1080/13617671003666688

Johnson, B. & Christensen, L. (2012). *Educational research; quantitative, qualitative and mixed approaches*. London: Sage Publications.

Karlsson, J. (2010). The role of democratic governing bodies in South African schools. *Comparative Education, 38:3,* 327- 336. DOI: 1080/03050060220000014188

Kirst, M.W. (1990). Accounatbility: implication for state and local policy makers. Information services, office of educational research and improvement, US Dept of Education.

Kogan, M. (1986). Educational accountability. An analytic overview. London: *Heinemann*

Krauss, S. E. (2017). Youth Voice in Nigerian School-based Management Committees, *5*(1). http://doi.org/10.7575/aiac.ijels.v.5n.1p.86

Kruger, H. (2016). *Language-in-education policy, publishing and the translation of children's books in South Africa, 6623*(October). Retrieved from http://doi.org/10.1080/09076760902878957

Lai, A., & Cheng, F. (2011). Principals and Teachers' perceptions of School policy as a key element of School-Based Management in Hong Kong Primary Schools, *Spring*, *9*(1), 109–120.

Lee, J.M., & Kim, S.S. (2012). Service employees' organizational citizenship behaviour and customer-oriented behaviours: An accountability theory perspective. *Journal of Food service Business Research*, *15* (4), 335-361. DOI: 10.1080/15378020.2012.706490

Leithwood, K. (2010) Characteristics of School Districts that Are Exceptionally Effective in Closing the Achievement Gap, Leadership and Policy in Schools, 9:3,245-291, DOI: 10.1080/15700761003731500

Leithwood, K., Anderson, S. E., Mascall, B., & Strauss, T. (2010). School leaders' influences on student learning: The four paths. *The Principles of Educational Leadership and Management*, 13-30.

Leithwood, K., Harris, A., & Hopkins, D. (2008). Seven strong claims about successful school leadership. *School Leadership & Management, 28*(1), 27-42. DOI: 10.1080/13632430701800060

Lerner, J.S. (1999). Accounting for the effects of accountability. *Psychology Bulletin* 9(3), 371 - 375.

Levačić, R. (2009) Teacher Incentives and Performance: An application of pricinpal-agent theory, Oxford Development studies, 37;1,33-46.doi:10.1080/13600810802660844

Levin, H.M. (1974). A conceptual framework for accountability in education. *The School Review,* 82 (3), pp 363-391

Lewis, M., Bank, W., Pettersson, G., Bendokat, R. M., Fiszbein, A., Jimenez, E., Ryterman, R. (2009). Governance in Education. *University of Sussex and World Bank*

Lewis, P & Murphy, R. (2008). New directions in school leadership. *School Leadership & Management*, 28:2, 127-146, DOI: 10.1080/13632430801969807

Ljunggren, C. (2014). Citizenship Education and National Identity; teaching ambivalence. *Policy futures in education*. *12*(1), 34–47.

Loeb, S., & Figlio, D. (2011). School accountability. In E. A. Hanushek, S. Machin, & L. Woessmann (Eds.), *Handbook of the Economics of Education, Vol. 3* (pp. 383-423). San Diego, CA: North Holland.

Long, J.E. (2012). Grounded theory; its use in recruitment and retention *Journal of Management and Marketing Research,* Delta State University, 1-9.

Lunenburg, C. F., & Ornstein, C. A. (2012). *Educational administration; concepts and practices*. London. Wadsworth Cengage Learning.

Lynch, T. (2014). *Writing up your PhD - Independent study version (qualitative research).* Edinburgh: English Language Teaching Centre.

MacLellan, D. (2009). Neoliberalism and Ontario teachers" unions: A „not-so" common sense revolution. *Socialist Studies: The Journal of the Society for Socialist Studies,* 5, 51-74. Retrieved from www.socialiststudies.com/index.php/sss/article/view/73

Malaklolunthu, S., & Shamsudin, F. (2011). Challenges in school-based management : Case of a "cluster school " in Malaysia. *Procedia - Social and Behavioral Sciences*, *15*, 1488–1492. http://doi.org/10.1016/j.sbspro.2011.03.316

Mampane, S.T. (2008). How school governing bodies understand and implement changes in legislation with respect to the selection and appointment of teachers. *Dissertation University of Pretoria.*

Maree, K (Eds) (2015). Complete your thesis or desertation successfully; practical guidelines. *Juta and Company Ltd*

Maricle, C. (2014). *Governing to achieve a synthesis of research on school governance to support student achievement*. California School Boards Association.

Martino, W., & Rezai-Rashti. (2011). Neoliberal accountability and the politics of boys" underachievement: Steering policy by numbers in the Ontario context. *International JournalJournal of Inclusive Education.* doi: 10.1080/13603116.2011.555097

Maruster, L. & Gijsenberg, M. (Eds.). (2013). *Qualitative research methods*. London: Sage.

Mauro, D. (2012). The Decentralization of Education in Chile and Colombia, Institute for the Study of the Americas University of London

Mbugua, F., & Rarieya, J. F. a. (2013). Collaborative strategic planning: myth or reality? *Educational Management Administration & Leadership*, *42*(1), 99–111. http://doi.org/10.1177/1741143213499258

McGuinn, P., & Manna, P. (2013). Education governance in America: Who leads when everyone is in charge? *Education Governance for the Twenty-First Century: Overcoming the Structural Barriers to School Reform*.

McMillan, H. J., & Schumacher, S. (2010). *Research methods in education; evidence based inquiry*. London: Pearson. MCSER Publishing, Rome-Italy, 4(3), May 2014 303.

