

PERFORMANCE MANAGEMENT OF HEADTEACHERS
IN THE UNIVERSAL PRIMARY EDUCATION
PROGRAMME IN MUKONO DISTRICT

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2006/HD10/MEPPM

A DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT
FOR THE REQUIREMENTS FOR THE AWARD OF
THE DEGREE OF MASTER OF EDUCATION
IN POLICY, PLANNING AND
MANAGEMENT OF
KYAMBOGO UNIVERSITY

JANUARY 2010

DECLARATION

I, Kalyango Harriet, do hereby declare that the study on The Performance Management of Head teachers in the Universal Primary Education Programme in Mukono District is entirely my own original work, and that it has never been submitted before to any other university or institution of higher learning for the award of a degree.

Name: Kalyango Harriet

Signed

Date.....

APPROVAL

This is to certify that the following research by Kalyango Harriet on the Performance Management of Head teachers in the Universal Primary Education Programme in Mukono District has been under my supervision and is now ready for submission for examination.

Signed.....

Date.....

DR. J.C ENON.
(SUPERVISOR)

DEDICATION

I dedicate this work to The Lord my God, my beloved children: Irene, Yvonne, Hilder, and Enid, Alvin and Wilberforce without whose moral, spiritual and economic support, all would have been impossible.

ACKNOWLEDGEMENT

I thank God for the strength and wisdom that have enabled me accomplish my research.

I also express my sincere heart felt gratitude to my supervisor, Dr.J.C, Enon whose guidance and encouragement enabled me to produce this work. I acknowledge Mr. Semakula Sam for his financial support and spiritual encouragement. I also wish to thank the D.E.O, Mukono District, for his spiritual support, fellow Headteachers, and teachers in Mukono District and those who did the typing work, madam Grace and madam Cissy.

I would like to acknowledge fellow teaching staff of Kiwanga primary school and Takajjunge primary school for their moral guidance and support towards the accomplishment of this research

I acknowledge all the respondents who availed me the required data for the study.

May God bless them.

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ABBREVIATIONS AND ACRONYMS

DEO	District Education Officer
FPE	Free Primary Education
GOU	Government of Uganda
JCTR	Jesus Center of Theological Reflection
MOES	Ministry of Education and Sports
NAPE	National Assessment of Primary Education Performance
NPM	New Public Management
PPS	Presidential Press Service
PTA	Parents Teachers Association
SMC	School Management Committee
UN	United Nations
UNESCO	United Nations Education Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
UPE	Universal Primary Education
WERK	Women Poverty Eradication Researchers of Kenya

ABSTRACT

This study examined performance management and management strategies of headteachers in universal primary education schools in Mukono district. The study was guided by four objectives namely: (i) to determine common management strategies employed by Headteachers. (ii) to examine the effect of universal primary education on management of headteachers, (iii) to identify the environmental factors that affect school management and (iv) to determine management contributions of headteachers to UPE schools. The study utilized a cross-sectional survey design to collect data. It was conducted in four counties of Mukono District and these were: Mukono Town council, Nakifuma County, Buikwe County, and Buvuma County. Out of 415 schools in the district, five primary schools from each county were randomly selected (N =20) the samples from the schools were 144 respondents. Comprising of twenty Headteachers, four inspectors, 100 teachers and 20 community members. Purposive and random sampling were employed accordingly to select respondents. A composite of questionnaire and interview guides were used as instruments for data collection.

The major findings included (i) Headteachers tended to perceive the use of nomothetic and autocratic strategies as dominant among headteachers while majority of teachers tended to agree that headteachers use transactional strategies (ii) UPE Programme has tended to have an effect on Headteachers' management in general management most, least on finance,(iii) Headteachers' management has contributed more on managing teachers and least on managing finance, and (iv)the major environmental factors that affect school management include: Lack of and use of funds, Negative attitudes, Political interference, Lack of motivation, transparency, overcrowding, corruption, and lack of supervision.

The major conclusions from the study were that the most preferred management strategies by headteachers include nomothetic and autocratic strategies while teachers prefer democratic to idiographic and charismatic strategies of school management. The effect of UPE policy on school management has been positive and negative, the

greatest being on school management and its operations such as supervision of teaching staff and control of school finances and promoting infrastructure development such as building classrooms and purchase of classroom desks. The management effectiveness of headteachers has been negatively affected in universal primary education policy as manifested in poor academic performance of pupils and decline in discipline of teachers. The least effect has been on failure to control finance which has affected the general performance of Headteachers in managing UPE schools.

Chapter One: Introduction

Preamble

This study focused on managerial performance of headteachers in Universal Primary Education (UPE) schools in Mukono District. The study specifically focused on the following management issues of headteachers: Management strategies employed by headteachers, factors affecting effective school management, Effect of Universal Primary Education on Management, Management contributions of headteachers to Universal Primary Education schools, The extent to which headteachers have been good managers of Universal Primary Education schools or not, and ways in which management performance of headteachers could be improved.

Background

Education is a fundamental right and it is enshrined in the UN (1989) Charter, Republic of Uganda (1995) constitution, Jomtien conference (1990) and many other national constitutions. To cater for this fundamental right, the government of Uganda initiated the Universal Primary Education (UPE) programme in 1997 to provide education for all children of school going age (6+years) (Ministry of Education and Sports, 1999). Universal Primary Education (UPE) in this context refers to the provision of basic education to all Ugandan children of primary school going age (6+ years) in a bid to eradicate illiteracy by equipping every child with skills to exploit the environment for both self and national development. (Ministry of Education and Sports 1999). Before UPE policy, class sizes were small and manageable with low Pupil -Teacher ratio (35:1), easy class control, good discipline, effective control over teachers and pupils, sufficient seats and conducive learning environment (Bategeka, 2004). Parents Teachers Association (PTA) supplemented resources by contributing towards development and teachers' incentives.

In 2000, the millennium summit in New York reiterated the vital need for achieving Universal Primary Education. It was agreed by 189 heads of state and governments that

by 2015, children everywhere, boys and girls alike should be able to complete a full course of primary schooling thus making UPE goal two among the Millennium Development Goals (MDGs). This move set the ball rolling for the implementation of Universal Primary Education in many countries, which Uganda had already introduced in 1997. Before the introduction of the UPE policy in Uganda the management of schools was characterized by manageable classes for example, the Teacher- Pupil ratio was 1:35 per class, which facilitated easy class control hence good discipline and academic performance. Teachers could pay attention to individual pupils and Headteachers had more control over teachers because there were sufficient scholastic materials for example, the pupil-textbook ratio was 3:1, and there were sufficient seats in most government aided schools, which contributed to a conducive learning environment (Bategeka 2004). Besides, there was maximum age on entry in primary schools based on class levels, which contributed a lot to good management of the school discipline since teachers were handling pupils of the same age, interest, and similar experiences. Although resources for example funds, facilities, materials, and teachers were not sufficient, management and the teacher-learning process were manageable because the few resources available would be evenly distributed and at times, these resources would be supplemented by the Parent-Teacher Association (PTA) contributions, which were later abolished in the UPE policy. Parents used to contribute certain amounts of money towards the development of schools through the PTA fund, including paying some incentives to teachers, which boosted teachers' morale in teaching and the general management of schools.

Because of such PTA contributions and accruing incentives, it was a little easier for Headteachers to manage and develop schools by adding new extensions, projects maintenance and catering for the teachers' welfare in order to motivate them in the service. Further, it enabled Headteachers to attract more teachers to schools thus boosting the teaching and learning process and making the management process smooth. Headteachers set and achieved their management goals in raising academic standards in schools through regular tests, participation in co-curricular activities, thus developing pupils' talents, and maintaining of good teacher working relationships and motivation.

