

**REGISTRATION POLICY AND MANAGEMENT OF EARLY CHILDHOOD  
DEVELOPMENT CENTRES IN NAKAWA DIVISION, KAMPALA CAPITAL CITY  
AUTHORITY, UGANDA.**

**BY**

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**NOVEMBER 2013**

## DECLARATION

I, GAFABUSA VICTORIA BYOONA, declare that the content in this dissertation is my original work and has not been submitted for any academic award in any other University.

Signed... Byoona .....

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## APPROVAL

This dissertation entitled registration policy and management of early childhood development centres in Nakawa division, Kampala capital city authority has been submitted to the school of post graduate studies and research, with our approval as university supervisor(s)

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## **DEDICATION**

This piece of work is dedicated to my children Olga, Odrek and Osbert and to all those people who helped me in one way or the other.

## **ACKNOWLEDGMENT**

This study would not have been possible without the help and advice of many people. I thankfully acknowledge the outstanding professional support offered by my research supervisor(s) Dr. Godfrey Ejuu and Dr. Aron Otto that enabled the production of this work. My appreciation also goes to head teachers and directors of the ECD centres where the study was undertaken who devoted their time to offer valuable information. My heartfelt gratitude goes to my family for their understanding and encouragement during the entire period of study. My parents Mr. & Mrs. Lenard Kitalibara deserve a mention for laying a strong education foundation upon which I have been building on to date.

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## LIST OF ABBREVIATIONS AND ACRONYMS

CCT	Centre for Coordinating Tutors
CPFECD	Caribbean Policy Forum on Early Childhood Development
DCC	Daycare Centres
DEO	District Education Officer
DESA	Directorate of Education Standard Agency
DICECE	District Centre for Early Childhood Education
DIS	District Inspectors of Schools
DDHS	District Director of Health Services
DSD	Department of Social Development
ECD	Early Childhood Development
ECDE	Early Childhood Development and Education
ETP	Education and Training Policy
HSD	Head of Social Development
KCCA	Kampala Capital City Authority
MOES	Ministry of Education and Sports
MOEST	Ministry of Education, Science and Technology
MOH	Ministry of Health
NCDC	National Curriculum Development Centre
NCPR	National Child Protection Register
NEMA	National Environment Management
NGO	Universal Primary Education
NQF	National qualification Framework



NS	Nursery school
SWD	Social Welfare Division
TAC	Teacher Advisory Centre
ZISS	Zonal Inspector of schools

## DEFINITIONS OF KEY TERMS

**ECD Centres:** - Are places where children are cared for and provided with learning and support away from their families.

**Policy:** - A principle or rule to guide decision and achieve out come.

**Management:** - A process of working with and through other people to achieve set goals

**Registration:** - **Permission** granted to undertake business.

**Organizing:** - Management process of establishing roles for different tasks

**Planning:** - Systematic way of making decisions

**Controlling:** - A process of establishing work performance standards

**Staffing:** - A function of hiring and retaining suitable human resource

## ABSTRACT

The purpose of the study was to establish the extent to which ECD centres were adhering to the registration policy that guide the legal establishment and operation of ECD centres, identify challenges ECD centres face registration in complying with the ECD centre registration policy and how the policy influences management of ECD centres in Nakawa Division, Kampala Capital City Authority. The study was conducted by cross-sectional survey design using questionnaire and interview responses from 30 ECD Headteachers, 10 ECD directors and 1 focal point person purposively selected from the accessible population. The data was analysed qualitatively with the help of percentages, themes and tables

The study established that the ECD registration policy is not being adhered to, this was reflected in the few ECD centres fully registered, among other challenges faced in implementing the policy, inadequate financial resource was the major one. However the policy positively influenced the managerial roles of ECD centre managers mostly in the area of planning. The study in conclusion revealed stumpy adherence to the policy, majority of ECD centres are being established and run on provisional license exceeding the required period of time of two years.

In view of the findings, the researcher recommends that; Inspectors should be vigilant and monitor ECD centres to ensure they comply with the policy requirement within the stipulated period, Ministry of Education and Sports should allocate adequate funds to heighten regular effective supervision in the centres. District FPs should spearhead comprehensive sensitization to enlighten stakeholders on the purpose of pre-primary education and the importance of ECD centre registration policy.

## CHAPTER ONE

### INTRODUCTION

#### 1.1 Background

The background of this study is divided into three sections, that is: The historical, conceptual and contextual perspectives.

##### **Historical Perspective**

Registration of Early Childhood Development (ECD) centres in Uganda is a legal requirement as per the Uganda Education Act, (2008). ECD centres are places where children are cared for and provided with learning and support away from their families (Marian, 2000). These include Daycare centres, Home based centres, and Community based centres, Nursery schools /kindergarten.

Registration of centres promotes their effective partnership development and linkages with other public or private sectors (ECD Policy 2007). Registration also attracts skilled manpower into ECD (Musaazi, 2006) and helps to establish the institution's good reputation and image (Kliem, 2004) thus, attracting funding from financial institutions (Marian, 2000) and routine supervision from education inspectorate (Harris, 2000).

Historically, registration of ECD institutions in Uganda dates back to 1925, primarily as a result of the rise of and development of private schools (Ssekamwa, 1997). One of the impact of the Phelps Stokes commission report, (1925) on the education was allowing private schools to operate in Uganda. This was partly due to denominationalism that was prevalent in the mission schools that gave birth to the desire for an alternative education system free from religious bias (Wandera, 1971). Private schools are education

institutions operated by individuals, groups or organizations aimed at providing a service or making financial profit.

Pre-primary schools in Uganda, were started as early as 1930`s on private basis by the European and Goans (MOES, 1996). The purpose for these schools was primarily to cater for the children whose mothers went to work outside their home. Pre-primary education remained in urban areas only since villagers were not aware of their usefulness. Since government did not take control over them, most ECD centres did not have qualified teachers, lacked uniform national curriculum, proper structure, and the owners charged high fees, making it difficult for poor parents who would have loved to send their children to these schools to do so.

The government of Uganda started to have serious stake in pre-primary education as the result of recommendations of the Education Policy review commission, (1989) and the government white paper, (1992).The two documents strongly recommended among other things the need for government to undertake measures of pre-primary education and work towards full supervision. As a result, the government recognized pre-primary education as the fundamental stage in the education ladder. It also realized that while the schools were private, the children were not (Ssekamwa, 1997).

The government embarked on registering pre-schools although at that time there was still no clear policy. By 2003, there were 9000 pre-primary schools in Uganda and out of these, only 795 were registered (MoES, 2003).

Pre-primary schools are currently famous for laying a firm education foundation for further education levels (Morrison, 1988). Indeed there is an increasing demand for pre-primary education in Uganda and the number has since then continued to increase.

Establishment and operation of ECD centres, are currently supposed to be guided by the education policy (ECD policy, 2007) and the Education Act, (2008). The ECD centre registration policy, clearly stipulates the minimum requirements for registration of ECD centres by proprietors with an aim of promoting ECD quality service delivery in the country.

### **Conceptual background**

ECD registration is defined as authorization by the district education officer for the establishment and operation of an ECD centre (MoES, 2007). It is those centres that have been registered that are supposed to legally operate since they will have met the required minimum standards as demanded by the Ministry of Education and Sports (MoES, 2008). In this study, an ECD centre was considered registered if it had a registration certificate or a written letter from the education office stating that it had the requirements.

Management is the process of working with and through other people to achieve organizational set goals and objectives (Chadan, 2007). Management in this study, specifically focused on managerial functions that would foster the implementation of ECD registration policy, by ECD managers engaging in proper planning, organizing, staffing, controlling and directing both human and non-human resources of the organization ( ECD centres) to achieve the predetermined goals and objectives.

ECD centres are places where children are cared for and provided with learning and support away from their families (Marian, 2000). These include Daycare centres, Home based centres, and Community based centres, Nursery schools /kindergarten.

## **Contextual Background**

The establishment of ECD centres in most parts of the country has been due to increased demand for pre-primary education by the public. Establishment and the operation of ECD centres is guided by ECD centre registration policy as stipulated in the ECD policy, (2007). The policy states that” *The establishment of ECD centres remains the function of the private sector. The MOES will provide guidelines for minimum requirements for the establishment and registration of these centres.* The policy requires the proprietors to meet and adhere to the minimum requirements such as having enough land, structures and facilities, qualified caregivers, storage facilities, meals, outdoor space, administration and management among others. The guidelines and procedures of ECD centre registration are highlighted by the Ministry of Education and Sports (ECD Guidelines, 2010). ECD centre services are decentralized and in order to bring services nearer to the people, the service of licensing and registration of ECD centres was transferred to the Local Governments and it is carried out by the office of the District Education Officer. The entire registration process is free of charge. However, on appearance most ECD centres are still not registered thus deficient of the above requirements. Many centres still do not have the basic requirements needed for them to operate. Some of these include having a functional Management Committee, or well structured administration. Others are still faced with the challenge of having limited space for outdoor activities, lack of enough qualified caregivers, sub-standard structures among others. ECD Centres, being in position to have all the above minimum requirements as demanded by the ministry may also be a sign of having good management in place. It is still not clear whether the registration policy has any influence on the management of ECD centres to make them more efficient. If the registration policy can be one of the ways of improving centre management, then it must be explored, thus justifying this study. Centres that have good management are expected to deliver better

## **1.2 Problem Statement**

The rapid growth of ECD centres in Uganda is due to high demand for ECD services from working mothers especially in urban areas. Most of these centres are private and independently operated for profit gains. The government through the ministry of education is responsible to regulate their services through registering them to ensure comprehensive developmental programmes for the target age group. Despite government's effort to guide and direct the establishment and operation of ECD centres in Uganda through relevant Acts (ECD Policy, 2007, Education Act 2008), majority of ECD centres have continued to be managed unregistered contrary to the ECD registration policy. There is therefore need to find out why the centres are not registered, and if there is lack of enforcement on the side of the Ministry of Education and Sports.