Merchant, B., Ärlestig, H., Garza, E., Johansson, O., & Murakami-ramalho, E. (2012). The construction of a public face as a school principal. http://doi.org/10.1108/09513541211240246

Merriam, S. B. (2009). Qualitative research: A guide to design and implementation (2nd ed.). San Francis- co, CA: Jossey-Bass

Middlewood, D & Parker, R. (2009). Leading and Managing Extended Schools: Ensuring Every Child Matters. Sage

Min, K.C, Rashid, A.M, & Nazri (2012). Tecahers' understanding and practice towards thematic approach in teaching intergrated living skills (ILS) Malaysia. *International journal of humanities and social scisnce*. Vol.2. No.23; 2012

Ministry of Education and Sports [MoES]. (2009). *School management committee handbook*. MoES.

Ministry of Local Government [MoLG]. 1997. *The Local Government Act, 1997.* MoLG.

Mkansi, M. & Acheampong, E.A. (2012). Research philosophy debates and classifications: Students' dilemma. *The Electronic Journal of Business Research Methods*, 10(2), 132-140. ISSN 1477-7029.

Mncube, V. (2009). The perceptions of parents of their role in the democratic governance of schools in South Africa: are they on board? *South African Journal of Education*, *29*(1), 83–103. http://doi.org/10.1590/S0256-01002009000100006

Mncube, V., & Mafora, P. (2013). School Governing Bodies in strengthening demoncracy and social justice: Parents as partners? *Kamla Raj.* Anthropologist, 15 (1): 13-23

MoES. (2008). *Guidelines on policy, planning, roles and responsibilities of stakeholders in the implementation of universal primary education (UPE) for district and urban councils*.

MoES. (2008). *Revised education sector strategic plan 2007-2015. MoES.*

MoES. (2010). *Guidelines for quality assurance in basic education in Uganda.*

Mulcahy, D., & Perillo, S. (2010). Thinking management and leadership within colleges and schools somewhat differently: A practice-based, actor-network theory perspective. *Educational Management Administration & Leadership*, *39*(1), 122–145. Retrieved from http://doi.org/10.1177/1741143210383895

Mwinjuma, S.J. & Baki, B. R. (2012). Exploring perceptions of parents on head teachers' financial management skills in public primary schools in Tanzania. *Journal of Education and Practice*. ISSN 2222-2888X.Vol. 13. Retrieved from www.iiste.org

Nakabugo, M. G. (2008). *Universal primary education for equal growth? The paradox of large classes in Uganda*, *11*(1), 117–132.

Naong, M., & Morolong, I. (2011). Challenges to parental involvement in school governance, *43*(July 2010), 236–263.

National Curriculum Development Centre [NCDC]. (2015). The national primary school curriculum for Uganda; teacher's guide. NCDC.

Nesbit, R., & Brudney, J. L. (2010). At your service? Volunteering and national service in 2020. *Public Administration Review*, *70*(SUPPL. 1), 107–113. http://doi.org/10.1111/j.1540-6210.2010.02252.x

Ng, K. & Hase, S. (2008). Grounded suggestions for doing a grounded theory business research. *The Electronic Journal of Business Research Methods, 6(20,* 155 – 170. Retrieved from www.ejbrm.com.

Nishimura, M., Yamano, T., & Sasaoka, Y. (2008). Impacts of the universal primary education policy on educational attainment and private costs in rural Uganda, *28*, 161–175. http://doi.org/10.1016/j.ijedudev.2006.09.017

Noor, K. B. M (2008). Case study; A strategic Research Methodology. *American journal of Applied Sceinces*. 5 (11); 1602-1604. Science publications

Ofsted (2011) School governance: learning from the best; School governing bodies are responsible for the conduct of maintained schools in England. No. 100238

Omwami, M. E., & Omwami, K. R. (2010). Public investment and the goal of providing universal access to primary education by 2015 in Kenya. *International Journal of Educational Development, 30 (2009)* 243- 253.

Onderi, H., & Makori, A. (2012). *Differential perceptions, challenges, conflicts and tensions in the role of Board of Governors (BOG) and Parent-Teacher Association (PTA) in sub-Saharan Africa : A case of Kenyan secondary schools*, *3* (January), 17–29.

Onderi, H., & Makori, A. (2013). Challenges in achieving effective school leadership and management in Kenya : A case of the role of BOGs and PTAs in the Kisii County. *International Journal of Advanced Research in Management and Social Sciences*, *2*(1), 263–285.

Organisation for Economic Co-operation and Development [OECD] (2010). *Education at a glance.* OECD.

Othman, R., Embi, R., Abdul Aris, N., Mohd Arif, S. M., Choo, H. C., & Ismail, N. (2016). Board of Governance and performance: An exploratory study of Malaysian cooperative organizations. *Journal of Southeast Asian Research*, *2016*, 1–12. Retrieved from http://doi.org/10.5171/2016.430025

Packer-Muti, B. (2009). A review of Corbin and Strauss' basis of qualitative research techniques and procedures for developing grounded theory. *The Weekly Qualitative Report, 2*(23).

Pahisrdis. P, Kafa, A., & Marmara, C. (2012). Successful secondary principalship in Cyprus. *International Journal of Educational Management*, 26(5), 480-493. Doi.org/10.1108/09513541211240273.

Pandey, P., Goyal, S., & Sundararaman, V. (2011). *Does information improve school accountability? Results of a large randomized trial*. Washington, D.C.: World Bank. Retrieved from https://openknowledge.worldbank.org/handle/10986/18012.

Pansiri, N. O. (2008). *Improving commitment to basic education for the minorities in Botswana: A challenge for policy and practice*, *28*, 446–459. Retrieved from http://doi.org/10.1016/j.ijedudev.2007.08.003

Pansiri, O. N., & Bulawa, P. (2013). Parents' participation in public primary school in Batswana: Perceptions and experiences of head teachers. *International Education Studies*, 6(5).ISSN 1913-9020.E-ISSN 1913-9039. Doi:10.5539/ies.v6n5p68.