After the introduction of the policy in 1997, the management of schools became difficult due to many factors, for example, it increasingly became difficult for new teachers to access the payroll due to the “mass recruitment” of teachers. The situation was further compounded by sky rocketing enrolments resulting into over crowded classes and acute scarcity of scholastic materials, which rendered the Headteachers’ work more difficult and in many cases rendering him/her appear incompetent. For example, in some cases, 68 pupils were sharing a textbook, 50% of the teachers were untrained (MOE&S 1999). Supervision of teachers, lesson plan preparation, and the grading of pupils work came to a halt due to the large number of classes. Capitation grants were not regularly received and if received, they often came late and are insufficient to make any impact on school standards. Consequently, Headteachers resorted to inflating pupils’ enrolments and teachers in order to increase UPE grants to compensate for the PTA lost funds. This leads to forgery in UPE accountability and ghost teachers on school pay rolls, which in some cases has led to imprisonment of some Headteachers of primary schools, painting a bad name on the management mechanisms, and greatly affecting the performance of pupils, discipline, the school profile, Headteachers, and management committees. The situation of scarcity of teachers, scholastic materials, funds, and facilities rendered head teachers appear inefficient and ineffective because it does not allow them achieve the set goals and objectives in the scheduled time, which led to decline in academic standards, loss of morale among teachers and pupils, and gradual collapse of the already existing structures and school programmes.

The policy affected management effectiveness of headteachers because it placed on them high demands in terms of academic, co-curricular and safe school environment programmes, yet, with more limited resources than they had before 1997 because of the abolition of school fees. The introduction of UPE, made management of schools difficult due to many factors such as large class size, high Teacher Pupil ratio, and overcrowded classrooms, lack of individual attention to pupils by teachers, inadequate learning materials, delay in salary payments and many other unfavourable experiences. (Ministry of Education and Sports MOES, 1999). According to Bategeka, (2004) all these resulted into outcomes such as low supervision of teachers, inadequate grant which even delayed,

low level of motivation and poor academic performance of pupils. Most of them appear inefficient and ineffective, have resorted to management strategies for survival rather than to improve welfare of the school thus performance in management has become weak.

Performance management can be described as a continuous self-recovery cycle. It forms the basis for development, assessment and feedback in the management process. According to Wikipedia (2002), performance management includes several activities such as: execution, which refers to how well management plans are carried out by the members of the organization, Leadership, which refers to how effectively management communicates and translates the vision and strategy of the organization to the members, Delegation, which refers to how well management gives assignments and communicates instructions to members, Return on investment which refers to how well management utilizes resources (financial, physical and human) of the organization to bring an acceptable development Conflict management which refers to how well management is able to utilize confrontation and collaboration skills and the ability to be flexible, Motivation, which refers to how management attempts to understand the needs of its employees and inspires them to perform, Consideration, which refers to how well management seeks to understand and appreciate others' values and not merely as a means to business. Performance management is, therefore, the process of assessing progress towards achieving predetermined goals. It is the systematic process by which an institution involves its employees as individuals and members of a group, improving organizational effectiveness in the accomplishment on institutional vision and goals.

Management performance in schools can be achieved through many management strategies. Such strategies can be democratic, autocratic or laissez faire. According to Golemon (2000), democratic management strategy rests on the principle that members of an institution are involved in making of policies. It emphasizes the importance of group participation in every activity of managing the institution. Autocratic style is based on the premise that people want to work independently. Authorities and superiors merely take decisions without consulting subordinates. Laissez faire which is derived from French expression "let people do what they want" is leadership practice where managers have

granted complete freedom to the group or individuals to do whatever they feel like doing. All these strategies greatly impact on school outcomes such as its internal efficiency as well as financial efficacy.

Mukono District is located amidst Luwero and Kayunga in the North, Jinja and Mayuge District in the East, Kalangala District in the South and Wakiso, Kampala Districts in the West. Mukono District is made up of four counties namely Mukono, Buikwe, Nakifuma, and Buvuma that are both rural and urban. Mukono District consists of 415 schools in the four counties dominated by schools in rural settings in most parts of Buikwe, Nakifuma, and Buvuma counties. According to personal experience as a head teacher of primary schools in Mukono District for many years before the introduction of UPE, parents used to contribute certain amounts of money towards the development of schools through the PTA fund, including paying some incentives to teachers, which boosted teachers' morale in teaching and the general management of schools. Because of such PTA contributions and accruing incentives, it was a little easier for Headteachers to develop schools by adding new extensions, maintenance of projects and catering for the teachers' welfare in order to motivate them in the service. Further, it enabled Headteachers to attract more teachers to schools thus boosting the teaching and learning process and making the management process smooth. Headteachers set and achieved their goals in raising academic standards in schools through regular tests, participation in co-curricular activities, thus developing pupils' talents, and maintaining of good teacher working relationships and motivation.

Under the UPE policy guidelines in Mukono district, Headteachers of Universal Primary Education schools, report to District Education Officers, they are accountable for management and meager resources given to them and school property. Headteachers manage a team of teachers; and provide guidance and counseling to pupils. This policy does not enable efficient management of such school which has made the headteachers' performance very difficult. The UPE policy has demoralized headteachers from undertaking proper planning, supervision, and evaluation of the entire management of

UPE schools. Local authorities, namely; District Councils, Chief Administrative Officers (CAO) are to ensure that funds reach schools, but incidentally reports have been made that such monies do not reach these schools, these work to make the work of primary school management difficult. Other players under the UPE Policy framework include the members of parliament who are to interpret to their constituents the UPE policy in relation to the country's development agenda. But some never bother to explain. Sub-county chiefs are representatives of the CAO at the sub-county and are supposed to implement UPE bylaws and keep record of both pupils and teachers. Unfortunately these do not perform their duties due to institutional bottlenecks such as corruption. This works to complicate the management of primary schools. District Education Officers (DEO's) give advice on education to the political leadership while the foundation bodies such as Catholic Church, Protestant church, Church of Uganda were left to only inculcate morals and Godliness among learners and school management committees are just statutory organs at the school.

On the other hand, the universal primary education policy states that parents and guardians play a crucial role of providing basic child survival requirements such as food, hygiene and medical care, shelter and clothing yet the largest percentage of parents are poor and cannot afford. Bategeka (2004). As a result some do not provide such to their children which makes the management of such schools very difficult by both teachers and headteachers at school; worst under the UPE Policy guidelines, communities are expected to provide labour and building materials like bricks, shocking enough especially in Mukono town council some communities are not willing thus, some headteachers use pupils to provide such labour. This matrix of factors or policies complicates the efficient

management of primary schools by headteachers in Mukono District. It was against this background that the researcher picked interest in examining performance management and management strategies of headteachers in UPE schools in Mukono District.

Statement of the Problem

Most headteachers have found difficulties in managing Universal Primary Education schools. Other headteachers have opted for private schools as mere classroom teachers and others have left headship for unknown reasons (Bategeka 2004). Despite the fact that, the school headteacher is expected to manage a school effectively by creating conducive learning environment, availing information to teachers, providing strong leadership and a variety of mechanisms to enhance school development, in Universal Primary schools most headteachers have failed to fulfill this obligation. Headteachers deviate from acceptable norms such as Setting school goals and objectives, planning for the school, resource mobilization, allocation, and strategic management, management and supervision of the teaching learning process, management of the human resources, financial management, management of the school plant, public relations, and accountability (Bategeka 2004). This violation of headteachers' obligations have led to a decline in management effectiveness of headteachers. If this violation of headteachers' obligations continues, headteachers' performance management may worsen, which may not blend headteachers' image and compromise quality of universal primary education.

Purpose of the Study

The purpose of the study was to examine performance management and management strategies of headteachers in UPE schools in Mukono District.

Objectives

The study sought to explore the following objectives:

1. To determine common management strategies employed by headteachers in Mukono District.

2. To examine how UPE has affected the management of headteachers in Mukono District.
3. To identify environmental factors that affect efficiency of school management of headteachers in Mukono District.
4. To find out management contributions of headteachers to UPE schools in Mukono District.