Currently, there are limited studies in Uganda that focus on ECD registration policy and its influence on the management of ECD centres. The available studies only focus on the state of nursery education (Uganda Child Rights NGO Network, 2005), early childhood education pathways to quality and equity for all children (Elliot, 2006). Failure to conduct this study will lead to continued lack of information on the influence of registration policy on management of ECD centres thus frustrating the intended benefits of the policy.



### **1.3 Purpose of the Study**

The purpose of the study was to establish the extent to which ECD centres were adhering to the registration policy and how the policy influenced management of ECD centres in Nakawa Division, Kampala Capital City Authority.

### **1.4 Objectives**

The study was guided by the following objectives:

1. To find out whether ECD centres were meeting the minimum registration policy requirements.
2. Identify challenges ECD centres face in complying with the ECD centre registration policy
3. To find out the influence of registration policy on the management of ECD centres.

### **1.5 Research questions**

The study aimed at answering the following research questions

1. Are ECD centres meeting the minimum ECD policy registration requirements?
2. What are the challenges faced by ECD centres in complying with the ECD centre registration policy?
3. What is the influence of ECD centre registration policy on management of ECD centres?

## **1.6 Significance of the study**

The challenges of ECD centre registration identified from this study will enable the ministry of education to review the policy requirements on ECD centre registration, so that the requirements and steps are user friendly to enable ECD proprietors register their centres within the specified period of time.

Using experience from already registered centres, as established by this study, increased sensitization by District Education Officers will be realized so that unregistered ECD centres are able to benchmark to achieve the same status as required by the policy.

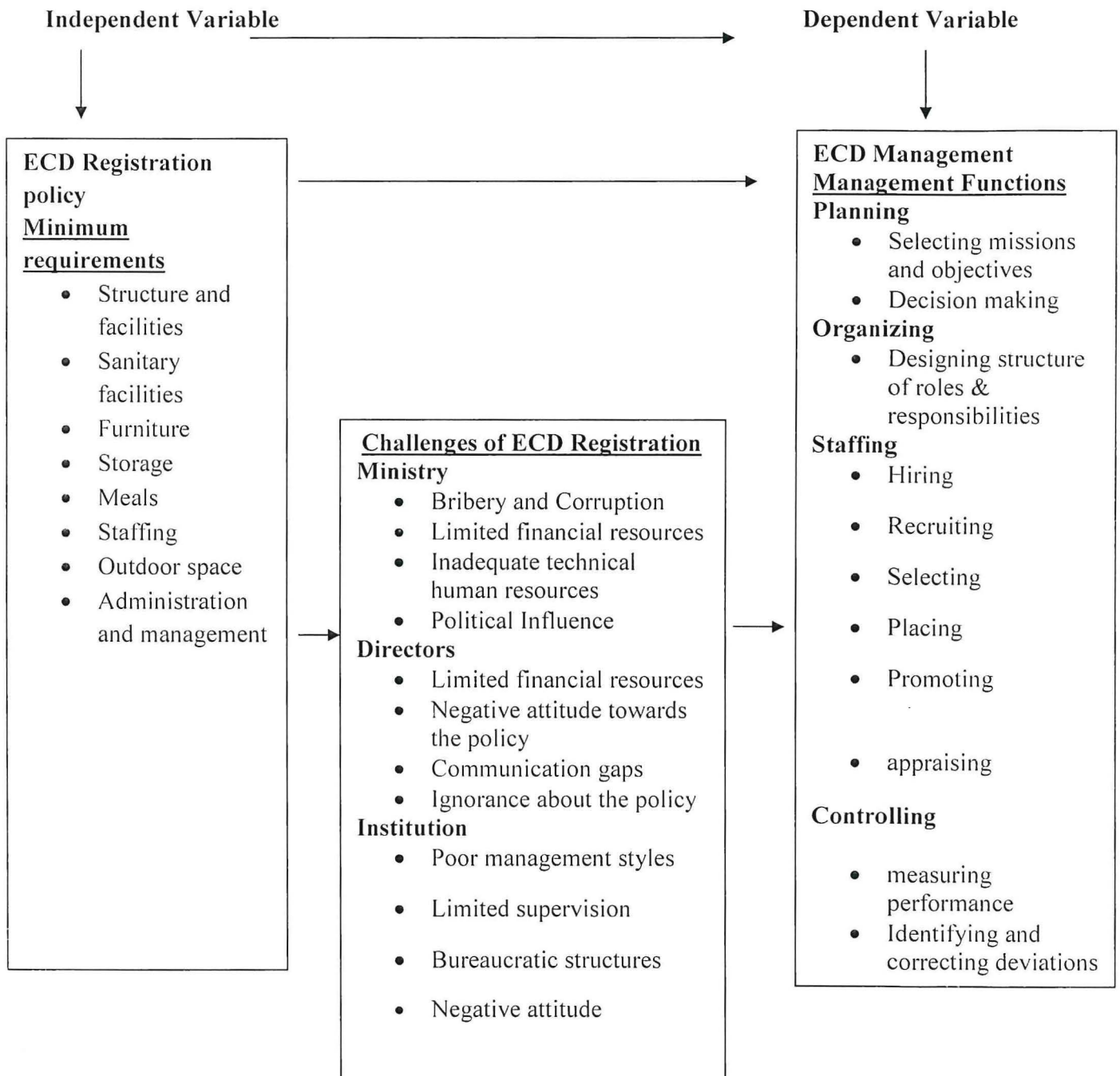
The positive influence of ECD registration policy identified in this study will be used by ECD focal point persons to encourage improved managerial functions of ECD centres managers in the areas of planning, organizing, staffing, controlling, and directing so as to realize increased organizational productivity.

## **1.7 Scope of the Study**

The study was carried out in Kampala Capital city Authority in Nakawa Division. Kampala is the largest city and capital of Uganda. The city is divided into five Divisions that oversee local planning: Kampala Central Division, Kawempe Division, Makindye Division, Nakawa Division and Lubaga Division. The study concentrated on establishing the extent to which ECD centres were adhering to the registration policy and the influence it had on management of ECD centres.

## 1.8 Conceptual Framework

Conceptual framework of relationship between ECD centre registration policy and ECD management



Source: Early childhood Development (ECD) policy, (2007)

The conceptual framework illustrates that the establishment and the operation of ECD centres is guided by ECD centre registration policy. It requires the proprietors to meet and adhere to the minimum requirements such as having enough land, structures and facilities, qualified caregivers, storage facilities, meals, outdoor spaces, administration and management among others.

The positive influence of the policy enhances effective management of ECD centres. Through the managerial functions of – planning, organizing, staffing, controlling and directing that ECD managers engage in to achieve the desired goals and objectives.

The implementation of the policy minimum requirements is being happed by numerous challenges at different levels, that is, at ministry, at institutional and at the proprietors level. These challenges include:- corruption, limited financial resources, political influence, inadequate technical human resources, negative attitude towards the policy, limited supervision, ignorance about the policy and bureaucratic structures among others.

## CHAPTER TWO

### LITERATURE REVIEW

#### 2.1 Introduction

This chapter discusses the related literature to the study in line with research objectives. The main sub-sections under which literature will be reviewed include: Theoretical review, Conceptual framework, ECD registration policy minimum requirements, Challenges ECD centres face in complying with the centre registration policy and Policy influence on managerial functions. The following literature was reviewed from both primary and secondary sources data

#### 2.2 Theoretical Review

This study was guided by the theory of the “**management theory**” It is based on the idea of Henry Fayol, (1841-1925) which clearly defines the managerial operations in terms of five functions; These include; planning, organizing, staffing, controlling and directing (Chandan, 2007). The theory was adopted because it relates to the independent and dependent variable of the study of management of ECD centres right from national to local levels. These principles of management that Fayol set, provide clear and appropriate guidelines that managers of ECD centres can use to create a work setting that makes efficient and effective implementation of the policy requirements by use of organizational resources in order attain quality service delivery for the holistic development of the children in the centres These principles remain the bedrock of modern management that begins with good planning, organizing, staffing, controlling and directing among ECD centre heads that can foster effective implementation of the ECD centre registration policy

Planning is a primary management function (Chandan, 2007). It is future orientated and it determines the organization’s direction. It is a rational and systematic way of making decisions

today that will affect the future of the organization. It involves the prediction of the future as well as attempting to control the events; and succeeds with good organizing.

Organizing is that part of management that involves establishing an intentional structure of roles for people to fill in an organization. Intentional in that all tasks necessary to accomplish goals are assigned to people who can perform them best in a united and coherent manner through appropriate staffing.

Staffing is the function of hiring and retaining a suitable work force for the enterprise both at managerial as well as non-managerial levels. It involves the process of recruiting, training, developing, compensating and evaluating employees and maintaining the work force with proper incentives and motivation (Saleemi, 2009). Staffing is enhanced by an important action usually referred to as controlling.

Controlling consists of those activities that are undertaken to ensure that the events do not deviate from the pre-arranged plans. The activities consist of establishing standards for work performance, measuring performance and comparing it to these set standards and taking corrective actions as and when needed, to correct any deviation (Chandan, 2007). Smooth controlling is dependent upon appropriate directing done at the right time.