Patton, M.Q. (2015). Qualitative research and evaluation methods (3rd ed.) https://www.amazon.com/Qualitative-Research-Evaluation-Methods-Michael/dp/0761919716

Penny, A., Ward, M., Read, T., & Bines, H. (2008). *Education sector reform : The Ugandan experience*, *28*, 268–285. Retrieved from http://doi.org/10.1016/j.ijedudev.2007.04.004

Plüddemann, P. (2016). Unlocking the grid : Language-in-education policy realisation in post-apartheid South Africa. *Language and Education*, *29*(3), 186–199. Retrieved from http://doi.org/10.1080/09500782.2014.994523

Pomuti, H., & Weber, E. (2012). Decentralization and School Management in Namibia : The Ideologies of Education Bureaucrats in Implementing Government Policies, *2012*. http://doi.org/10.5402/2012/731072

Poppe, R., Frölich, M., Haile, G., Poppe, R., Frölich, M., & Haile, G. (2017). School Meals and Educational Outcomes in Rural Ethiopia School Meals and Educational Outcomes in Rural. *The Journal of Development Studies*, *0*(0), 1–16. http://doi.org/10.1080/00220388.2017.1311405

Prinsen, G., & Titeca, K. (2008). *Uganda's decentralised primary education : Musical chairs and inverted elite capture in school management committees*, *164* (March), 149–164. Retrieved from http://doi.org/10.1002/pad

Quan-baffour, K. P., & Arko-achemfuor, A. (2014). Training School Governing Body Members in Three Rural Schools in Taung : Empowerment for Good Governance, *12*(1), 171–178.

Ranson, S. (1986). Towards a potical theory of public accountability in education, *Local Governmnt studies* 4,77-98.

Rasmussen, P., & Zou, Y. (2013). Elements and Perspectives of Educational Accountability in China and Denmark, (June), 1–16. Paper for workshop on comparative history of school accountability June 2013

Rasmussen, P., & Zou, Y. (2014). The development of educational accountability in China and Denmark. *Education Policy Analysis Archives, 22*, 121. DOI: http://dx.doi.org/10.14507/epaa.v22.1693

Ravitch, D. (2010). Why Public Schools Need Democratic Governance. *Part of a Special Issue: School Boards*, *91*(6), 24–27. Retrieved from http://search.ebscohost.com/login.aspx?direct=true&db=eue&AN=504395487&site=ehost-live

Ravn, B. (2011). Skolehjem samarbejdets historie. Dansk Pædagogisk Tidsskrift 2011(1), 27-36.

Reagan, T. (2008). South African sign language and language-in-education policy in South Africa, *38*(l), 165–190. Retrieved from http://doi.org/10.5774/38-0-28

Republic of Uganda. (1989). *Government white paper on the education policy review commission report on education for national integration*.

Review, L. (2012). *Community-based accountability for school improvement: A case study from rural India*. Welcome to CfBT Education Trust.

Ridley, D. (2012). *The literature review. Step by step guide for students*. London: Sage.

Rizvi, F., & Lingard, B. (2010). Globalizing education policy. London: Routledge.

Robertson, J., &Timperley, H. (2011). *Leadership and learning*. New Delphi: Sage. s15324818ame1904_5

Sabates, R., Westbrook, J., & Hernandez-Fernandez, J. (2015). *The 1977 universal primary education in Tanzania : A historical base for quantitative enquiry*, *7288*(October). Retrieved from http://doi.org/10.1080/1743727X.2011.609551 sagepub.co.uk/journalsPermissions.nav DOI: 10.1177/1741143211406149

Salvioni, D., Gandini, G., Franzoni, S., & Gennari, F. (2011). The role of key actors in school governance: An Italian evidence. *David Publishing US-China Education Review. B 10 (2012) 88-897.*.

Samkange, W. (2013). *Decentralization of education : Participation and involvement of parents in school governance : An attempt to explain limited-involvement using Bourdieu's theory of social practice*. International journal of social sciences and Education. 2013. Vol.3 Issue 4, ISSN: 2223-4934E *3*(4), 1156–1169.

Samkin, G., & Schneider, A. (2008). Adding scientific rigour to qualitative data analysis: An illustrative example. *Qualitative Research in Accounting & Management*, *5*(3), 207–238. Retrieved from http://doi.org/10.1108/11766090810910227

Sayed, S. & Soudien, C. (2010). Decentralisation and the construction of inclusion education policy in South Africa. *A Journal of Comparative and International Education, 35*(2), 115-125. DOI: 10.1080/03057920500129916.

Schillemans, T. & Busuioc, M (2014). Predicting public sector accountability: From agency drift to forum drift. *Journal of Public Administration Research and Theory, Inc.* DOI: 10.1093/jopart/muu024.

Serfortein, E (2010). Liability of school bodies: a legislative and case law analysis. *TD journal for Transdisciplinary Research in Southern Africa, 6(1) July 2010, pp.* 93-112.

Sharma, M. K., & Jain, S. (2013). Leadership Management : Principles, Models and Theories, *3*(3), 309–318.

Skelcher, S. (2008). Does governance perform? Concepts, evidence, causalities and research strategies. In J. Hartley, C. Donaldson, C. Skelcher and M. Wallace (eds.) (2008), Managing to improve public services (pp. 27-45). Cambridge: Cambridge University Press, ISBN 978-0-521-70827-2.

Skolinspektionen (2010). Swedish Schools Inspectorate: Report from School Inspections in PE). URL: www.skolinpektionen.se

Skolinspektionen, Swedish National School Inspectorate (2015). www.skolinspektionen.se

Smit, M. H., & Oosthuizen, I. J. (2011). Improving school governance through participative democracy and the law. *South African Journal of Education*, *31*, 55–73.