Research Questions

The study sought to answer the following questions:

1. What management strategies do headteachers use to manage their schools in Mukono District?
2. How has UPE policy affected management of headteachers in Mukono District?
3. What are the factors affecting management efficiency of headteachers in Mukono District?
4. What are the management contributions of headteachers to UPE schools in Mukono District?

Scope of the Study

The content scope of the study focused on performance of headteachers respect to management strategies used by headteachers, effect of UPE policy on headteachers' management, contributions of headteachers and factors affecting management. The geographical scope involved four counties in the district covering 20 Universal Primary Education Schools both rural and urban under UPE policy. The methodological scope utilized descriptive design of data collection from headteachers, teachers, Inspectors of schools and parents.

Significance of the Study

The results of the study would benefit policy makers, such as the Ministry of Education and Sports (MOES) in determining common management strategies employed by headteachers and examine how UPE has affected the management of headteachers in UPE schools and design measures of improving the management of primary schools.

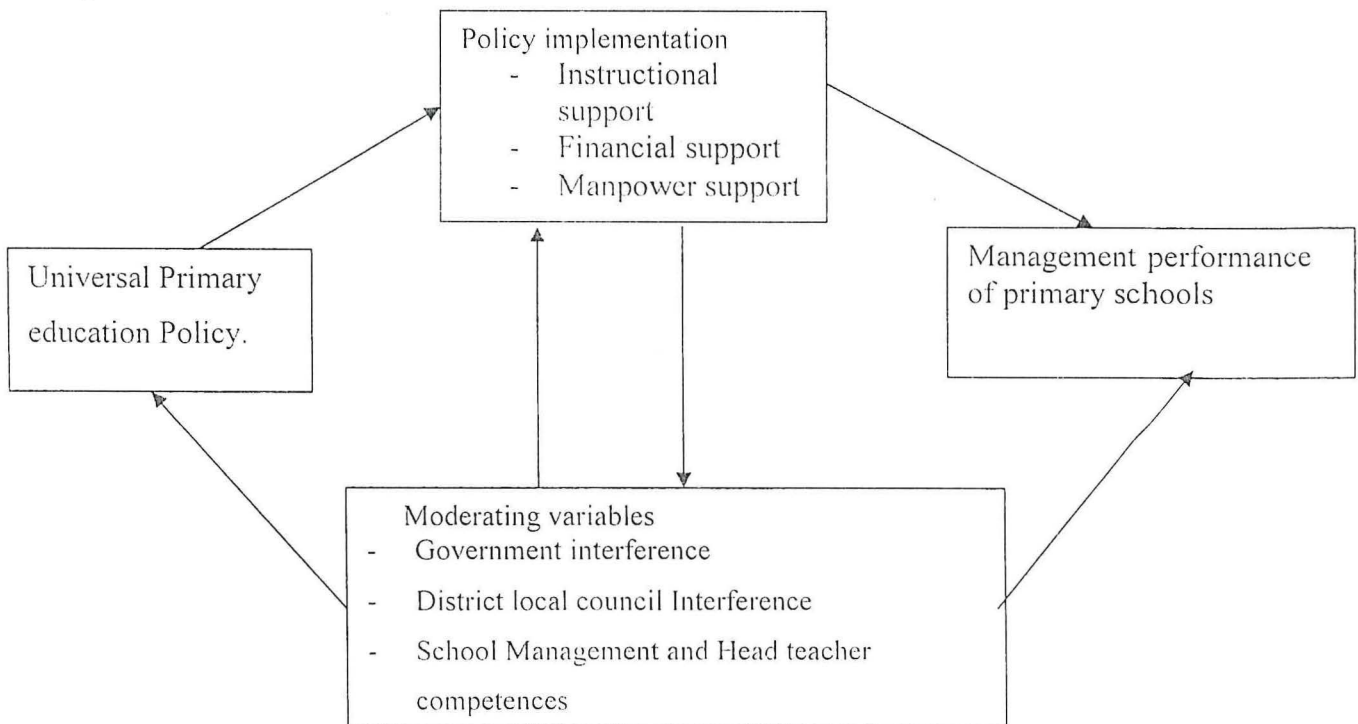
The headteachers would benefit from the study as it would help to highlight the weaknesses and strengths of the universal primary education program.

The Government of Uganda (GOU) would benefit from the study in a way that it would come to identify environmental factors that affect efficiency of school management of headteachers and find out management contributions of headteachers to UPE schools thus address problems such as poor pupil –teacher ratios, inadequate funding, poor infrastructure and poor pupil- book ratio. The pupils would get the necessary facilities which would enable them learn better.

Conceptual Framework

The study was limited to the relationship between management performance of Headteachers and the management of Universal primary Education schools in Mukono District.

Figure 1



According to figure 1, it was conceptualized that UPE policy requires instructional, financial and manpower supports. This affects the management performance of Headteachers' in Universal Primary Schools. The Universal Primary Education programme calls for implementation which should be done by the ministry of education and sports through providing the infrastructures, instructional, materials, financial support, manpower and a conducive environment for all the above to go on properly. All these, have an influence on the performance management of primary schools both private and government aided. The district council has role in this programme, which is to monitor and supervise in assurance of the smooth running of the programme. The community is also an important asset in the uplifting performance management of the school since with in the community schools have to set goals and objectives lay strategies to asses the entire performance of headteachers which has promoted good relationship and proper communication channels with the community and UPE schools. However there are other factors such as government and district local council interference as well as school management and head teacher competences involvement and community that have a bearing on management performance of primary schools in Mukono District.

Chapter Two: Review of Related Literature

Introduction

This study was set to establish the performance management of headteachers in the Universal Primary Education Program in Mukono District. The review focused on the management issues of Headteachers, such as ; Management strategies employed by headteachers, Management styles, Factors affecting school management, contributions of headteachers to UPE schools, the extent to which headteachers have been good managers for their schools or not and how management performance for headteachers could be enhanced.

School Management and Management Strategies

School leaders are exploring ways to educate students and improve school performance. Effective school management depends on collaborative and teamwork among teachers, students, administrators and parents. Research has documented many Strategies that school heads usually employ to manage their schools. Among those Strategies include nomothetic, idiographic, transactional, autocratic, democratic, laissez faire and charismatic strategy (Enon, 1998). Nomothetic strategy emphasizes the role of the work and organizational goals and it is task oriented. With this strategy, tasks are usually accomplished on time. This strategy has a disadvantage in that the relationship between the manager and the workers is minimal and productivity is low (Wohstetter, 1998). The idiographic strategy considers the needs and personalities of workers. So, authority is delegated to workers according to their personal capability to perform the job delegated. With this strategy, individual workers are enthusiastic and motivated to work. However organizational requirements are not always fulfilled. Another strategy school managers can employ is the transactional style. This strategy combines both the nomothetic and idiographic strategies. It therefore balances personal needs with organizational demands within a given situation. The use of this strategy recognizes both task accomplishment and human welfare. Unfortunately, there is lack of direction since the organization is

leaderless. In most UPE schools due to lack of morale by headteachers, headteachers have not properly set school goals and objectives. It is no wonder that the UPE policy has been faced with many challenges and general ineffectiveness of headteachers. Closely related to traditional strategy and similar to nomothetic is the autocratic strategy. This strategy of management centralizes authority in the management with the purpose to achieve high productivity in the organization. It does not involve individual workers in decision-making and it does not initiate the use of rewards to motivate workers. It impels workers to work quickly for high production and work to be done is strictly structured. With the method, close supervision is exercised but resented by workers. In addition, needs of the workers are ignored and workers are usually frustrated and their morale is low (Barnard & Lee, 1999).