Directing is concerned with leadership, communication, motivation and supervision so that the employees perform their duties in the most efficient manner possible in order to achieve the desired goals (Koontz, 1990).

Although these management functions concern the internal environment for performance within an organization, managers must operate in the external environment of an organization as well (Gatewood, 1995). Clearly, managers cannot perform their tasks well unless they have an

understanding of, and are responsive to, the many elements of the external environment such as economic, technological, social, political and ethical factors that affect their areas of operation. This applies to ECD centre managers as well. The implementation of ECD centre registration policy to a certain extent may have been influenced by lack of knowledge on the part of ECD Managers to understand, observe and operate within the external elements as shown above. Managers, who succeed display flexibility in their behavior, dynamic environment and what they do and thus the response they get from outside (Thompson, 2007).

### **2.3 ECD Registration Policy Minimum Requirements**

ECD, being the earliest stage of development is the most important stage for education because the beginning decides the manner of progress and not the end (Rusk, 1987). If national order is to be recognized in the later years as beneficial, early childhood education must first be accustomed to law and order through appropriate registration. Registration process in every country is aimed at providing operators with formal authority to operate, although they differ in their level of formality and in the legal basis from which they are implemented and enforced. A registration normally requires the submission of basic information to the authorities and may include the issuing of a formal document by the authorities acknowledging that permission has been granted to provide services (Rusk, 1987).

#### **The process of registration**

The process of registration involves fulfillment of different activities by different people, before a registration certificate is formally issued for the establishment and operation of the centre.

The processes of registration differ from one country to another. For example, in the Caribbean countries, a centre management requests an initial visit by an Early Childhood Officer to advise

on the suitability of the premises for an Early Childhood Service. Those wishing to obtain more information or proceed with the application for registration are then required to purchase an Early Childhood development service application pack that includes the application form. If Planning Permission is required for the premises, an early application for this must be made. It is necessary to seek verification or certificate from the ministry responsible for planning. The registration process cannot proceed very far until any necessary planning permission is granted. Upon receipt of the completed application forms and correct remittance, contact will be made by an Early Childhood Officer to arrange a site visit (Caribbean Policy Forum on ECD, 2006).

On the visit, an assessment is made of the premises and its suitability for the proposed venture. Officers of the Fire Service and the public and environmental health inspect the premises and make recommendations. All areas of improvement/amendment are given in writing, with timescales for completion. The registered provider is interviewed. The suitability of the supervisor of the early Childhood Development Service is assessed by means of discussion and observation. A check is performed through the Police and Social services as to the appropriateness of the character of the registered provider, supervisor and the staff to work with children and later after the number of children has been agreed, a certificate of registration is issued (Early childhood commission, 2005).

ECD programmes in South Africa must be assessed by a suitably qualified person from the department of social development (DSD) before the provincial HSD or municipal manager can decide whether to grant or refuse an application for registration. The DSD official is trained by the Department of Basic Education to assess if the content and delivery of an ECD programme meet the required norms and standards. The official uses a check-list based on the national early learning development standards.



Providing support for children in their early years of development through well trained caregivers and teachers lays a foundation for their future (ECD policy, 2007). Before one applies for registration of an ECD centre programme, in Capetown, all staff working in ECD centres must be screened against both the National Child Protection Register (NCPR) and the Sexual Offences Register. Everyone must be screened – including volunteers and people who do not work directly with children such as cooks or gardeners. The head of an ECD centre or programme completes Form 29 and sends it to the Director-General of Social Development to check if the names of staff or volunteers are on the NCPR.

It is an offence, punishable by up to 10 years in prison, or a fine, or both to allow someone access the children if the person has been declared unsuitable to work with children. A person found unsuitable to work with children could be dismissed if he or she does not disclose that information to an employer.

In Tanzania, there are three different institutions registering pre-schools namely: Social Welfare Division, Ministry of education and Culture, and Ministry of Home Affairs. In each case, the applicant has to show the type of pre-school (DCC - Social Welfare Division: Nursery school - Ministry of Education and Culture) and the names of the owner and that of the manager with their particulars. The applicant should show the location of the school or centre with particulars of title to land. This has to be supported by the District/City Engineer that the site for the pre-school is consistent with the plans of the particular locality. The Medical Officer of Health is also to approve that the existing buildings conform to health and safety regulations. A copy of the building plan is to be attached with the application. The applicant is required to show sources of finance for the school, particulars of classes and staff position. In the case of Ministry of Education and Culture, the Zonal Chief Inspector of schools should inspect the school to ensure

that the buildings, equipment and teaching staff are of a quality desired for such a pre-school. In the case of Social Welfare Division, the inspection is done by one of their officers.

According to the government, (ETP 1995), the Social Welfare Division should register all day care centres (0-3yrs) while the Ministry of Education and Culture should register nursery schools (0-6yrs). This makes it easy for the concerned ministry to monitor and check on those centres operating illegally.

The States and Territories in Australia are responsible for licensing and regulating child care and pre-school and kindergarten services. In some jurisdictions, Family Day Care is also subject to state-level regulations, but elsewhere it operates under local statutes, ordinances and regulations. Regulations for child care and pre-school services vary within and between jurisdictions. Typically, they specify minimum standards for space, facilities, safety requirements, and numbers of children, child-staff ratios, and staff qualifications. They also deal with occupational health and safety, child welfare and related regulations, and administer applicable corporation law. Generally, centres must meet minimum licensing and regulatory standards, but there can be exceptions under special circumstances. Most regulatory units also offer professional advice and assistance in the planning, design and establishment of new services. Some provide advisory services and professional development for early childhood services and their staff. State-based funding for the delivery of pre-school and related services is allocated to eligible organizations and providers through various service agreements and grants.

The quality of any program for young children is largely determined by the knowledge, experience, and training of its' staff. All program staff who works with children and families need to have, and to continue receiving as part of their jobs, knowledge of child development and early education, supervised experience in working with young children, and continuing

opportunities to improve their practice and increase their understanding of young children ( Essa,2003).

The Policy in South Africa puts in place specific requirements about the number and qualifications of staff working in ECD programmes. The regulations state that the person applying for registration of an ECD centre must have the following qualifications and training: The National Certificate in Early Childhood Development at National Qualification Framework (NQF) Level 1 to 6 of the South African Qualifications Authority, an appropriate ECD qualification or a minimum of three years experience implementing ECD programmes. In addition, the applicant must show appropriate knowledge of ECD

State of Vermont, under the Department of Social and Rehabilitation Services, all staff has to meet the qualifications for one of the following positions as criteria for registration purposes.

Position: Master Teacher, Qualifications: Master's degree in early childhood or in human/ child development or a related field and a minimum of two years experience.

Position: Teacher. Qualifications: Bachelor's degree in early childhood or human/child development or a related field; which includes one year of experience

Position: Teaching Assistant. Qualifications: High school diploma or equivalent, at least 18 years

of age .Position: Trainee. Qualifications: At least 17 years of age and enrolled in or graduated from a human services program that emphasizes child development at a technical center approved by the State Board of Education.

In South Africa the centres must be monitored by the social worker or official employed and authorized the provincial department of social development for two years. The assessment for ECD programmes is done at the time of first registration and should take place every two years. The provincial HSD selects the person who conducts the assessment and monitoring. After each assessment and monitoring visit, the assessor should complete Form 21 and submit it to the

provincial HSD and the management of the ECD centre. For ECD programmes, a development plan is also written. This shows action steps for helping to align the programme with the norms and standards. ECD centres are assessed and monitored every five years, or more often, if assessment is needed to decide on a centre's registration status. A centre can be assessed at any time if provincial HSD or municipal manager orders it following a written complaint

The ECD Section of the MoEST Inspectorate in Kenya is responsible for maintaining and improving educational standards in all pre-schools owned by the community and private sector. The inspectors have the authority to enter and inspect any school at any time with or without notice, and report their findings to the Chief Inspector of Schools. The bulk of inspection and supervision is carried out by DICECE trainers and Zonal Inspectors of Schools (ZISs) and Teacher Advisory Center (TAC) tutors based at the district level. The inspectors monitor the teaching-learning processes and inspect facilities and services at pre-schools.

The ECD policy in Ghana empowers the Government to refuse registration if the applicant is deemed not fit to look after children or someone living or working on the premises is not fit to be in the proximity of young children, and or the equipment and or the premises in which an early childhood services to be provided are unsuitable.

The registration of ECD centre in Australia may be cancelled by written notice to the registration holder if the centre is not managed according to the required national norms and standards and other requirements, if the centre breaks any of the conditions on which the original registration was granted, the registration holder or the management of the centre fails to adhere to the provisions of the Act. if Government intends to refuse registration, cancel registration, refuse consent to a person disqualified from registration is required first to notify the applicant or registered person of its intention and the reasons for it and give him or her fourteen (14) days in which to lodge an objection in writing.

If the application is granted, the applicant must receive a certificate of registration. The certificate must also state the time period for which the registration is valid. In terms of regulation the application in South Africa is valid for five years. Applications for renewal of both ECD programmes and ECD centres must be made at least 90 days before the registration is due to expire, but the provincial HSD or municipal manager can allow a late application on genuine grounds. If the application was submitted at least 90 days before the registration was due to expire, then the provincial HSD or municipal manager must renew the registration before it expires. The license and a copy of current Early Childhood Programs Licensing Regulations is posted in the facility where parents and the staff can see and read them.