Ssewamala, F. M., Wang, J. S., Karimli, L., & Nabunya, P. (2011). Strengthening Universal Primary Education in Uganda : The potential role of an asset-based development policy, *International Journal of Educational Development 31*, 472–477. http://doi.org/10.1016/j.ijedudev.2010.11.001

Steer, L., & Wathne, C. (2010). Donor financing of basic education : Opportunities and constraints. *International Journal of Educational Development*, *30*(5), 472–480. http://doi.org/10.1016/j.ijedudev.2010.03.013

Strike, K.A., (2010). *Small school and strong communities; a third way of school reforms*. Colombia: Teachers College Press.

Sumintono, B. (2009). School-based management policy and its practices at district level in the post. *New Order Indonesia Journal of Indonesian Social Sciences and Humanities*, 2, 41–67. URL: http://www.kitlv-journals.nl/index.php/jissh/index URN: NBN: NL: UI: 10-1-100158. ISSN: 1979-8431.

Supovitz, J. (2015). Can high stakes testing leverage educational improvement? Prospects from the last decade of testing and accountability reform. *J Educ Change*, 1*0*, 211-227. DOI 10:1007/s10833-009-9105-2.

Suzuki, I. (2010). Parental participation and accountability in primary schools in Uganda, compare. *A journal of comparative and international education. 32:2,* 243-259. Doi: 10.1080/03057920220143200.

Tatlah, A. I., & Igbal, Z. M. (2011). *Role of Board of Governors and Parent Teacher Associations in district public schools in the context of conflicts and challenges.* Doi:10.5923/j.mm.20110101.04.

Taysum, A., & Abery, V. M. (2017). Shifts in Education Policy, Administration and Governance in Guyana 1831 – 2017. Seeking "A Political" Agenda for Equity and Renewal

Italian journal of sociology of education, 55–87. http://doi.org/10.14658/pupj-ijse-2017-2-4

Teklock, P.E. (1985). Accountability: The neglected social context of judgement and choice. *Research in organizational behaviour, 7*, 297-332. JAL Press Inc. ISBN: 0-8932-497-X

Teklock, P.H. (1983). Accountability and complexity of thought. *Journal of Personality and Social Psychology 45* (1), 74-83.

Tetlock, P. E., Skitka, L., & Boettger, B.R. (1989), Social and cognitive strategies for coping with accountability: Conformity, complexity, and bolstering. *Journal of Personality and Social Psychology, 57*(4), 632-640. The American Psychological Association, Inc. 0022-3514/89/S00.75

Thapa, S. (2012). How functional are school management committees in the present context? CCS working paper No. 271 Summer research internship program. www.ccs.in

The No Child Left Behind Act of 2001." Washington, DC:

The publication manual of the American Psychological Association (2010). Washington. DC. Available at w.w.w.apa.org.

The Republic of Uganda (2008). Act 13 Education (Pre-Primary, Primary and Post- Primary) Act, 2008. The Uganda Gazette No. 44 volume C1, dated 29August 2008. Entebbe: UPPC.

The Republic of Uganda National Development Plan (2010/11 – 2014/15).

Tilman, L.C. & Schenrich, J. J (2013). *Handbook of research on educational leadership for equity and diversity*. New York: Routledge.

Timar, T. B., Dixon, A., Models, L., Wedam, E., Yaw, J.,Campbell, C. (2012). Advancing accountability theory and practice: Introduction to the human resource management review special edition. *Human Resource Management Review*, *14*(1), 1–17. Retrieved from http://doi.org/10.1016/j.hrmr.2004.02.001

Tsotetsi, S., Wyk, N. Van, & Lemmer, E. (2008). The experience of and need for training of school governors in rural schools in South Africa, *28*, 385–400.

Turner, W.D. (2010). Qualitative interview design: A practical guide for novice investigators. *The Qualitative report, 15*, 754-760. U.S. Department of Education.

Uganda National Council for Science and Technology [UNCST] (2012). The Quality of Science Education in Uganda. UNCST.

Uwezo. (2012). *Are our Children Learning ?* Retrieved from www.uwezo.net

Vance, A., Lowry, P. B., & Eggett, D. (2015). Increasing accountability through user –interface design artifacts : a new a pproach to addressing the problem of access -policy violations*, MIS Quarterly 39*(2), 1–8.

Vanderstoep, W.S., & Johnston, D.D. (2009). *Research methods for everyday life; blending qualitative and quantitative approaches.* New York: Jossey Books.

Vehachart, R. (2010). A model of development for academic administration decentralization of lab schools in the lower southern area. *Procedia - Social and Behavioral Sciences*, *9*, 991–995. http://doi.org/10.1016/j.sbspro.2010.12.273

Verger and Parcerisa (2017).The trajectory of a global education reform: the case of New Public Management in the Catalan education system. Educ. Soc. vol.36 no.132 Campinas July/Sept. 2015. http://dx.doi.org/10.1590/ES0101-73302015152619

Vernez, G., Karam, R., & Marshall, H. J. (2012). Implementation of school-based management in Indonesia. *World Bank EDUCATION*. LB2953.V47 2012. 371.209598—dc23. 2012020643.

Vos, A., Strydom, H., Fouche, C.B., & Delport, C.S.L. (2012). *Research at grassroots; for the social sciences and human services professionals.* Pretoria: Van Schaik Publisher.

Walker, R.H. (1917). A history of education in Uganda. *Journal of the Royal African Society*, 16(64), 283-286. Oxford University Press. Retrieved from http:jstor.org/stable/716153.