The most cherished management strategy in Universal Primary Education schools is the democratic strategy. It considers first the needs and interests, the rights and freedom of workers or subordinates. The subordinates are given substantial amount of freedom and are involved in decision making. Although management influences, it does not dominate worker's thinking. The management offers suggestions rather than orders and he/she acts like a facilitator and provider of information. Management also praises workers instead of criticizing them. There is usually high morale among workers although it may take long to involve workers in decision making and they get lazy (Barnard & Lee, 1999). This is why most teachers and headteachers do what they like even during working hours this has led to a decline in the effectiveness of headteachers' management.

Another management strategy, which school heads could use is the laissez-faire although no real leader uses it. The strategy avoids the use of a guide and management's role is limited. There are no codes of regulations. The last and most interesting strategy is the charismatic strategy. It is based on the leader's magnetic personality and influence on subordinates. The leader commands love, faith, respect and devotion because of his/her personnel attributes such as attractiveness, posture, eloquence and warmth. The leader therefore, exerts an unchallengeable influence, is loved and respected and leadership is accepted by subordinates. Unfortunately the workers tend to be devoted to the character

of the manager and not to the institution. So, in the event that the leader leaves, the organization is disrupted and succession is difficult. Schools that employ the following strategies have been shown to be successful at increasing student achievement. decentralized power sharing problem solving orientation and strong leadership and professional custom (Moussey, Gazali & Mueller, 1997). The UPE policy has given a lot of freedom to do what they can without minding about school goals and objectives leading to failures in the UPE policy such as poor academic performance of pupils and teachers' inefficiency.

The Education Policy and Management in Schools

Globally, the UPE policy in most countries, such as England where it has been implemented for decades, has yielded good results. Studies by Sean (2007) in England found out that the Universal Primary Education has made easy the management of schools, for example, increase in education funding from 48% to 55% per year. It reduced pupil teacher ratios and class size in primary schools. increased teachers' and Headteachers' as well as performance. However, in Uganda this has not been the case. Instead Universal Primary Education Policy has made the management of Primary schools very difficult because UPE has been inadequately funded despite increasing enrolment of pupils, poor pupil –teacher ratios, poor infrastructure, poor pupil- book ratio and delays in teachers' salary payments. This has not motivated teachers to embrace objectives of UPE policy a situation leading to ineffective management performance of headteachers. This contradicts England's case where UPE led to the rise in teachers' pay that motivated teachers ensured full participation of teachers in the management of primary schools thus making easier the Headteachers' work of managing the schools. With manageable Pupil – Teacher ratios and motivated teachers and pupils, the management of such primary schools has been made easy. Headteachers can budget for the school as funding is ever rising per pupil in real terms. In Uganda UPE Policy has made the management performance very difficult (UNICEF 1999).

In Africa where UPE has been implemented the management of schools has been difficult. According to UNICEF (1999), in some schools, headteachers have resigned as a result of difficulties such as lack of resources and finance, infrastructure, and failure to achieve the school objectives on time. For example, Wangalachi (2003) observes that free and compulsory primary education for Kenyan children, though seen as a key success of the current Mwai Kibaki government, has come with management problems. Apart from finding money to pay extra teachers, the government has also to persuade them to take posts in less desirable areas like slums. Many schools are understaffed whereby one school is allocated 8 teachers leading to a heavy workload per teacher which a particular teacher can't fully execute to the required standard. This makes it difficult for the headteacher to manage and supervise which has made management of such schools by headteachers very difficult (Daily Nation 2002:17), because teachers are reluctant to go to areas where parents cannot afford to pay private tuition after normal school timetable. In such a situation, headteachers have failed to effectively supervise teachers posted to such schools against their will. Being few, the workload is a lot such that the Headteachers have found it hard to evaluate their performance. Indeed, the researcher concurs with this assertion as it may be difficult to evaluate a teacher who is not interested in his or her work and at worst over loaded. Wangalachi (2003) adds that introduction of free primary education opened floodgates to schools. Tens of thousands of overage children including street children or those who dropped out of school and now who wish to return to continue with their primary schooling a situation that has promoted indiscipline and difficulties in management.

In the United Republic of Tanzania in 2002, the abolition of school fees caused primary school enrollment to jump from 1 million to 3 million. These rising enrolments posed management problems because the few teachers and headteachers could not manage them. The teacher - pupil ratio worsened, complicating the work of Headteachers. The headteachers could not manage to plan and budget for such an exploding population and incorporate them into the budgetary estimates. (Oyugi, (2006). In addition, the gross enrollment resulted in the available facilities to be stretched to breaking point. In some places especially in rural areas, the ratio of pupils to teachers exceeds 100:1. The reality

of teachers trying to teach a class under a mango tree was common. In such cases, it was difficult for a Headteacher to supervise such teachers and evaluate the general-teaching learning process under such uncondusive environments. (Reinch, 2006) The government of Uganda doubled the number of teachers from 145,587 in 1996 to 811,564 in 2003 indicating an increase of 78% (MOES, 2003). However due to increased enrollment, the government decided to enroll untrained teachers to teach in primary schools. These types of teachers were hard to manage, supervise and evaluate as they did not possess the necessary skills and values.

The Jesus Center for Theological Reflection (JCTR) (2006) report on a research project, found out that free education in Zambia only exists on paper with some basic schools continuing to administer PTA or project fees for primary education and all parents needing to mobilize resources to purchase uniforms, books, and supplies. The report asks a question “How free is free education?” Further, it found out that only half of the study participants perceived that the free education policy had made primary education more accessible to pupils. The majority of parents perceived a decrease in school quality in government basic schools, mainly to be linked with poor performance and remuneration of teachers, teachers’ strikes and the practice of charging private tuitions. Such challenges still exist in UPE Primary Schools in Uganda which affect the management performance of Headteachers negatively because some parents cannot afford such fees. As a result, some pupils stay hungry, which discourages them from concentrating in class especially in the afternoons leading to poor performance.

In a press statement on 9th December 2004, the Presidential Press Service (PPS) admits there being overcrowding in lower primary as a result of increased enrolment from 5.9 million to above 7.2 million. This situation has affected the academic performance of pupils in the sense that it has created problems associated with poor teacher-pupil ratio, pupil - textbook ratio, and overcrowding, leading to indiscipline and poor academic performance.

UNESCO (2005) in its assessment report of Free Primary Education in Kenya found out that the bulk of the pupils in schools were not appropriate to their age, which had a negative impact in their learning achievement. Such pupils do not concentrate in class or on their studies thus in the end perform poorly. The UNESCO study further found out that due to the large pupils' influx, schools were facing a serious teacher shortage. The implications of this were that teachers were not able to give individual attention to the learners and thus unable to take full control of classes leading to rampant indiscipline in schools. Most schools were found not to have adequate classrooms to accommodate the large numbers of pupils' enrollment under Free Primary Education (FPE).

Women Poverty Eradication Researchers of Kenya (WERK) (2004) in their research in 16 formal primary schools and two non formal schools in Ruiru and Embakasi division of Nairobi, reveal that some of the challenges of orphaned and vulnerable children include the lack of individual attention to pupils, some of whom were previously out of school and, therefore, in need of more attention. The study further assessed that over enrolment has given an overwhelming workload for teachers since there was shortage of teachers and in particular, special needs teachers. Due to inadequate funding, the special needs facilities such as classrooms, appropriate toilets and physiotherapy rooms were under funded, which gave rise to a poor learning environment where children cannot concentrate on their studies leading to poor academic performance.