In Uganda, the service of licensing and registration of all different types of ECD centres is carried out by the office of the District Education Officer. The establishment of ECD centers remains the function of the private sector. The MoES provides guidelines for minimum requirements for the establishment and registration of these centers. The policy permits whoever is capable and interested in establishing an ECD centre to do so. The initial licensing of ECD centres, takes three months by the proprietors meeting within the management committee. It is the District Education Officer, National Environment Management Authority (NEMA) and health assistant that are involved in the process of ECD registration exercise and if after a period of two years, the ECD provisionally licensed is properly run and organized, a certificate of registration can then be issued (Education Act, 2008). Periodic monitoring and supervision is executed by the Pre-Primary and Primary Department, Teacher Education Department, DES, NCDC and Kyambogo University (ECD policy, 2007). At district level, the District Education Department takes the lead while at the ECD centre level; the management committee takes charge of monitoring progress at the centre. The policy requires caretakers to be registered with

the ministry of education and must have undergone training from recognized institution. In Uganda, there is a possibility that some ECD centres are not registered.

## **2.4 Challenges ECD Centres face in Complying with the ECD Centre Registration**

### **Policy**

Policy implementation, are activities carried out in the light of established policies (Egonmawam, 1991). It refers to the process of converting financial, material, technical and human resources inputs into outputs. Policy implementation problems occur when the desired results on the target beneficiaries are not achieved effectively. It has been observed that policy implementation is one of the problems confronting developing countries. Whenever the basic critical factors that are crucial to implementing public policy are missing, there are bound to be implementation problems (Kamla, 2005). These critical factors are resources, attitude, communication and bureaucratic structures among others.

Communication is an essential ingredient for effective implementation of public policy.

Through communication, orders to implement the policy are expected to be transmitted to the appropriate personnel in clear manner while directives that are too precise may hinder implementation by stifling creativity and adaptability (Mbiti, 1990). Such precise directives do not leave room for implementers especially ECD managers to exercise discretion and flexibility where need arise. Lack of appropriate and efficient channels and modes of communication resulting in communication barriers, misunderstandings, ineffective transfer of information and lack of necessary knowledge and skills affect the effective implementation of the policy.

Without competent people at the managerial as well as operational levels, organizations either pursue inappropriate goals or find it extremely difficult to achieve appropriate goals once the goals are set (Saliim, 2009). The process of ECD centre registration requires adequate skilled



professional managers at local levels to interpret and implement the ECD minimum requirements by making critical analysis of policy requirements and how best to implement them. However some managers of ECD centres seem to lack such skills to enable them fulfill the policy requirements.

Failure to take the economic variable into consideration may spell doom to policy implementation (Deininger, 2000). Policies without economic support will automatically suffer implementation gaps.

For example where there is need to employ skilled staff, acquire property or equipment, adequate funding becomes very crucial. It is important to note, that meeting the ECD centre registration minimum requirements calls for massive investment of funds to fulfill the registration requirements in the specified period of time. Some ECD centres managers lack adequate economic support and hence fail to meet the registration requirements.

People are part of the policy implementation environment (Owalabi, 2005). Their attitude as target beneficiaries influences its implementation. Experience has shown that for policies to be successful they should involve target groups and they should allow for participatory system, whereby policy makers plan with the people rather than for the people in meeting their felt needs. Such participation gives the target groups a sense of belonging as well as get them committed to the successful implementation of the policy. Establishment of ECD centres in Uganda is largely a responsibility of the private sector. Change of negative attitude by proprietors towards the policy will be attained from increased awareness on legal requirement for operation of ECD centres through continued sensitization to both the local leaders and the parents so that they support the exercise as stake holders. To implement a policy, a schedule of activities need to be drawn up on who is to do what, when and how (Owalabi, 2005). This calls

for effective planning and decision making. Some ECD managers seem to be lacking planning and decision making skills.

In the modern world of business, it is useless to be a creative original thinker unless you can also sell what you create (Kamla, 2005). Management at grassroots cannot be expected to recognize a good idea unless it is presented to them by a good salesman through adequate sensitization. In other words, the onus is on the policy makers to persuade the policy implementers that the policy is a good one bearing in mind its usefulness and its practicability. Some ECD managers do not perceive the policy as useful and necessary due to lack of adequate sensitization.

Education tasks for improvement and expansion are normally executed by managers (Chandan, 2007). It requires resources and capabilities to undertake the tasks carefully. However some managers lack the professional technical management skills to achieve the targets. Chandan further observes that management can be highly frustrating sometimes because it requires an extremely detailed, careful, analytical and intellectual thought process. It also requires a high level of imagination, creativity and fortitude to choose and become committed which some manager's lack thus, frustrating the registration exercise.

## **2.5 Policy Influence on Managerial Functions**

Policies are formal statements that influence management to improve the efficiency of operations (Chandan, 2007). The benefits of the positive policy influence on managerial functions on the ECD managers are listed below.

Management is active and not theoretical. It is about changing behavior and making things happen. It is about developing people, working with them, reaching objectives and achieving results (Laurie, 2007). The manager, whatever the role whether in the private or public sector, in order to carry out the process of management and execution of work, requires a combination of



technical competence, social and human skills and conceptual ability. Technical competence relates to the application of specific knowledge, methods and skills to discrete tasks. Social and human skills refer to interpersonal relationship in working with and through other people as a team. Conceptual ability is to view the complexities of the operations of the organization as a whole including the external environmental influences recognizing the opportunities and challenges. Analytical skill is about effective and right decision making. The right decision basically depends upon the correct analysis of the problem and the situation. Managers, who are capable of applying such skills, are able to successfully register their centres as per the policy requirement and thus experience good management.

The management process implies planning at a personal level (Morden, 1999). An enterprise cannot plan ahead without making forecasts and it cannot make forecast without having some kind of plan to act as framework for forecasting process. The process of forecasting, attempts to produce a picture of future environment in which enterprise plans and activities are likely to be implemented. It makes assumptions about the future conditions that are likely to determine the success of these plans and attempts to predict the outcome from the implementation of these plans. ECD centre registration exercise requires effective planning by ECD management clearly forecasting the activities involved and how best to implement them. Appropriate policy guidance enables managers to anticipate and predict action for a given set of situation variables through planning (Chandan, 2007). Research has shown that planning is essential in modern management. The growing complexity of the modern business with rapid technological changes, rapid changes in consumer tastes and growing tough competition necessitates orderly operations not only in the current environment but also in the future environment.

A registered centre is a gesture of good management manifested through effective planning by managers.

Formal planning forces managers to examine all areas of the organization from all angles and efficiently coordinate the activities of all the areas (Sagimo, 2002). Without this process, the managers may ignore or overlook some critical aspect due to time pressure thus affecting the outcome of the efforts negatively. ECD managers need to visualize and anticipate the kind of future environment in which the centre is likely to have to operate. The effectiveness of ECD centre registration exercise requires adequate planning. ECD managers can plan and strategize on how best the centres can meet the minimum requirements for ECD registration. To be an effective manager, one needs to achieve results (Shirley, 1999). In order to do that, the manager must first clearly define those results and then decide how he or she is going to accomplish them, and that means setting objectives and planning. Objective setting can be defined as identifying and defining the specific results required. Objectives are important because unless the manager knows where he or she is going, the likelihood is that he or she will end up somewhere else. Objectives set out where the centre is going and the plan defines how to get there. Owners must decide and declare in writing their aims and objectives before an organization is set up (Bakhada, 2004). Aims should be discussed, agreed upon and recorded for future reference. The details must be conveyed to the recipients or clients through brochures and verbal communication. Bakhada also noted that an organization that runs without specific aims and objectives is likely to lack direction and its employees will operate under confusion. Decisions on policies must be communicated to all stake holders by ECD managers for they are the ones who operationalize the policies.

Coordinating organization of activities is paramount. This keeps the focus on the goals of the team and reduces the role of a manager is to coordinate the effort of the team so that everyone is pulling in the same direction and all the activities to link together within the agreed time scale (Rawlinson, 2007). Likelihood of individuals, pursuing individual goals and objectives, for that

reason, coordination does not happen on its own, it must be carefully planned. Coordinating is defined in terms of ensuring that events happen in accordance with plans and policies (Morden, 2004). Proper coordination of ECD centre strategies in registered centres is an indication of good management.

There are a number of factors that contribute towards the success of an organization (Chandan, 2005). These factors include capital, equipment and manpower. While all these factors are important, the human factor is the most significant one, since it is the people who have to use all other resources. Without the productive effort of its workers, the material resource would be of no use. Furthermore, if the people who are in charge of these resources are not sufficiently qualified, then the utilization of these resources would not be optimal. Human resource management involves the management function through which managers recruit, select, train, and develop organizational members. Recruitment is a process designed to attract a qualified pool of job applicants to the organization clearly showing the requirements for the job to be filled. Through selection, managers choose the right candidate from the pool of application for the right job. Training and development enables employees to better their knowledge, skills and behavior for increased productivity. Staffing, as a managerial function, enables ECD managers to employ qualified and skilled manpower to carry out various tasks as per the policy requirement.

The teacher is probably the most expensive and important resource in a school (Bakhda, 2004). A motivated, dedicated and effective teacher who cannot only teach but also bring out the best in his pupil is a great asset. A good teacher can create a healthy and a happy environment in the classroom and the school collectively.