Wang, L, Beckett, G.H. & Brown, L. (2010) Controversies of Standardized Assessment in School Accountability Reform: A Critical Synthesis of Multidisciplinary Research Evidence, *Applied Measurement in Education*, 19:4, 305-328, DOI: 10.1207/

West, A., Mattei, P., & Roberts, J. (2011). Accountability and Sanctions in English Schools. *British Journal of Educational Studies*, *59*(1), 41–62. http://doi.org/10.1080/00071005.2010.529416

Willems, J, (2017). Citizen participation and coproduction across countries: The case of parent participation in education. Retrieved from http://doi.org/10.13140/RG.2.2.12901.40162

Willig, C., & Stainton-Rogers, W. (2008). *The Sage handbook of qualitative research in psychology*. London: Sage.

Winard, W. Decentralization of Education in Indonesia- A study of Education Development Gaps in the Provicial Areas.International Educationa Studies: Vol 10. No.7; 2017. DOI: 10.5539/ies.v/on7p79

Winkler, D., and L. Sondergaard. 2008. The Efficiency of Public Education in Uganda. Accessed March 23, 2015. http://info.worldbank.org/etools/docs/library/244476/day7 Uganda%20Efficiency%20Study.pdf.

World Bank Group. (2014*). Bulgaria: School autonomy and accountability: SABER country report 2014*. World Bank, Washington, D.C. Retrieved from https://openknowledge.worldbank.org/handle/10986/23004.

World Bank. (2008).What is school-based management? Washington, D.C. Available at www.worldbank.org

World Bank. (2012). *Finland: School autonomy and accountability*. Washington, D.C. Retrieved from https://openknowledge.worldbank.org/handle/10986/17510.

Xaba, M. I. (2011). The possible cause of school governance challenges in South Africa. *South African journal of Education, 13,* 201- 211.

Xaba, M.I. & Nhlapo, V.A. (2014) Principals' views on challenges of their school governance roles, *Africa Education Review*, 11:3, 424-444, DOI:

Xiangming Chen, Fan Yang, (2013) "Chinese teachers' reconstruction of the curriculum reform through lesson study", *International Journal for Lesson and Learning Studies*, Vol. 2 Issue: 3, pp.218-236, https://doi.org/10.1108/IJLLS-02-2013-0011

Yin, R. K. (2009). Case study research design and methods. *Applied Social Research Methods Series* (Vol. 5). Retrieved from http://cemusstudent.se/wp-content/uploads/2012/02/YIN_K_ROBERT-1.pdf\nISBN 978-1-412296099-1

Yin, R.K. (2014). Case study research design methods. *Scope*. ISBN: 978-1-4833-0-3284. Londo/publication.inc.

Young, H. (2016): Asking the 'right' question: the constitution of School governing bodies as apolitical, *Journal of Education Policy*, 31:2, 161-177, DOI: 10.1080/02680939.2015.1062145

Young, H., & Young, H. (2017). Busy yet passive : (non-) decision-making in school governing bodies. *British Journal of Sociology of Education*, *5692*(May), 1–12. Retrieved from http://doi.org/10.1080/01425692.2016.1158641

Zajda, J. & Gamage, D.T. (2009). Decentralisation, School-based management, and quality. London: *Springer*, Vol.8, pp.161-162

Zeitlin, A., Bategeka, L., Guloba, M., Kasirye, I., & Mugisha, F. (2011). Management and motivation in Ugandan primary schools : Impact evaluation final report, (October). Economic policy centre, *University of Oxford*.

Zhang, L. (2012) Creative Educational Leadership: A Practical Guide to Leadership. *Bloomsbury Publishing*, London, 2012, 175pp. Review, B. (2014). Book Review, *42*(1), 159–160. http://doi.org/10.1177/1741143213492262

Appendices

Appendix A: Research clearance letter office of the president

THE REPUBLIC OF UGANDA

OFFICE OF THE PRESIDENT

PARLIAMENT BUILDING P.O.BOX 7168 KAMPALA, TELEPHONES: 254881/6, / 343934, 343926, 343943, 233717, 344026, 230048, FAX: 235459/256143
Email: secretary@op.go.ug, Website: www.officeofthepresident.go.ug

ADM 194/212/01

5th September, 2016

The Resident District Commissioner, Arua District
The Resident District Commissioner, Kyenjojo District
The Resident District Commissioner, Mbale District
The Resident District Commissioner, Oyam District

RESEARCH CLEARANCE

This is to introduce to you **Wahitu Fred Higenyi** a Researcher who will be carrying out a research entitled **"SCHOOL-BASED ACCOUNTABILITY OF UNIVERSAL PRIMARY EDUCATION MANAGEMENT IN UGANDA"** for a period of **26months** in your district.

He has undergone the necessary clearance to carry out the said project.

Please render him the necessary assistance.

By copy of this letter **Wahitu Fred Higenyi** is requested to report to the Resident District Commissioners of the above districts before proceeding with the Research.

Masagazi Deogratius
FOR: SECRETARY, OFFICE OF THE PRESIDENT

Copy: Wahitu Fred Higenyi

Appendix B: Research Approval letter National Council for Science and Technology

Uganda National Council for Science and Technology
(Established by Act of Parliament of the Republic of Uganda)

UNCST

Our Ref: SS 5003   22nd August 2016

Fred Higenyi Wahitu
Principal Investigator
C/o Uganda Management Institute
Kampala

Re: Research Approval: School-Based Accountability of Universal Primary Education Management in
                                Uganda

I am pleased to inform you that on **27/06/2016**, 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 **27/06/2016** to **27/06/2017**.