Reinch (2006) notes that Free Primary Education (FPE) which appears to be focused on access goal, faces many challenges including large pupil-teacher ratios, shortage of infrastructure, lack of standards of academic achievement and limited monitoring and evaluation of teaching – learning processes, a common situation in Uganda and Mukono District in particular. In Uganda, besides issues of teacher - pupil ratio, and pupil book ratio, there are other factors affecting education quality such as knowledge and skills of a teacher, readiness of pupils to learn, and initial condition of learners, which influence education performance. A closer look at the quality of teachers and their distribution reveals a big challenge facing education quality improvement. For example, in 2003, there were 145,703 primary school teachers of whom 54,069 or 37% had no formal

training as teachers (comprised of persons with O' level certificate, primary education, and no stated qualifications). According to Bategeka (2004), an additional 7,960 were trained teachers but with just a teaching certificate obtained after training in service due to shortage of teachers after the introduction of UPE. The majority of these unqualified teachers were deployed in UPE schools in rural areas. These teachers lacked professional skills to teach pupils, which has kept their performance very poor in both internal and national exams, a situation that requires redress. Headteachers found a lot of difficulties in managing such teachers due to their low professional skills which leads to poor performance. Results of a National Assessment of Primary Education Performance (NAPE) taken between 1996-2000 suggests that education performance in terms of pupils numeric, reading, Science, and social studies knowledge and skills deteriorated following the introduction of UPE (Fagil,2004:79). Some parents preferred to take their children to private primary schools. In 2003, 444,896 pupils equivalent to 6% of total primary school enrolment were enrolled in private primary schools with relatively better standards and quality education compared to UPE schools. Indeed, private schools performed better than UPE schools in the primary leaving examinations of 2004.

Factors Affecting Efficiency of School Management

Efficiency is an economic concept with great applicability to education. The term "efficiency" describes the relationship between input and output, within the education system or within individual institutions. Education is said to be efficient and effective if maximum output is obtained with minimum input possible (World Bank, 2003). A well-coordinated interaction among different actors operating in a school system is essential for delivery of positive school climate. To facilitate such a climate, a school needs mechanisms to enhance collaboration and effective management (Morgan,1986). Literature also shows that school climate is one of the factors that enhance school success and effectiveness. Pashiardis (2000) defines school climate as one where there is communication and collaboration among participants (administrators, teachers and students) in reaching the goals of the school and where the school positively influences the behaviour of students and staff. Lezotte (1993) believes that the principal is the kingpin in establishing that climate, maintaining order, direction and coherence.

One school of thought that views how efficiency in school management is handicapped is conflict. Darling and Walker (2001) define conflict as disagreement within an individual, between an individual and a group or between groups. Conflict arises as a process of social interaction involving a struggle over claims to resources, power status and beliefs and whenever interests collide (Morgan, 1996). According to Harrison (1995) Modern schools of management view conflict as an evitable aspect of an organization which can be used to foster healthy organizational development. Studies have shown that conflict leads to destruction while it also results into high quality solutions and team effectiveness (Mullins, 1999).

The effective management of a school is determined by the character of its headteachers. Chebet (1999) documented that there are several factors that determine the effectiveness or ineffectiveness of headteachers in secondary schools in Kapchorwa. Such factors include socio economic status of the headteachers' home, academic background and teaching experience. A report by the University of Nairobi (1991) identified several factors that hamper the efficiency of headteachers to include lack of devotion, conflict between management style and expectation, failure to get feedback, failure to satisfy needs and dispositions of subordinates, reliance on fear in opposition, task centered policies, inflexibility in decision making, job incompetence, and unwillingness to accept criticisms.

Pollit (2003) documents that the head teachers of public schools in Uganda seem to be faced with the dilemma caused by new public management (NPM) policy. NPM demands for increased performance from public managers, are expected to be creative and responsive without the power to make decisions involving other stakeholders. During the 1990's the need for participation and empowerment of staff pervaded the thinking of public managers leading to departure from the old hierarchical command structures. In addition to this factor the education system in Uganda follows governance from colonial establishment (Ssekamwa, 2001) who must submit to their authorities. All these are great factors that can lead to effective or ineffective management.

Management contributions and the UPE Policy of managers to organisations

Management refers to an authority relationship at least of one manager (headteacher) and subordinates who coordinate their activities to achieve school goals and objectives. The researcher also means working with and through people to accomplish and fulfill exclusively organizational goals that is UPE schools. According to Basalirwa (2001), Headteachers have contributed greatly to the management of Universal Primary Education schools. Basalirwa asserts that the emergence of Universal Primary education came with various demands from Headteachers. Such as, control pupils' discipline, control of teachers' discipline, controlling school resources, monitoring and supervising the teaching and learning process and guidance and counseling. Njagala (2003:26), complements the above by adding that especially in rural areas, UPE schools have been exemplary because some headteachers, though with difficulties, afford to stay at their stations, manage the discipline of their subordinates which has yielded to hard work by their subjects leading to success of government schools or UPE schools.

Bategeka (2004: 79) outlines the role of the headteacher as a manager of the school under UPE programme. For instance, the headteacher is expected to report to the District Education Officer but work closely with the school management committees in running UPE schools. They were to be accountable for all the money disbursed to their schools and school property. A headteacher is expected to head a team of teachers whose major roles include the preparation of schemes of work, and lesson plans for approval by the headteacher, teaching both co-curricular and curricular programmes and providing guidance and counseling to the pupils. Bategeka, in his assessment of the level of access to universal primary education contends that headteachers have done much in helping pupils and other stakeholders access primary education. For instance, headteachers have managed their teachers through close supervision; this is why pupils in UPE schools still perform well in national examinations. Headteachers have actively portrayed their management abilities through promotion of co-curricular activities in most UPE schools, external competitions in various activities such as sports, dance and drama, which has helped to develop pupils' cognitive and physical abilities. More so, various headteachers have engaged in guidance and counseling of their pupils and indeed in most primary

schools evidence shows there exists a counselor and a counselors' office (Bategeka 2004: 79).

Balihuta (2003:19) in his findings about "the management performance of heads of UPE schools in Eastern Uganda" asserts that in most UPE schools Headteachers act in School as multifunction symbols. They act as managers, teachers, and counselors. This has put headteachers to task as they can't fulfill these roles within the shortest time pupils are available at school or working hours. Thus, some headteachers have lost their marital roles at the expense of managing these schools in seeking to be recognized by their supervisors. It is no wonder that some headteachers have left government schools and opted for private schools which have less workload and pay them better than government does. This has indirectly affected academic performance of pupils in UPE schools.

Namutebi (2006) observes that, headteachers' management performance in UPE schools has been exhibited through effective supervision of pupils' learning and the performance of teachers. She argues that this has been evident in rural UPE schools. She cites Moroto, Nakapiripirit, Gulu, Nebbi, Apach, Iganga and Kotido as being exemplary rural districts where there has been undisputable good performance of headteachers. For instance, all top 10 ten pupils were from UPE government schools in the primary leaving examinations of subsequent 2005 and 2006 academic years, and private schools only topped in Kampala.

Bitamazire (2006), however, notes that, due to lack of devotion, lack of flexibility, poor management styles which conflict with society expectations, some headteachers' management performance has been low. Some headteachers have not shown positive attitude to the school system which includes headteachers themselves, administrators, teaching staff, parents and pupils. This has resulted into poor performance of these systems. The scholar warns that such heads must improve their management performance if the academic standard for these pupils is to excel. Headteachers' involvement in ensuring good classroom environment, maintaining school rituals such as budes, shoes,

school mottos, ties, stalking, have promoted school cohesion which has promoted good management of UPE schools. Kasente (2004), observes that Headteachers have managed systems of their schools through using their deputies. These deputies inspect school timetables prefects body, the school council, and since these are means of school administration these have helped to promote co-curricular and curricular activities one of the expected management roles of the headteacher .It is no wonder that some headteachers have received awards and additional emoluments in return of their good managerial competences.

Chapter Three: Research Methodology

Introduction

The purpose of the study was to examine performance management of headteachers in the Universal Primary Education Programme in Mukono District. This chapter highlighted how data collection was done with reference to the study design, area of study, and selection of schools, sampling and subjects, research instruments, reliability, validity, procedures and data analysis.