Although most teachers have the right qualification, a few may not be able to adapt to certain kinds of schools. This depends on their degree of adaptability, the style in which the institution is run and the person who heads the school. The headteacher, should counsel and guide teachers to

achieve their best. Recruiting the right teacher and developing that person of the institution are vital roles of a headteacher. Success can only be achieved if the teachers perform their duties effectively with the support of such management. A work system where the worker is provided with the right and pleasant work environment is a great motivator for the workers (Kavita, 2006). The right type of job, the right tools to work with, good interaction with peers and superiors, fair system of rewards and incentives are all tied to the desired work behavior. A motivated workforce is a gesture of good management.

A number of factors influence good management practices (Thompson, 2007). These in turn affect the well being of the school community i.e. pupils, staff and parents. These factors include the school's physical facilities, members of staff, structure and policies of education in the country. Therefore, the head teacher is the pivot around which many aspects of the school revolve. He or she is the person in charge of every detail of the running of the school. It is therefore important that the selection of such a person is done very carefully. The criteria underlying the appointment of such a person should be thought out in great detail, giving due attention to the needs of the institution. The manager is, therefore the dynamic, life-giving element in every organization. Without the leadership of the manager, ECD centre resources of production remain mere resources and never become productive. The quality and performance of the manager determine the success of an organization and its survival. ECD centres registration policy need dynamic and quality managers for its effective implementation.

## **2.6 Summary**

Globally ECD centres have been a rapidly growing part of the education sector to provide care for young children while their parents are a way for work. To strengthen the operation of ECD centre services, the establishment and the operation of ECD centres guidelines as reflected in the

policy, are put in place as legal requirement for ECD centre registration by respective ministries as highlighted in the related literature.

Early childhood development centres provide education and care to children in the temporary absence of their parents or adult caregivers. These services should be holistic and demonstrate the appreciation of the importance of considering the child's health, nutrition, education, psychosocial and other needs within the context of the family and the community, this can be realized through good management.

The policy requires the proprietors to meet and adhere to the minimum requirements such as having enough land, sound structures and facilities, qualified caregivers, storage facilities, meals, outdoor spaces, administration and management among others. Alongside the guidelines, the procedures and steps to follow are highlighted that is, the exact manner in which activity is to be completed.

However, the policy implementation is being affected by some factors, such as limited resources, negative attitude, ineffective communication and bureaucratic structures among others.

The positive influence of ECD registration policy encourages improved managerial functions of ECD centres managers in the areas of planning, organizing, staffing, controlling, and directing so as to realize increased organizational productivity as the main goal of all managers. Realization of ECD centre registration policy calls for collective effort from all the stakeholders at all levels.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter presents a detailed description of the selected research design, population of the study area, sampling techniques and data collection instruments used.

#### **3.2 Research Design**

A cross-sectional survey design was used in this study. It is a system for collecting information to describe, compare, or explain knowledge, attitude, opinion and behavior (Fink, 2002). It was specifically used because it allows for the collection of significant amount of data from a sizeable population. The study was concerned with the registration policy and management of ECD centres in Nakawa Division of Kampala City Authority. It was specifically intended to establish the extent to which ECD centres were meeting the registration policy requirements and, the challenges faced and how the policy influenced their management. Such issues could best be investigated through survey design. The design enabled the researcher to collect significant amount of data from a sizeable population.

#### **3.3 Study Population**

Population is the complete collection of all the people, elements or units that are of interest to particular investigation (Gay, 1992)

The study involved head teachers of ECD centres who were purposively sampled from the ECD centres in Nakawa Division, In depth interviews were also done with the key informants like the

District focal Person and the Directors of the ECD centre as they were the direct key players and very influential in the study

### 3.3.1 Sample size and Sampling technique

The study involved a total population of 41 respondents including 30 ECD head teachers from the thirty ECD centres, ten ECD centre Directors and one Division Focal Person( Division Education Official.

The study employed purposive sampling strategy. The key informants were selected because of the virtue of their knowledge and positions regarding the ECD centre registration policy and management issues.

The researcher selected the key informants who were working within the framework of ECD centre management and education inspection and supervision.

### 3.3.3 Sample size

**Table 3.1**  
*Sample size for the respondents selected for the study.*

Category	Population Size	Sample Size	Sampling technique
ECD Head teachers	40	30	Purposive
Directors	30	10	Purposive
ECD Focal Point Person	1	1	Purposive
Total	71	41	Purposive

### **3.3.3 Data Collection Instruments**

In the study, the researcher used several data collection instruments and methods (methodological triangulation) including the open ended questionnaires, the in depth key informant interviews as well as direct observation with the guide of the check list

#### **3.4.1 Questionnaire**

A questionnaire is a written list of questions either given or posted to respondents who fill it in themselves (Laws, 2003). Information is directly gathered from a large number of respondents, many of whom are likely to offer the respondent with possible replies. Questionnaires make it possible to compare respondents.

Questionnaires were used since the study was concerned with variables that could not be directly observed such as; views, opinions, perceptions and feelings. Such information could best be collected through questionnaires (Tuoliliatos & Compton, 1988). The sample size was also quite large and given the time constraints, questionnaire was an ideal tool. The target population was also largely literate and unlikely to have difficulties in responding to questionnaire items.

One questionnaire composed of open-ended and closed ended items was developed given to the ECD head teachers and collected later by the researcher and research assistant seeking to obtain information from ECD head teachers; it contained three sections as reflected in the objectives, focusing on registration policy minimum requirement, policy implementation challenges and management of ECD centres. Objectives were targeted to score the responses.

A sample questionnaire guide found in appendix i



### **3.4.2 In depth Interviews guide**

Data were also collected using in depth Interviews. They were conducted between the researcher and the key informants, who included the District focal Person and the Directors of the ECD centre, the researcher read the questions to the interviewee. This method of data collection was very inventive because it enabled the interviewer to obtain information about respondents' attitudes, values, and opinions on one to one interaction as responses were recorded by pen and paper by the interviewer. Most people who agree to be interviewed enjoy sharing their knowledge, opinions, or experiences (Merriam, 1998). The researcher followed an interview guide with items that were aimed at probing and answering the questions corresponding to the objectives of the study. This method therefore helped the researcher investigate the extent to which ECD centres were adhering to ECD centre registration policy.

A Sample interview guide is found in Appendix ii & iii

### **3.4.3 Observation guide**

Observation involves looking and listening very carefully, Langley (1999). Observation can be in two ways that is; direct observation where the researcher observes without joining in any way and participant observation where the researcher deliberately joins in with the activities of a group while observing them. Systematic direct observation was used in this study to observe certain elements related to the study by use of a check list. The observation checklist was used to assess requirements as stated in the ECD centre registration policy (2007). Such requirements included; Structure and facilities, sanitary facilities, Furniture, Storage, Meals, Staffing, Outdoor space, Administration and management among others.

A sample checklist found in appendix iv

### **3.5 Quality control**

Quality control refers to the validity and reliability of instruments (Onen, 2005). The researcher employed randomization technique to control the effect of the extraneous variables both known and imagined. The designed instruments were also pre-tested during a pilot study in order to check and confirm whether the instrument contained adequate content and whether it really tested what it intends to test.

#### **3.5.1 Pilot Study**

A total of two (2) ECD Centres were randomly selected for the pilot study from Kawempe Division in order to avoid contaminating the results. From each of the two ECD Centres the head teacher were purposively sampled and were given the instrument to fill. The same instrument was given to them to fill again after one week in order to have a set for test retest analysis.

#### **3.5.2 Validity**

Validity is conceptualized as the measure of what the instrument purports to measure. It is the extent to which the instrument measures correctly what it is supposed to measure (Laws, 2003).

#### **3.5.3 Validity of the Questionnaire**

The content validity of the questionnaire was established by conducting item analysis. To ensure content validity, expertise of five people who were familiar with the study area were sought; these were required to check whether the items in the instrument were viable to collect the intended data.

Data collected in the pilot study was analyzed using Spearman's Correlation Coefficient, at the significance level of  $\alpha = 0.70$ , the instrument was found to be reliable. Finally the content

validity of the instruments was computed for each of the sections using the formula adopted from Amin (2005).

$$CVI = \frac{\text{Number of items rated as relevant}}{\text{Total number of items in the questionnaire}}$$

The results of the analysis were tabulated and all sections in the instruments were considered valid and acceptable because validity index was above 0.70. (Amin, 2005).

**Table 3.2**

*Content Validity Results for the Questionnaires*

Questionnaire for Head teachers	Section A	Section B	Section C	Section D	Average
CVI	1	0.75	0.75	1	0.875

### 3.5.4 Reliability

Reliability is a measure of how consistent the instrument is measuring what is meant to measure. It is about the dependability and stability of the instrument (Laws, 2003).

### 3.5.5 Reliability of the Questionnaire

The reliability of the content in the questionnaires was assessed using the Test-Retest method after a pilot study. Upon administering the instrument for the second time, the responses of individuals did not vary and were consistent across variables.

### **3.6 Procedure**

Upon obtaining permission and letter of introduction from the School of Post Graduate Studies to be presented to the respondents, the researcher first sampled the ECD centres for the study. Secondly, decision was made on which centres to visit first and last. Thirdly, the researcher proceeded to the selected centres to seek for permission to carry out the study. Subsequently after permission was granted, the researcher made appointments with respective ECD centre heads on when to receive and return the instrument. The instruments were administered with the help of one research assistant whose main role was assisting in distribution and collection of some questionnaires. Participants as an ethical consideration were requested to willingly and freely participate in the study and were assured of confidentiality.

### **3.7 Data Processing**

Data collected is known to be raw information and not knowledge by itself (Cohen & Manion, 1997). It was imperative that it was organized in various stages for error scrutiny. At the end of data collection process, the raw data collected was cleaned, edited, categorized, coded, and summarized.