Your research registration number with the UNCST is **SS 5003**. 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.	Interview Protocol for Members of School Management Committees	English	N/A	N/A
3.	Observation Protocol	English	N/A	N/A
4.	Document Analysis	English	N/A	N/A
5.	Consent letter	English	N/A	N/A
6.	Document Review Checklist	English	N/A	N/A

Yours sincerely,

Hellen N. Opolot
for: Executive Secretary
UGANDA NATIONAL COUNCIL FOR SCIENCE AND TECHNOLOGY

Copied to: Chair, Gulu University, Research Ethics Committee

LOCATION/CORRESPONDENCE   *COMMUNICATION*

Plot 6 Kimera Road, Ntinda   **TEL: (256) 414 705500**
P. O. Box 6884   **FAX: (256) 414-234579**
KAMPALA, UGANDA   **EMAIL: info@uncst.go.ug**
                                                   WEBSITE: http://www.uncst.go.ug

Appendix C: Request letter to conduct research in Uganda

The Chief Executive Officer   Date…………………………………
National Council for Science and Technology
Uganda.

Dear Sir/Madam

REF: PERMISSION TO CONDUCT DOCTORAL STUDIES RESEARCH

I am a student of the University of Pretoria in South Africa pursuing doctoral studies in educational management and policy studies. My research project is titled *School-based accountability of universal primary education management in Uganda.* As a requirement for my studies, I am supposed to collect data from the field. My data sample involves four School Management Committees each representing a region. These will be selected from Arua, Kyenjojo, Oyam and Mbale districts.

The aim of this study is to analyze whether SMCs are aware that they are accountable for the students' achievement at primary leaving examinations, and how they exercise this authority in order to manage UPE effectively.

This study is bound by the University of Pretoria ethics guidelines which emphasize confidentiality. Therefore, the information collected will only be used for academic purposes. The purpose of this letter is to request you to authorize me to collect data. For further information I can be reached on email:

fwahitu@gmail.com, +256 772515147 or my supervisor, Dr TA Ogina on email address: Teresa.Ogina@up.ac.za

Attached is the ethical clearance letter from the University of Pretoria authorizing me to proceed for data collection. Attached also is the proposal for you perusal.

Yours Sincerely,   Supervisor

………………………………………….   ………………………………….
Fred Higenyi Wahitu   Dr. Teresa Ogina
PhD Student   Education Management, Law and Policy Studies
University Of Pretoria   Faculty of Education,
                                                 University Of Pretoria

Appendix D: Interview protocol for members of School Management Committees

INTERVIEW PROTOCOL FOR MEMBERS OF SCHOOL MANAGEMENT COMMITTEES

Time of interview:

Date:

Place:

Interviewer:

Interviewee:

Position of interviewer:

My name is Fred Higenyi Wahitu and I am researching on *School-based accountability of universal primary education management in Uganda*. I will not use your name nor collect any data that might reveal personally sensitive information. All interview data will be coded in a way that it cannot be connected to you. In fact, if you feel threatened in any way during our conversation you are free to end participation in the research and all notes will be destroyed.

I am particularly interested in your experiences as a member of the School Management Committee. Do you have any questions for me?

Questions

1. Tell me about yourself as a member of the School Management Committee. Which groups are represented on the SMC? I am particularly interested in knowing the group you represent on the SMC.
2. In your experience, what does it mean to be an SMC member?

3. Describe to me your experience of a typical day while carrying out the roles and responsibilities of the SMC.

4. In your experience, what can you say about the guidelines for SMC roles and responsibilities?

5. What can you say about the role played by other members of the SMC? Do you think they are playing their roles? If yes, explain how; if no, share some examples of situations where you have felt that other members are not performing their responsibilities.

6. How do you work with the other SMC members in terms of planning, organising, controlling and monitoring your activities as SMC members?

7. What can you say about the relationship between the SMC members and other stakeholders?

8. Do you know the grades that were attained by students in last year's primary leaving examinations? As an SMC…………, how did you contribute or not contribute to the grades?

9. What plans do have for the next academic year?

10. What are some of the challenges that you have experienced as an SMC member?

11. Do you feel that the SMC is in charge of the school management and therefore accountable for the students' achievements in primary leaving examinations? Explain more. What do you exactly do which shows that you are in charge of the school?

12. Is there anything else that you would like to tell me about your role and responsibility as an SMC member?

13. Do you have any questions for me up to this point?

I thank you for taking off some of your valuable time to share with me your experiences. I hope you will be willing to share with me more information or clarifications on some areas. Once again, I assure you of confidentiality and that your responses will be used for academic purposes only.

Appendix E: Observation protocol

OBSERVATION PROTOCOL

Location:

Date:

Length of activity:

Descriptive notes	Reflective notes	Observation areas
I will observe the school culture	Are the head teachers, teachers reporting for work early? What are they engaged in while at work? Are their cases of absenteeism? Are the classes and pupils attended to?	School culture and how it facilitates student achievements.
The environment of the school, for instance tidiness, health and safety initiatives in place.	How is it linked to the performance of the SMC.	Whether the tidiness of the school and observable safety and health measures tally with the students achievements.
Attend SMC meetings, functions organised by SMC.	Are they conducted well? Who is involved?	Who actively participates, quality of decisions.

Appendix F: Document Analysis checklist

DOCUMENT ANALYSIS

Document review checklist

Document	Reflective notes
Minutes of SMCs meetings	Do they follow guidelines provided by the MoES while meeting? Are minutes indicating agreed-upon decisions or just descriptions of what members said during the meeting? What is the level of participation? Any areas of contrary decisions against other members or the guidelines? Are there areas of conflict emanating from different interpretations of guidelines on their roles and responsibilities? Are the meetings regular? What sort of matters do they discuss?
School Development Plan and Strategic Plan	Are there minutes indicating the process; whether it was participatory or not? Is it standard according to the guidelines from the Ministry of Education and Sports? Check for compliance? If no compliance, ask for explanations.
The Education Act, 2008	Is it available to members of SMC? Are the SMC members familiar with it? What are their views about the provisions?
School Management Committee Handbook (2009)	Is it available to members of SMC? Are the SMC members familiar with it? What are their views about the provisions?