Study Design

The study utilized a descriptive, cross sectional survey design which employed both qualitative and quantitative approaches. This was used to collect unbiased data from different respondents and compare their attitudes and feelings about performance management of headteachers in the Universal Primary Education Programme in Mukono District.

Choice of Area of Study

The study was carried out in all the four counties of Mukono District namely; Mukono County, Nakifuma county, Buikwe county and Buvuma county (Appendix ii). Mukono District is an urban and rural area with many government primary schools. The three counties are dominated by schools in rural settings in most parts of Buikwe, Nakifuma, and Buvuma counties. Mukono county is dominated by urban schools respectively and a small part of Buikwe county

Sampling

Out of 415 schools in the four counties of Mukono district, the researcher randomly selected five primary schools from each county (n=20) to provide appropriate respondents namely teachers, headteachers, inspectors of schools, and community members. The target population of teachers is 4784, of headteachers is 415, of inspectors of schools is 7, committee members is 200 a headteacher, one inspector, 25 teachers and 5 community members were selected. A total of 144 were randomly selected from the schools below. Random sampling was used to select 5 Headteachers, from each county.

Four inspectors were selected, 1 from each county, and a hundred teachers were randomly selected from the selected schools whereby 25 were selected from each school as shown in table 3.1, and 20 community members were randomly selected, 5 from each county. These subjects were selected because they are information rich.

Table 3.1: Categories of subjects.

Counties	Respondents				
Codes	Headteachers	Inspectors of schools	Teachers	Community members	Total
Mukono county (A)	5	1	25	5	36
Nakifuma county (B)	5	1	25	5	36
Buikwe county (C)	5	1	25	5	36
Buvuma county (D)	5	1	25	5	36
Total	20	4	100	20	144

Research Instruments

The study utilized three research instruments namely an interview guide a questionnaire and an observation guide.

Questionnaire. The questionnaires were based on a 4 point likert scale ranging from strongly agree to strongly disagree. The questionnaires were used to find out information on common management strategies employed by headteachers and to examine how Universal Primary Education (UPE) program has affected management of headteachers in primary schools. The questionnaire addressed three categories of questions whereby the first category sought for views from teachers and Headteachers about effective management of primary schools implementing UPE and the second section sought views

from Headteachers regarding the management strategies and factors affecting school management of headteachers and management contributions of headteachers to UPE schools. This questionnaire had close and open ended questions, which addressed the effect of universal primary education policy on management functions of Headteachers such planning, setting goals and objectives in school and managing the school plan. Questionnaires were used because they are effective in tapping opinions, views, attitudes and they minimize bias.

Interview guide. An interview guide as shown in appendix v was used to collect data from key respondents who included headteachers, inspectors of schools and community members about environmental factors affecting efficiency of school management of headteachers in Mukono District. .

Validity and Reliability

To ensure that the instruments were accurate and measured what they were designed to measure their validity and reliability were established. Content validity of the questionnaires was established using inter-rator judgment and was focused to be 0.64 which is good enough. The reliability of the instruments was established through a pilot study at 4 schools in four counties (n=20) that did not participate in the main study. Items not applicable were removed, necessary ideas included and those not relevant were excluded. The reliability consistency was found to be 0.69.

Procedure

The researcher got an official introduction letter from the school of education of Kyambogo University and went ahead to the field to collect data for the study. The researcher presented the introductory letter to the headteachers, teachers, inspectors and community members to allow her collect data. The researcher delivered the questionnaires to the different schools and various respondents by hand and later went on collecting the filled questionnaires after one week. Interviews for heads of schools, inspectors of schools, community members were carried out on the same day and responses were recorded there and then. To generate reliable data the researcher first

developed good rapport with headteachers, teachers and PTA chairmen by explaining to them the purpose of the research. After, the researcher handed over the questionnaires to them for filling which exercise was left with them for a week. After one week the researcher collected the filled questionnaires with the aim of determining the performance management of headteachers under the Universal Primary Education programme. To ensure efficiency, the researcher used research assistants to administer the interviews and assist her collect the various filled questionnaires in time for data entry and analysis. In case of delays, the researcher reminded respondents by telephone calls about the urgency of filled questionnaires, where necessary visited them physically.

Data Presentation

Coding of data from questionnaires and interviews was done. This enabled the researcher to sort out and categorise data in a meaningful way for analysis and interpretation. Data was analyzed by appropriate statistical tools using the SPSS package. Quantitative data was analysed using mean and standard deviation. Qualitative data was analyzed by content analysis, which involved coding, data reduction, validation and triangulation. Percentages were then used to compile and summarise data.

Chapter Four: Data analysis, Presentation and Interpretation

Introduction

This chapter presents results obtained from the study. The purpose of the study was to examine management practices of head teachers in schools under Universal Primary Education programme. The study set out to examine four objectives namely:

- (i) To determine the common management strategies employed by head teachers.
- (ii) To examine how UPE has affected management of headteachers.
- (iii) To find out management contributions of head teachers to UPE programme, and
- (iv) To identify environmental factors that affect school management of head teachers.

The findings are presented objective by objective.

Data Presentation

Objective one: Common Management Strategies

The first objective that guided the study was to determine the common management strategies employed by head teachers in schools under the UPE programme. The strategies were classified into four categories namely;

- (i) Those that involve the use of power and include nomothetic and autocratic strategies,
- (ii) Those that are transactional
- (iii) Those that involve mutual friendship and freedom which include democratic, idiographic and charismatic strategies and
- (iv) Those that involve lack of concern which are called laissez- faire strategies. The findings are summarized in Table 1

Table 1: Responses about management strategies employed by Head teachers'

Respondents								
Strategies	Headteachers				Teachers			
	N	TOT SCORE	\bar{X}	SD	N	TOT SCORE	\bar{X}	SD
NOTO	9	46	2.55	0.31	58	282	2.43	1.02
Trans	11	34	2.43	0.9	58	153	2.64	1.27
DIC	14	113	2.69	1.83	58	628	3.61	1.67
LF	13	26	1.86	1.00	58	119	2.05	1.11

Key : NOTO = Nomothetic + autocratic

Trans = transactional

DIC = Democratic + Idiographic + charismatic

LF = Laissez – faire.

The findings presented in table 1 show the common strategies employed by head teachers as perceived by head teachers themselves and the teachers. The head teachers felt that they tended to use Nomothetic and autocratic strategies (NOTO) ($\bar{X} = 2.55$, SD = 0.31) which had higher mean ($\bar{X} = 2.55$) and standard deviation (SD 0.31) than teachers felt ($\bar{X} = 2.43$, with a higher standard deviation (SD = 1.02) thus were more homogenous than teachers. The teachers ($\bar{X} = 2.64$ SD = 1.27) felt that headteachers, used transactional strategies with a higher mean ($\bar{X} = 2.64$) and a standard deviation of (SD = 1.27) more than head teachers felt (2.43, SD = 0.9). However, the teachers were more heterogeneous in their feelings. The teachers also felt that headteachers used the Democratic, Idiographic and charismatic ($\bar{X} = 3.61$, SD = 1.67) more than head

teachers felt ($\bar{X} = 2.69$, $SD = 1.84$). However, the head teachers were more heterogeneous than teachers. In the use of laissez faire strategies the teachers once again, rated head teachers ($\bar{X} = 2.05$, $SD = 1.11$) more than head teachers' rating of themselves ($\bar{X} = 1.86$, $SD = 1.00$). Generally, these findings show that teachers, tended to rate head teachers higher in the use of transactional, democratic related and laissez-faire strategies. The head teachers were however, homogeneous in their rating than teachers were. These finding show how extreme teachers tend to be in the way they perceive the way head teachers manage schools. In some cases head teachers are perceived by some teachers as being dictatorial rough and unkind while some teachers perceive the same head teacher as being kind, like friendly and approachable.