### **3.8 Data Analysis**

Data analysis is the process of organizing the collected data in order to make it suitable and valuable to be understood. (Cohen & Manion, 1997). Descriptive Content analysis was used to describe the findings arising from the questionnaires, key informant interviews and direct observation with the aid of themes and tables and percentages

## **CHAPTER FOUR**

### **DATA PRESENTATION, ANALYSIS AND INTERPRETATION**

#### **4.1 Introduction**

This chapter presents a detailed description of the data analysis of views and opinions from specific respondents based on the research objectives using questionnaire as the main data collection instrument. The study investigated the registration policy and management of ECD centres in Nakawa Division, Kampala Capital City Authority. The purpose of the study was to establish how ECD centres were adhering to the registration policy, challenged faced while implementing the policy and how the policy influenced management of ECD centres the research questions guided the analysis.

#### **4.2 Demographic information**

Demographic information sets a clear understanding of whether the respondents were competent and experienced enough to provide the necessary information; their academic qualifications were established as presented in Table 4.1.

**Table 4.1**

*Qualification of respondents*

<b>Respondents</b>	<b>Frequency (f)</b>	<b>Percentage (%)</b>
Graduates	19	46.3
Diploma	12	29.3
Certificate	10	24.4
Total	41	100

Table 4.1 indicates that 46% of the respondents were graduates, while 24% were certificate holders. This means that the participants had the qualifications to manage and execute the ECD centre activities one of which is the implementation of ECD centre registration policy.

The level of qualification was not enough to understand the experience of the participants in managing ECD centres. Head teachers' length of service was also established as summarized in table 4.2

**Table 4.2**

*Length of service in ECD centres*

<b>Head teacher's Experience</b>	<b>Frequency (f)</b>	<b>Percentage (%)</b>
More than 7years	17	56.6
3-7years	05	16.7
1-2years	05	16.7
Less than a year	03	10
<b>Total</b>	<b>30</b>	<b>100</b>

Table 4.2 shows 57% of the head teachers had served in the centres for more than 7 years, while 10% of the head teachers had served in the centres for less than a year. This implies that most of the ECD head teachers were adequately experienced to provide the required information regarding the registration policy and the management of ECD centres. Since the study was inclined towards the ECD centre registration policy, it was imperative to first establish the policy stand in the centres.

#### **4.3 ECD centres meeting the minimum registration policy requirements**

Objective one of this study was to establish the number of ECD centres meeting the minimum registration policy requirements which guide and direct the establishment and operation of ECD centres. To investigate this objective, a question was asked which sought data about whether ECD centres were meeting the minimum registration policy requirements, using an observation guide, a check list was used and the findings shown in table 4.3

**Table 4.3***ECD centre registration policy requirements as per the check list*

<b>Requirements</b>	<b>Centres (n=30)</b>	<b>Percentage (%)</b>
Administration and management	28	93
Qualified caregivers	25	83
Sanitation and hygiene	24	80
Furniture (proper size)	22	73
Storage facilities	21	70
Variety of play materials	20	66
Accepted syllabus	19	63
Safe building	10	33.3

The results in table 4.3 shows 93% of the centres meet administration and management requirements, while only 33% do meet the requirement of safe building. This implies that whereas majority of the centres had complied with the requirement of electing management committees and head teachers to oversee the activities of the centres, other requirements were yet to be fulfilled.

In order to supplement the check list, information was sought by use of the questionnaire from the head teachers on the registration status of their centres. Their responses were as shown in table 4.4



**Table 4.4**

*EDC centres meeting registration policy requirement*

<b>Centers (n =30)</b>	<b>Frequency (f)</b>	<b>Percentage (%)</b>
Licensed	13	43.3
Registered	08	26.7
Submitted forms for registration	05	16.7
Un licensed	04	13.3
<b>Total</b>	<b>30</b>	<b>100</b>

Table 4.4 shows 43% of the centres were licensed, while 13% were unlicensed. This implied that majority of the ECD centres had complied with the registration policy having fulfilled the ECD centre registration requirements, and are operating legally. The fact that some ECD centres were still operating illegally, also implies that the policy was not fully embraced.

Data was also generated using an interview guide for the Focal Point Person in charge of the Division on how many ECD centres were registered with the Ministry of Education and Sports in her area of jurisdiction; from the interview, one could tell that the person who was supposed to be guiding ECD centre proprietors to register was not very sure of what was supposed to be done including having records of licensed or unlicensed centres as shown in the following excerpt:

*Frankly I don't know the number of unlicensed ECD centres in my area. This is because the directors of the centres intentionally decide not to seek professional advice and assistance in establishment of new centres for fear of going through the process of registration which majority*

*of directors in my view perceive as a long and expensive undertaking (One of the interviewed FPP)*

This response implies that the Focal Point Person thinks centres fear to register because they do not meet the minimum requirements. The Focal Point Person's (FPP) perception should however not be the basis for not carrying out her supervisory role and establishing the centres that operate illegally and take appropriate actions against them

Data gathered by use of questionnaires indicated that much as majority centres were provisionally licensed, they had exceeded the minimum period of two years as provided in the policy. The summary is shown in table 4.5 below

**Table 4.5**

*Duration of provisionally licensed ECD centres*

<b>Licensed centres (n=13)</b>	<b>Duration</b>	<b>Percentage (%)</b>
7 Centres	7 years	54
4 Centres	5 years	31
2 centres	2 years	15
<b>Total</b>		<b>100</b>

Table 4.5 shows that 54% of ECD centres have been operating on provisional license for 7 years, while 15% have been operating on provisional license for two (2) years. This means that majority of ECD centres are operating on provisional licenses beyond the required period of two years which contravenes the policy guidelines.

It further implies that majority of ECD centres lack all the requirements, so as to be fully registered and the failure by the Focal Point Person (FPP) to enforce the penalty on defaulters, had rendered them a chance to exceed the recommended time of operating an ECD centre on provisional license.

The FPP who also was responsible to ensure the policy was implemented as per the guidelines through regular supervision did not seem to be well conversant with the policy. The exercise of the ECD centre registration was decentralized and placed in the office of the District Education Officer, but for Kampala's case in the office of the Division Education Officer. However asked why majority of centres are licensed for more than the required period of time, her lack of knowledge about the registration policy was reflected in her excerpt;

*I am not solely to blame, because my office does not issue registration certificates to centres that are due for registration. This is done by the ministry of education and sports in collaboration with my office, which sometimes delays this exercise*

This means that the Focal Point Person (FPP) was not aware that registration was done at the district/divisional level and not at the ministry. The ECD directors and head teachers could have taken advantage of this situation to contravene the guidelines. The exercise of ECD centre registration seem to be implemented at low pace, what is yet to be realized, is the cause to this trend. To have inner insight into the policy implementation challenges, views were generated from key informants as reflected in the next section of 4.3 below

#### **4.4 Challenges ECD centres face in complying with the ECD centre registration policy**

The second objective of this study was to identify challenges ECD centres face in complying with the ECD centre registration policy. To achieve this, interviews and questionnaires were

used to elicit information. Thirty (30) Headteachers were asked to state the challenges that effect implementation of ECD centre registration policy; their responses are summarized in table 4.6

**Table 4.6**

*Challenges ECD centres face in complying with the ECD centre registration policy*

<b>Challenges</b>	<b>Frequency (F)</b>	<b>Percentage (%)</b>
Inadequate financial resources	20	67
Lack of supervision	19	63.3
Corruption	15	50
Weak penalties for defaulters	15	50
Ignorance about the policy	14	47
Negative attitude by Directors towards the policy	14	47
Bureaucracy	13	43.3
Lack of qualified personnel	11	37
Rigidity by directors	10	33.3
Political influence	09	30

Table 4.6: shows inadequate financial resources 67% as the major challenge affecting the implementation of ECD centre registration policy, while political influence 30% as the least factor affecting the policy. This may also imply that the head teachers are using inadequate financial resources as an escape route of not complying with the policy.

Opinion on the challenges faced in the implementation of ECD centre registration policy was also generated from ECD centre Directors during the interview. They indentified inadequate financial resources, lack of sensitization and lack of supervision as the main challenges.

Most directors observed that meeting the ECD centre registration minimum requirements calls for massive investment of funds. This was an area of serious challenge. One of the directors interviewed was quoted saying;

*As ECD centre proprietors we are running the centers on tight budget hence finding it increasingly difficult to fulfill the entire registration policy requirements. Once the provisional license is secured, the rest can come later.*

This response implies that the registration of centers was not being taken seriously by the directors. This lack of seriousness points to the fact that there was weak enforcement mechanism of the policy that allows centers to breach the law. Issues of financial challenges were being used as an excuse to avoid doing the right thing

Another excuse that the directors are using for not registering as required, was the delay in the registration process. Some directors, including those who have not submitted any forms for registration were quick to blame district/division bureaucracy. One such director, who blamed bureaucracy for his centre's non-registration had this to say:

*I submitted forms two months ago, but I have never seen anyone coming to assess my centre for registration. Whenever I go there to remind them, they keep telling me they are coming, as there are other centres on the list to be inspected on the same. I feel frustrated!!*

Another excuse some directors are, using was lack of technical guidance. The directors who were eager to join the business of running ECD centres, with an aim of making quick money, did not

first seek technical guidance and clearance from the authorities and be issued with a provisional license rather, were quick at querying the officials for not guiding them enough. One of the directors who claimed to have been denied guidance on how best to proceed with the licensing process for her centre, had this to say;

*If you are interested in getting a provisional license to operate an ECD centre, get yourself a copy of ECD policy of (2007) and registration guidelines of (2010), everything is imbedded in those documents.*

This implies that the ECD directors were willing to respond to the ECD registration policy requirements but, they were being frustrated by lack of proper guidance and failure by the (FPP) to avail them with copies of ECD policy of (2007). However, this might also be, used by the Directors to label the education officials as being technically unsupportive, when their priorities were not centered in first fulfilling the policy requirements in time.