Appendix G: Consent letter

Consent Letter

I ....has been approached by Fred Higenyi Wahitu, a PhD student at the University of Pretoria, Faculty of Education to participate in a study entitled ***School-Based Accountability of Universal Primary Education management in Uganda*** as a key participant.

I have been assured of the following:

1. The information I give will only be used for academic purposes and treated with confidentiality,

2. Anonymity is guaranteed- my names or any other form of categorization of data that links to me will not occur such that no harm may be brought against me,

3. My participation in the study is voluntary and I have the right to withdraw from the study at any time without being asked to explain my decision,

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 that I may require more clarification concerning my participation in this study, I can refer to Fred Higenyi Wahitu (student) on email: fwahitu@gmail.com, +256 772515147 or his supervisor, Dr TA Ogina on email address: Teresa.Ogina@up.ac.za

On the basis of the above, I hereby give my informed consent to take part in this study.

Signed..Date...

Key Participant

Yours Sincerely,   Supervisor

………………………………..   …………………………………………..
Fred Higenyi Wahitu   Dr. Teresa Ogina
PhD Student   Education Management, Law and Policy Studies
University Of Pretoria   Faculty of Education,
                                                  University Of Pretoria

Appendix H: Interview transcription

1. Interview Results

Interviews with SMC A members

Site One: SMC A

Date:

Participant 1: Headteacher and Secretary to School Management Committee (SMC)

Sex: Female

Age: 57

Level of Education: Graduate

Interviewer: Tell me about you experiences as a School Management Committee member?

Headteacher: We have had good governance in this school due to my long working experience and training obtained.

Interviewer: please explain more about what you mean by good governance.

Headteacher: what I mean by good governance is that we discuss almost all issues in meetings before we implement. And this makes us grow in the field of management.

Interviewer: please explain to me how it makes you grow in the field of management.

Headteacher: because we work together as a team, both teaching staff and members of SMC, we are able to accomplish several issues. Some of our members are illiterate but they know that education is a priority for our children so they lead in advising the children.

Interviewer: please mention some examples where some of the uneducated SMC members have talked to children or made any contribution.

Headteacher: we normally have career days and they lead in talking to our children about matters like sexuality, and importance of education. They also help in mobilizing parents to contribute to SMC projects.

Interviewer: How would you describe your relationship with the SMC members?

Headteacher: The relationship is generally good because they demand for meetings.

Interviewer: why do you say the relationship is good because of demanding for meetings?

Headteacher: We mainly work through meetings. Therefore, without them we shall not agree on what should be implemented. In addition, almost all members attend and in case some of them are not able to attend meetings, they will give apology. We cooperate in taking decisions and implementation.

Interviewer: Tell me more about this cooperation, give me examples.

Headteacher: usually we agree on all issues, agree on who is to implement and supervise the implementation. For example, we agreed that in order to improve on the primary leaving examination results, meals for the candidate class should be provided. We requested the parents' representative on the SMC to inform and mobilise parents' contribution.

Interviewer: Tell me something about the meetings. Do they address their roles as stipulated in the Education Act, 2008 during the meetings?

Headteacher: yes, I think they do**.**

Interviewer: explain more; what are the roles and responsibilities that your SMC carries out?

Headteacher: they approve the school five year development plan.

Interviewer: is it possible to have a look at one?

Headteacher: yes, it is right up there. *(Shows the plan on manila chart-photograph number 2.1).*

Interviewer: yes, you were still explaining something on School Development Plan (SDP).

Headteacher: I was explaining that before we agree, we come up with priority areas to be included in SDP. The SMC also approves the annual budget including universal primary education grant. The UPE funds have to be termly discussed by the finance committee before endorsing by the chairperson then implementation.

Interviewer: what else would you like to mention about meetings?

Headteacher: The chairperson and the PTA chairperson are key contributors and for me, my major role is to advice. Good enough our chairperson of PTA is a teacher in the neighboring school therefore knows matters relating to education.

Interviewer: let us discuss something slightly different. How does your school SMC perform its roles?

Headteacher: Especially the chairperson SMC and PTA chairperson always visit the school for instance to inspect the renovation of temporary structures; monitor the drop-out of children and teachers while teaching.

Interviewer: what you mean is that they monitor school activities? If so, would you say they are monitoring well?

Headteacher: In my view, I'm satisfied with the functioning of SMC because whatever we plan is implemented. For instance, the parents' representative came and went to one of the classrooms while a session was going on. Since he is headteacher in the neighboring school, we benefitted from his comments about how the teacher was presenting in class.

Interviewer: I'm aware that one of the key roles of SMCs is to motivate staff. What strategies does your SMC use to motivate teachers?

Headteacher: We are struggling with school feeding but not succeeding. We had suggested to start with primary seven- the candidate class about to sit national examinations but the parents argue that their children can eat lunch from home and come back for the afternoon session. This is where we hoped to get some lunch for the teachers. Very few parents contribute the 1000 shillings.

Interviewer: please describe to me how the school management committee conducts business?

Headteacher: We came up with a schedule such that members can come to school to monitor school activities like teaching, absenteeism, drop outs. They have also agreed on who does what, for instance the representative of the founding body is the spiritual/moral leader, the PTA

chairperson is responsible for monitoring the implementation of projects, another is responsible for organizing debates to improve on English language and another for sanitation.