Objective Two. UPE Policy and Management

The second objective that guided the study was to examine the effect UPE policy or programme has hindered headteachers management. The areas of management were classified as general school management, human resource management, public relations, and finance and infrastructure development. The findings are summarized in table 2a.

Table 2a: Responses about the Effect of UPE Policy on Headteachers' Management

Respondents								
Areas	Headteachers				Teachers			
	N	TOT SCORE	\bar{X}	SD	N	TOT SCORE	\bar{X}	SD
SM	20	293	2.93	4.44	63	836	2.65	2.72
HRM	20	337	2.41	3.2	62	1048	2.41	3.93
PR	20	564	2.56	6.69	63	1863	2.69	5.79
FI	19	352	2.65	3.63	63	1013	2.30	5.54
ID	20	111	2.78	1.64	62	296	2.39	1.34

Key SM = school Management

HRM = Human Resource Management

PR = Public relations

FI = Finance

ID = Infrastructure development

Findings in table 2a show that UPE programme has had effect on many areas of management by head teachers. The findings show that the greatest effect has been in general school management ($\bar{X} = 2.93$, $SD = 1.44$) while the lowest effect has been in the areas of finance ($\bar{X} = 2.30$, $SD = 2.54$). This finding clearly shows that, whereas the use of UPE funds is controlled by the guideline from the MOES, there is no guideline on how a head teacher can manage a school. The findings also show that head teachers and teachers perceive differently how UPE effects management. Head teachers perceive the effect of UPE to be higher in the areas of school management ($\bar{X} = 2.93$, $SD = 1.44$), finance ($\bar{X} = 2.65$, $SD = 3.63$) and infrastructure development ($\bar{X} = 2.78$, $SD = 1.64$).

While teachers perceive it to be higher in public relations ($\bar{X} = 2.69$, $SD = 5.79$) and general school management ($\bar{X} = 2.65$, $SD = 2.72$) and lowest in finance ($\bar{X} = 2.30$, $SD = 5.54$). In all areas, except infrastructure development, head teachers were more homogeneous than teachers concerned on human resource management where by they tended to disagree that UPE has affected human resource management. These findings clearly indicate that there has been some ineffectiveness of headteachers in school management. Many UPE schools have failed to grow and develop because they must follow rules and regulates of UPE as stipulated by the MOES.

Interviews with coordinating Tutors, Inspectors of schools, Chairpersons of school management committees, (SMC), Parents' Teachers Association (PTA) Chairpersons (community members), and some headteachers showed that the effect of UPE has been the following:

Table 2b Responses about the effect of UPE policy on management effectiveness of headteachers.

Response	CCT, SMC, PTA Chairpersons	
	N	%
Gained skills in financial management	2	18.18
Training in management	3	27.27
Cooperation with SMC and PTA	1	9.0
Planning	1	9.0
Book keeping and accountability	2	18.18
Resource book keeping	1	9.0
Peer group meeting	1	9.0
Total	11	

Findings in table 2b show that UPE programme has improved headteachers' management skills. The greatest effect has been on training on management (27.27%). The policy has equipped headteachers with skills in financial management and book keeping and accountability (18.18%) respectively. The greatest effect has been on peer group meetings, resource book keeping, cooperation with SMC and PTA, and planning (9.0%). This indicates that, if headteachers were given more authority would manage school finances well.

The qualitative analysis of the effect of UPE policy on the school management has been summarized in table 2c:

Table 2c: Effects of UPE policy.

	Teachers		Heads	
	N	%	N	%
Inadequate Funding	27	36	9	36
Overcrowding	14	18.7	5	20
Academic performance	11	14.7	6	24
Discipline	12	16	3	12
Politics	11	14.7	2	8
Total	75		25	

Results presented in table 2c are the views of headteachers and teachers about how UPE policy has affected the school management. Both teachers and head teachers agreed that funds have affected the operations and management of schools (36%). They cite such reasons of effects of funds as being inadequate to support school activities like co curricular activities and welfare, delay in its release by the MOES, parents are opposed to any financial contribution and do not ask parents to provide funds. This has led to a decline in academic performance (24%) as one effect. This is because of lack of teachers, poor classroom management, absenteeism by both teachers and pupils, automatic promotion, lack of scholastic materials and laziness. Other effects of UPE include overcrowding (18.7%) which has led to high teacher-pupil ratio teacher constraint lack of attention, and lack of space and facilities. Other effects are cited in the area of decline in discipline (16%) for teachers and headteachers (12%) due to non punishment policy and no age limit and finally politics (14.7%) for teachers and 8% of heads) due to rigid guidelines by MOES, political interference, no lunch fees, parents do not want to pay and lack of control by the headteachers. For example, no school should charge any fees send away pupils for fees defaults and many others.

Objective Three: Headteachers' Management Contributions.

The third objective which the study sought to achieve was to assess the contributions of head teachers' management in the school. The areas of contribution examined were control of pupils' discipline, control of finance, supervising of teachers and guidance and counseling. The findings are summarized in table 3.

Table 3: Responses about Headteachers' Management Contribution to Schools.

Contributions	Respondents							
	Headteachers				Teachers			
	N	TOT SCORE	\bar{X}	SD	N	TOT SCORE	\bar{X}	SD
Discipline	20	62	3.1	0.59	62	189	3.20	0.82
Finance	20	62	3.1	0.71	58	178	3.10	0.93
Learning	20	65	3.25	0.95	59	190	3.33	0.93
Teachers	19	69	3.45	0.2	58	198	3.41	0.92
Guidance and counseling	20	63	3.15	0.74	59	181	3.06	0.97

The findings presented in table 3 show that both head teachers and teachers tended to equally agree that head teachers contribute to school management. Both tended to agree that head teachers contribute more on managing teachers and least in managing finance, pupils discipline and guidance and counseling. This finding indicates the major role of head teachers as the leaders of other teachers. Therefore a good school requires that the head teacher should ensure that teachers are there and doing their work. The low level of contribution in finance shows that head teachers have no power over UPE finance because the use of UPE finance is based on the guideline by the MOES and monitored by the finance committee. Their low level of contribution in discipline is also based on Ministry of Education and Sports. Their low level of contribution in guidance and counseling is a reflection of the high degree of head teacher absenteeism in schools. Therefore they are unable to impact on students.

A comparison of headteachers' and teachers' views reflects little or no disparity in their perception of head teachers' contribution in school. Both have tended to equally agree on discipline ($\bar{X} = 3.1$), finance ($\bar{X} = 3.1$) and they are generally homogenous. Generally head teachers perceive their contribution to be higher ($\bar{X} = 2.65$, $SD = 0.64$) than what teachers perceive ($\bar{X} = 2.23$, $SD = 0.9$) although teachers were more heterogeneous. This again demonstrates that teachers always perceive head teachers differently based on their reasons.

Objective Four: Factors Affecting School Management.

The fourth and last objective that guided the study was to identify the environmental factors that affect management of the school. The findings have been summarized in table 4:

Table 4a: Environmental Factors Affecting School Management.

	Teachers		Headteachers	
	N	%	N	%
Inadequate funding	58	40.3	18	34.6
Political interference	17	11.8	6	11.5
Transparency	12	8.3	1	1.9
Overcrowding	11	7.6	6	11.5
corruption	8	5.6	4	7.7
Negative attitude	5	3.3	10	19.2
Lack of supervision	10	6.9	3	5.8
Motivation	14	9.7	81	1.9
Policy	9	6.3	3	5.8
Total	144		52	

The findings summarized in table 4 clearly demonstrate that both teachers (40.3%) and head teachers (34.6) cited issue of funds as the major environmental factors effecting management of schools render UPE. The issue of funds rotates around inadequacy of the

funds late release from the MOES, misuse by some head teachers and embezzlement, all these make it difficult for head teachers to plan, buy instructional materials and run the school. The head teachers identified the next big factor as negative attitudes of both the parents and teachers (19.2%). This attitude rotates around attitude towards the UPE policy, misconception about UPE being free education, inadequate salary of teachers and parents being lazy and do not care about the needs of their children. So, it makes the school management difficult. Both the teachers and head teachers cited conditions of services factors as political interference (11.8% and 11.5% respectively). Politicians usually want things done the way regardless of the policy.