Supplementary data about the challenges affecting the effective implementation of the ECD centre registration policy was gathered from the Focal Point Person (FPP) by use of interview guide, the officer in her submission cited the following factors:

*Ignorance about government policies by directors and some head teachers who intentionally become rigid and uncommitted to conforming to the policy. Negative attitude especially by many unprofessional directors towards the policy who do not value the usefulness of the policy as their main motive is to make quick money from the centres. These people do not seek guidance from us.*

This might imply that there was still lack of adequate advocacy and communication on the benefits that accrue from the policy to the centres and the children in particular, otherwise the exercise would be welcomed and devotedly implemented by every director as beneficiaries.

*Another challenge, is the area politicians some of whom own the centres, they use their Political influence to block the education officials' activities especially when the centre is directed to be closed. They will politicize the act to an extent of threatening a demonstration thus bogging down the exercise.*

The FPP thinks that the politicians were above the law, failure to exercise her powers and authority to curb policy defaulters without fear or favor, has rendered such personalities to use their influence and positions to contravene the policy.

*Failure by the ECD heads and directors to regularly attend educational seminars is a major challenge we are facing. Education workshops are organized at least every term to sensitize them on education related matters, ECD centre registration policy inclusive, as a way of supporting them, but surprisingly very few attend.*

This may be an indication that the proprietors are reluctant to fulfilling the policy due lack of vigilance by the inspectorate. They therefore exploit this gap to achieve their objectives. Otherwise, the FPP' can close any centre if she deems it fit regardless of who owns it.

*Inadequate financial resources by education departments to enable us to adequately supervise direct and inspect the centers, are yet another challenge we are facing. Centres are supposed to be supervised once a term but because we mostly lack fuel for transport, we end up not supervising all the centres as required.*

*Many parents have also not supported the exercise in demanding for accountability from the ECD centre officials. Parents have a right to be availed with all documents indicating whether the centres are legally operating by having all the requirements, once they see a well decorated structure, they get the impression that the centre is fit to offer the pre- primary services to their children.*

The FPP thinks that the parents are reluctant to demand for accountability from ECD centre administrators. Parents as main stake holders may not be aware of the existence of the policy and what it requires of them, rather the, FPP would sensitize them to appreciate the purpose of ECD registration policy as a mechanism for enhancing the holistic development of their children. The most effective sensitization tool is direct consultations and participation as a means of soliciting their support

The FPP's responses imply that the Focal Point Person's (FPP) supervisory efforts in ensuring the policy is effectively implemented, are being hampered by numerous challenges. However this should not be used to hinder the exercise, as a focal point person according to the policy is mandated to ensure the policy is implemented; therefore she has to devise all possible means to ensure the policy is implemented. The different agencies could be given clear and realistic guidelines or standards against which to supervise these centres.

Different challenges that include lack of funds, bureaucracy in the registration process, lack of man power and time as influencing the registration process. While these reasons may be of substance, it was also noted that some of the challenges were excuses to avoid the registration process. What still remains not clear is that why the proprietors are reluctant to register their centres, yet many benefits are known to accrue if a centre is registered. These benefits and the



influence of registration policy on management of ECD centres are discussed in the following section.

**4.5 Influence of registration policy on management of ECD centres.**

The third objective was to establish the influence of registration policy on management of ECD centres. To achieve this objective, the ECD head teachers were asked to state how the policy had influenced their managerial roles, in the areas of planning, organizing, staffing, controlling and directing their responses are summarized in table 4.6

**Table 4.7**

*Opinion of the Head teachers on the influence of the policy on management of ECD centres*

<b>Positive Policy influence</b>	<b>Frequency (F)</b>	<b>Percentage (%)</b>
Planning	18	60
Staffing	15	50
Directing	13	43
Controlling	10	33
Organizing	08	26

Table 4.7: shows 60% of ECD head teachers have been positively influenced in the area of planning by the policy, while 26% of head teachers’ managerial roles had been influenced by the policy in the area of organizing. This means that, ECD head teachers are able to execute one of the major managerial roles of planning for the centres. However, this noble role of planning seems not directed towards fulfillment of the ECD registration policy requirement, since most ECD centres are not yet registered. It also implies that, much as the plans may be in place, the

ECD centre administrators may be lacking the technical skills of implementing the plans for effective results.

Supplementary data through interview on the influence of ECD registration policy on management of ECD centres, was gathered from the (FFP) she was in agreement that the policy has indeed influenced the head teachers and the directors in the area of planning. Majority of centres have plans in place being directed by the policy in various areas in a bid to quality service delivery. She is however, disappointed as she had this to say:

*Majority of ECD centres good plans prepared by the administrators are only limited to paper never to see their implementation taking off.*

This means that the (FFP) thinks, ECD centre administrators are not committed in implementing the plans they make. This would also imply that as administrators plan for the centres, much emphasis is probably placed in areas that require less spending so as to realize quick results.

Opinion was thought from the ECD directors on the same matter. They admitted that the policy had greatly contributed positively in their area of planning. They are able to forecast and plan accordingly in areas of manpower, structures, and instructional materials among others. However, they expressed one major challenge as being lack of adequate financial resource to effectively implement the plans.

One director had this to say:

*An administrator, who is unconvinced of the source of finance to implement the plan, is likely to ensue from it and will not be as motivated as one who is certain of the funding.*

This means that the directors have plans in place which require sufficient funding to realize their implementation. However the issue of finance may be used by some directors to dodge fulfilling their financial obligation to support ECD activities as reflected in the plan.

## CHAPTER FIVE

### DISCUSSION, CONCLUSIONS AND RECOMMENDATIONS

#### 5.1 Introduction

This chapter presents the major research findings under each objective, conclusions and recommendations based on the results as generated in chapter four

#### 5.2 Discussion

Discussion of result is about interpretation of findings in the context of study undertaken.

##### 5.2.1 ECD centers meeting the minimum registration policy requirements

The findings from this study revealed that majority of ECD centres are not registered, they are operating on provisional license, The findings reinforces Rusk, (1987) view who noted that Registration process in every country is aimed at providing operators with formal authority to operate, although they differ in their level of formality and in the legal basis from which they are implemented and enforced. A registration normally requires the submission of basic information to the authorities and may include the issuing of a formal document by the authorities acknowledging that permission has been granted to provide services

A provisional license on the other hand is issued if the Department finds that an applicant's facility, staff, program, or other matter is not in full compliance with the regulations, but is likely to achieve full compliance within a pre-determined time period set by the ministry, not to exceeding two year. Further findings revealed that ECD centres are not adhering to the registration policy, and have abused the provision by exceeded the minimum period of two years as provided for in the policy stretching to over seven years, thus compromising quality

Further findings revealed inadequate physical facilities for working and learning necessary for children's holistic development. This is in line with Kiwanika (1993) who noted that the increasing school enrolment figures for Uganda have not been matched with corresponding increase in facilities.

### **5.2.2 Challenges ECD centres face in complying with the ECD centre registration policy**

Weak penalties to defaulters, according to key participants have been a driving force to illegal operation of ECD centres. The ECD policy of (2007) only highlights circumstances under which a cancellation of registration can be effected. That is; if the centre is being managed in contravention of the policy or if the centre no longer fulfills the requirements.

Poor supervision by education officer is affecting the affective implementation of the policy. Through regular supervision, by FPP, weak areas that require agent attention could be identified and the way forward cited by the ECD heads. The key participant for the study cited meagerness of funds as a contributing factor. Vashist (1999) stated that the role of the supervision is to build up, to strengthen, to improve and to eliminate weakness.

Political influence by some area politicians who own ECD centres have used their positions to contravene the policy. Information gathered from the FPP, indicates, that some politicians who are supposed to spear head the effective implementation of education policies, interfere with the work of the supervisors by blocking them from exercising profession duties effectively. In support of FPP's observation, Owolabi (2005) urged that successful implementation of education policies require the mobilization of political support since political intervention may affect implementation.

Corruption was another policy implementation challenge cited by director, and head teachers. The ECD centres registration exercise is freely offered in the office of the District Education

Officer (DEO), however some officials according to the participants ask for bribe to be offered a quick service.

Ignorance about the policy surfaced as a challenge to policy implementation as many ECD centres according to key participants are mushrooming without authorization, with proprietor's main aim being making quick returns. The finding is supported by Owalabi, (2005) who cited, that People are part of the policy implementation environment their attitude as target beneficiaries influences its implementation.

The outstanding major finding was the lack of sufficient financial resource to implement the ECD centre registration policy. This reveals that lack of inadequate financial resources is affecting the effective implementation of ECD centre registration policy. Proprietors are unable to put in place all the minimum policy requirements so as to qualify for a registration certificate.

Pre-primary education does not attract allocation of resources from government it has been relegated to the private sector which focuses on profits than service delivery. In support of this finding, Owalabi (2005) stresses that financial resources have to be allocated in a way that can minimize policy implementation delay; required personnel must be put in place and made to face their new assignment.