Interviewer: How do SMC activities contribute to primary leaving examinations performance**?**

Headteacher: I believe they contribute by ensuring that teachers have schemed, planned lessons, instruction materials through monitoring and giving feedback.

Our founding body which chairs the SMC helps in bringing up morally upright children through emphasis on teaching religious education and regularly counseling our children.

During assembly, we invite a member of SMC to advise our children.

Our SMC also encourages parents to come to class to see whether their children are actively participating.

Interviewer: in your view, how did you perform in last years' primary leaving examinations?

Headteacher: I think we tried, although we did not get any first grade. But performance was generally poor?

Interviewer: explain a bit more on what you mean by 'I think we tried'.

Headteacher: we put in all our best in teaching and regular tests but when the results came out, we did not get any first grade.

Interviewer: What plans does your SMC have to improve on Primary Leaving Examinations results this year?

Headteacher: we are organizing debates to improve on English since it is the language of instruction. For children who do not want to speak English while on the school compound we are tying a coin around their neck the whole day for everyone to see.

We are also providing girl child guidance and counseling, and boys' conferences. Here members of SMC are directly involved.

We have also started unit/topic tests, in addition to monthly examinations especially for primary seven who are preparing for Primary Leaving Examinations.

We are also encouraging discipline and those that fall victims are referred to the disciplinary committee of the SMC.

Interviewer: yes, I appreciate the many interventions you have highlighted. I however want us to explore more on the point of discipline. How will it contribute to performance in primary leaving examinations?

Headteacher: by discipline, I look at cases of absenteeism especially during the planting season, late coming and dodging tests and examinations. We have become strict and since corporal punishment is not accepted, we even involve the parents.

Interviewer: What are the challenges experienced by SMC in exercising their roles?

Headteacher: Parents usually pay school development funds at the end of year, making it difficult to implement the agreed programs.

The other challenge is that the same pupils are participating in the debate. Others don't feel confident to participate and even absent themselves on the day of debate. This makes it difficult for them to improve on English speaking.

SMC members have tried to encourage pupils to regularly attend school but absenteeism especially in the infant classes is still rampant. To address this problem, we are asking them to write to the teacher when they absent themselves except for funerals and you can see how they struggle to write English.

Some of the SMC members are illiterate therefore find it difficult to express themselves; they are not confident of themselves. Even when we are taken for training they find it difficult to understand and we have to explain to them again after the training. Most workload rest on two persons; the chairperson of the SMC and Parents Teachers Association representative given their spirit of voluntarism and have understood the value of education and acknowledge that they make a contribution to its success.

The other challenge is that we hardly get any other resources outside the conditional universal education grant. Therefore, there is no money, just facilitation when they come for meetings.

Appendix I: Data analysis matrix

Data Analysis (Generating themes) Matrix

Research Question one:				
What roles and responsibilities do SMCs perform in the accountability for the management of UPE?				
Interview questions	**Responses**	**Quotation**	**Codes**	**Categories**
4. In your experience, what can you say about the guidelines for SMC roles and responsibilities?	We also had workshops on their roles; therefore, they know their roles. SMC C2. The members of SMC were trained by the district and the World Vision about their roles and responsibilities, so they know them. SMC D1. It is their school because when elections of SMC members are taking place, it is mostly people from the community around here who are elected as members. SMC D2. (Autonomy)	Yes, I'm a teacher's representative on the SMC. I was elected during a teachers meeting because I communicate freely and I have experience in development issues, therefore this is my second term. SMC A2. (ownership)

We also had workshops on their roles; therefore, they know their roles. SMC C2. (Understand the roles).

The members of SMC were trained by the district and the World Vision about | Role understanding and awareness

Role understanding

Mandate-ownership | SMC Accountability |

		their roles and responsibilities, so they know them. SMC D1. (understand the roles)		
		It is their school because when elections of SMC members are taking place, it is mostly people from the community around here who are elected as members. SMC D2. (Autonomy)		
5. What can you say about the role played by other members of SMC? Do you think they are playing their roles? If yes, explain how, if no, share some examples of situations where you have felt that other members are not performing their responsibilities?	Some of our members are illiterate but they know that education is a priority for our children so they lead in advising the children. SMC A1 We normally have career days and they lead in talking to our children about matters like sexuality, and importance of education. They also help in mobilizing parents to contribute to SMC projects. SMC A1	Some of our members are illiterate but they know that education is a priority for our children so they lead in advising the children. SMC A1. (stakeholders roles and commitment) We normally have career days and they lead in talking to our children about matters like sexuality, and importance of education. They also	Stakeholder roles and commitment	

	We cooperate in taking decisions and implementation. SMC A1 For example, we agreed that in order to improve on the primary leaving examination results, meals for the candidate class should be provided. We requested the parents' representative on the SMC to inform and mobilise parents' contribution. SMC A1 They approve the school five year development plan SMC A1 I was explaining that before we agree, we come up with priority areas to be included in SDP. The SMC also approves the annual budget including universal primary education grant. The UPE funds have to be	help in mobilizing parents to contribute to SMC projects. SMC A1. (Stakeholder roles and commitment). We requested the parents' representative on the SMC to inform and mobilise parents' contribution. SMC A1. (Financial role and mobilization). They approve the school five year development plan SMC A1. I was explaining that before we agree, we come up with priority areas to be included in SDP. (Planning role). The SMC also approves the annual budget including universal primary education grant. The UPE funds have to be termly discussed by		

	termly discussed by the finance committee before endorsing by the chairperson then implementation. SMC A1	the finance committee before endorsing by the chairperson then implementation. SMC A1. (Financial role). The chairperson and the PTA chairperson are key contributors and for me, my major role is to advice. Good enough our chairperson of PTA is a teacher in the neighboring school therefore knows matters relating to education. SMC A1. (Stakeholder role and commitment)		