The findings were also in agreement with Deininger, (2000) who observed that failure to take the economic variable into consideration may spell doom to policy implementation; Policies without economic support will automatically suffer implementation gaps.

### **5.2.3 Influence of registration policy on management of ECD centres.**

The policy has positively influenced the ECD centres managers in the area of management functions of planning, organizing, staffing and controlling

This finding indicate that the managers of ECD centres, are able to plan effectively in areas of instruction materials, human resource, structures among others for their centres as result of policy guidelines. The finding is supported by Chandan, (2007) who observed that Planning is a primary management function, it is future orientated and it determines the organization's direction. It is a rational and systematic way of making decisions today that will affect the future of the organization. Through planning, the ECD managers are in position to predict the future as wells as controlling the events in order to achieve results.

Organizing is a vehicle for realizing the organizational objectives through suitable programmes. It is revealed that the ECD structures are clearly laid down by ECD managers, the inter-relationship between persons, job in terms of roles and duties for every worker well established for smooth operations. The finding is supported by Saleemi, (2009) who stresses that once the goals and objectives of the organization have been established, the activities required to achieve those objectives have got be spelled out.

One of the major management functions is to recruit, select, train, and develop organizational staff. ECD managers are in position to employ qualified and skilled manpower to carryout various tasks as per the policy requirement (ECD policy, 2007). In support of the finding, Bakhda, (2004) observed that, the teacher is probably the most expensive and important resource in a school, a motivated, dedicated and effective teacher who cannot only teach but also bring out the best in his pupil is a great asset.

Controlling as managerial function is aimed at seeing that performance at each level in an organization is performed as per the plan. Due to the policy influence, ECD centre managers are involved in establishment of reasonable and attainable standards, levels of performance expected of workers, effective feedback, and taking corrective actions to curb any deviation. This finding is in line with Rawlinson, (2007) who noted that, the role of a manager is to coordinate the effort

of the team so that everyone is pulling in the same direction and all the activities to link together within the agreed time scale.

### **5.3 conclusions**

According to the study, ECD centre registration policy and management of ECD centre in Kampala capital city authority (KCCA), policy adherence to greater extent is low. Majority of ECD centres are not registered rather are being established and run on provisional license exceeding the specified period time of two years.

The major challenges faced in implementing the policy include, limited financial resources, inadequate supervision and inspection, ignorance about the policy, negative attitude towards the policy as well as political influence.

As the result of ECD centre registration policy, ECD centre manager's managerial functions, have been positively influenced especially in the area of planning

### **5.4 Recommendations**

The recommendations for this study were based on the findings during the study and literature review pointing at areas which needed consideration by the Ministry of Education and Sports, Districts Focal Point Persons, inspectors, Headteachers and ECD directors.

#### **ECD centers meeting the minimum registration policy requirements**

##### **School Inspectors'**

The study has shown that majority of the centre have not complied with the registration policy, few centres are running legally having secured the registration certificate. It is therefore, recommended that inspectors should be vigilant to, guide, supervise monitor and ensure ECD centres comply with the policy requirement.



### **District Focal Point Persons'**

The study has further shown Negative attitude by some directors and political influence as hindering the effective implementation of the policy. It is therefore recommended that the district FPs should spearhead regular comprehensive sensitization to enlighten stakeholders on the purpose of pre-primary education and the importance of ECD centre registration policy.

The study has further revealed that Centres with provisional license have exceeded the requirement period of two years thus stretching to over seven years. It is therefore, recommended that the district FPs must take corrective measures, to curb the trend.

### **Challenges ECD centres face in complying with the ECD centre registration policy**

#### **Ministry of Education and sports**

Challenges attributed to implementation of the policy include; limited financial resource, supervision and inspection, it is therefore recommended that the Ministry of education and sports should allocate adequate funds to heighten effective supervision and inspection of the centres.

MoES should further coordinate and streamline the inspection process of ECD centres in the country. The different agencies should be adequately resourced and be given clear and realistic guidelines, against which to monitor progress in the centers.

#### **ECD Proprietors and Directors**

Directors of the centres should mobilize resource for their centres to ensure that they meet the registration policy requirements and are duly registered

#### **Influence of registration policy on management of ECD centres.**

#### **ECD Head teachers and Directors.**

ECD head teachers and Directors believe that the policy has influenced their managerial roles positively. It is recommended that every ECD director and head teacher should first undergo management training to attain management skills and principles for better performance.

#### **5.5. Suggestions for further research**

There is an urgent need to assess different roles by stake holders in the effective implementation of ECD registration policy

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## APPENDIX 1

### Questionnaire for ECD centre Head teachers

Dear respondent, this questionnaire is specifically for academic purposes. It is focusing on registration policy and management of ECD centres in Nakawa division, Kampala Capital City Authority.

You are kindly requested to honestly fill this questionnaire with relevant information.

The information you will give shall be treated strictly confidential.

#### Section A.

#### Demographic characteristics of respondents

##### 1. Sex

Male

Female

##### 2. Position held.....

##### 3. Qualification

Certificate

Diploma

Degree

Masters Degree

Others (specify).....

##### 4. Length of service in the centre

Less than a year

1 to 2 years

3 to 7years

more than 7years

**Section B.**

**ECD policy requirement**

5. As head teacher, are you aware of the existence of any Education policy on ECD centres?

Yes

No

6. What Education policy for running an ECD centre are you aware of?

.....

.....

.....

List the minimum policy requirements for ECD centre registration.

.....

.....

Does your centre fulfill such education policy requirement?

Yes

No

**Section C.**

**Policy implementation challenges**

7. What challenges are faced by the centre in trying to fulfill the ECD centre registration policy requirements?



.....

.....

.....

.....

8. What factors in general affect effective implementation of ECD centre registration policy in ECD centres?

(Tick where appropriate, A- agree, SA- Strongly Agree, NS- Not Sure, D- Disagree, SDA- Strongly Disagree)

		A	SA	NS	D	SDA
1	Weak penalties for defaulters					
2	Lack of supervision					
3	Lack of qualified personnel in centres to implement policies					
4	Inadequate financial resource					
5	Political influence					
6	Negative attitude by directors towards the policy					
7	Rigidity by directors					
8	Ignorance about the policy					
9	Corruption					
10	Bureaucracy					

9. What measures in your view, do you think can be devised for timely implementation of ECD centre registration policy?

.....  
.....  
.....

10. Any other comment

.....  
.....  
.....

**Section D**

**ECD policy influence on ECD management**

13. What are your managerial functions as a head teacher in this centre?

.....  
.....  
.....

14. How have you been able to perform your roles effectively?

.....  
.....  
.....

15. Has the ECD centre registration policy influenced your managerial functions?

Yes

No

16. How has the policy influenced your managerial functions?

Positively

Negatively

17. Please support your answer

.....  
.....  
.....

As manager for this centre, what challenges do you think affect your performance?

.....  
.....  
.....

18. Suggest ways how you can improve on your managerial functions as a head teacher

.....  
.....  
.....

End

Thank you.

## APPEDIX 11

### Interview guide for ECD centre directors

1. What is your occupation?
2. What is your level of education?
3. When was this centre established?
4. How many proprietors are you in this centre?
5. What are your roles as a proprietor of this ECD centre?
6. Are you aware of the existence of ministry of education policy on ECD centre registration?
7. Does your centre fulfill such education policy requirements?
8. Is your centre registered with the ministry of education and sports? If not, why?
9. Do you think such policies are of importance to ECD centres? How?
10. Who do you think is responsible for ECD centre registration policy implementation?
11. As a proprietor what challenges do you encounter in trying to fulfill the policy requirement ECD?
12. What possible strategies in your view, can be put in place for timely implementation of ECD centre registration policy in ECD centres?
13. Any other comment?

## APPEDIX III

### Interview guide for divisional education official

1. What is your occupation?
2. What is your highest level of education?
3. How many categories of ECD centres are in your catchment area?
4. What ECD policy is required of ECD centre proprietors to fulfill in order to establish a centre?
5. Do ECD centres in your area fulfill such ECD policy requirements? If not, why?
6. How many of these of these are registered with your office?
7. How often do you supervise these centres?
8. Is supervision of these centres sufficient? If not, why?
9. What challenges as an education officer do you meet in trying to supervise ECD policy implementation in the centres?
10. Generally, what factors affect effective implementation of ECD centre registration policy in ECD centres?
11. Who do you think is responsible for ECD centre registration policy implementation?
12. What possible strategies in your view, can be put in place for timely implementation of ECD centre registration policy?
13. Any other comment?

## APPEDIX IV

### Checklist (ECD centre registration minimum requirements)

#### Buildings

- The buildings must be safe, leak proof and accessible to children with special needs.
- The doors and windows should be lockable to ensure safety of the materials.
- The windows should be low at most two feet above the floor and wide enough to allow sufficient light and air in the room.
- The walls and floor should be safe and clean and well maintained.
- The walls should be suitable for displaying pictures and charts.
- There must be separate room or space for children who might not be feeling well and might have contagious diseases.
- There must be a resting room with sleeping materials, e.g. mattress, mats, blankets.
- The class rooms must be large enough to allow proper sitting arrangement and free movement of children.
- The rooms should be well ventilated and clean all times.
- Fire extinguishing safety mechanisms e.g. sand, soil, water, fire extinguishers should be in place.
- There should be a kitchen if the centre prepares food for children.

#### Sanitation and hygiene

- The latrine stance should have a rational of 1:25 children and should be gender segregated.
- Hand washing facilities must be provided.
- There must be proper rubbish disposal as recommended by the Public Health authorities.