Other factors cited by the teachers include low level of motivation of teachers (9.7%) because teachers are few and constrained and are always absent, lack of transparency and accountability by managers (8.3%). Similarly head teachers cited other factors to include corruption by some head teachers, UPE policy which does not cater for needs of individual schools and lack of supervision and monitoring by the top officials. So this brings a lot of laxity in school which makes management difficult.

Interviews with coordinating Tutors, Inspectors of Schools, Chairpersons of School Management Committees, (SMC), Parents Teachers' Association (PTA) Chairpersons (community members), and some Headteachers revealed that, different factors affect the management efficiency of UPE Schools of headteachers. Table 4.4b shows the findings:

Table: 4b: Factors Contributing to poor management of UPE schools

	N	%
Inadequate funding	3	25
Understaffing	2	16.6
Lack of instructional materials	2	16.6
Misconception of roles	1	8.4
Low qualification of teachers	1	8.4
Delay in release of funds	1	8.4
Large classes	1	8.4
Lack of sensitization	1	8.4
Total	12	

Findings in table 4.4b. revealed that the greatest factor affecting school management is Inadequate funding (25%).This is because to manage schools a headteacher needs funds to run the school programmes. Results also indicated lack of teachers, and lack of instructional materials respectively (16.6%), which makes the teaching and supervision of teachers' performance very difficult hence making school management very difficult. The least factors affecting school management were misconception of roles, unqualified teachers, delay in release of funds, large classes and lack of sensitization about UPE policy (8.4%).

Further exploration into the factors affecting school management revealed that several other factors equally affect the efficiency of school management by headteachers as indicated in table 4.4c below:

Table 4c: Responses about factors hindering management effectiveness of headteachers in UPE schools (interviews)

	N	%
Political interference	1	7.7
Lack of lunch for teachers and pupils	1	7.7
No punishment policy of learners	1	7.7
Teacher and pupil absenteeism	1	7.7
Parents not allowed to contribute	1	7.7
Indiscipline of pupils	1	7.7
Automatic promotion of pupils	1	7.7
Negative attitude of parents about UPE	1	7.7
Delay in fund release	1	7.7
Inadequate funds	1	7.7
Overcrowded classrooms with inadequate infrastructure	1	7.7
Lack of textbooks	1	7.7
Lack of furniture	1	7.7
Indiscipline of teachers	00	
	13	

Findings indicated that factors hindering management effectiveness of headteachers include political interference, no punishment, lack of lunch, automatic promotion, negative attitude by parents, delay in fund release, inadequate funds, overcrowded classrooms, lack of textbooks and lack of infrastructure respectively (7.7%). Therefore, to promote management effectiveness of headteachers these hindrances have to be addressed.

An exploration into how coordinating Tutors, Inspectors of Schools, Chairpersons of School Management Committees, (SMC), Parents Teachers' Association (PTA)

Chairpersons (community members), and some Headteachers think they can promote management was also conducted. The findings are summarized in table 4b.

Table 4d: Responses about how to promote effective management of primary schools.

	Teachers		Headteachers	
	N	%	N	%
Transparency	7	5.9	3	7.5
Political influence	14	11.9	9	22.5
Infrastructure	9	7.6	1	2.5
Funds	25	21.2	9	22.5
Scholastic materials	10	8.5	-	
Sensitization	21	17.8	6	15.0
Supervision	6	5.1	5	12.5
Motivation	26	22.0	7	17
Total	118		40	

Opinions of respondents were sought about how they think management can be promoted. Their responses are indicating that funds are the leading solutions towards promoting management. Teachers' view (21.2%) and head teachers (22.5%) show that there is need for an increase of funds, their timely release, parents should pay development fees and schools should be allowed to solicit funds. Head teachers cited another strategy as political influence (22.5). This involves examining policies before they are implemented, generating clear guidelines and head teachers to be given authorities and power to control funds for accountability. Both the teachers (17.8) and head teachers (15.0) cited the need for sensitization of parents, politicians and the community about matters like the role of parents to provide lunch and other resources, seminars to head teachers on how to handle UPE funds, refresher courses to teachers and the need to involve parents in the management of the school. Another strong strategy identified is motivation (teachers: 22.0% and head teachers = 17.5%). This motivation

can be through housing of teachers, adequate salary, weekly allowance, timely payment and effective PTA relationship. Other essential strategies cited include improved infrastructure like more buildings and space, improved supervision and monitoring at all levels and increase scholastic materials.

Interviews with Coordinating Tutors, Inspectors of Schools, Chairpersons of School Management Committees, (SMC). Parents Teachers' Association (PTA) Chairpersons, and some Headteachers showed that the management performance of headteachers could be promoted in different ways table 4.4c below indicates the findings:

Table 4e: Responses from community members on how to promote management

	N	%
Teachers' motivation	2	11.76
More funding	4	23.52
Adequate staff	2	11.76
Sensitize parents about how the policy works and mobilization	4	23.52
Motivate teachers	1	5.8
Discourage absenteeism	1	5.8
Parents provide lunch	1	5.8
Need for strategic monitoring and supervision	1	5.8
Projects to supplement UPE	1	5.8
Total	17	

Findings in table 4.4c, indicated that to promote management of UPE schools there should be more funding (23%). This indeed is true, because to run a school, a headteacher needs money to run the school programmes. Similar respondents revealed that parents should be sensitized about how the policy works and need to be mobilized to embrace the policy which will make it easy for headteachers to manage UPE schools. Community

members also revealed that to promote management of UPE Schools there is need to motivate teachers. discourage absenteeism, parents provide lunch to pupils. need for strategic monitoring and supervision and projects to supplement UPE funds. This would enable the involvement of all stakeholders in the learning of pupils and management of UPE schools which would make headteachers' management work easy.

Chapter Five: Discussion, Conclusions and Recommendations

Introduction:

This chapter attempts to discuss the study findings, make conclusions and propose recommendations. The chapter relies heavily on the study findings which have been presented in chapter four, in chapter three, data collection activities have been described and related literature was examined in chapter two. The background and research questions and objectives were presented in chapter one.

Discussion:

The discussion of the findings was presented objective by objective.

In the first objective the major findings indicate that head teachers perceive the use of nomothetic and autocratic methods as dominant while the teachers perceive the use of democratic, idiographic and charismatic strategies as dominant. These findings agree with Wohlstetter (1998) and Bernard and Lee (1999) who reported that the most cherished management strategies are nomothetic and autocratic strategies as well as democratic styles. The findings concur with Moussey et al (1997) who argued that the most rarely used management strategies are the laissez- faire styles. With regard to the effect of UPE policy on management the findings indicate that the greatest effect is on general school management while the lowest effect is on finance management. This finding supports Sean (2007) who found out that UPE has made school management easy because of increase of funds from 48% to 55% per year. This has reduced pupil-teacher ratio, and increased teacher pay. However, the finding contradicts UNICEF (1999) which reported that in some schools, head teachers have resigned as a result of difficulties such as lack of resources and finance and failure to achieve school objectives. The finding also contradict Wangalada (2003) who articulates that the introduction of free primary education has opened flood gates to average children which include street children, and dropouts and those who wish to return to complete school, a situation which has promoted indiscipline. The finding also disagrees with Oyugi (2006) in Tanzania.

In the second objective, the major findings indicate that UPE programme has improved management effectiveness of head teachers of UPE schools. The greatest effect has been on improving management skills of headteachers and the lowest effect on finance where by although guidelines for controlling finance come from the Ministry of Education and Sports a Headteacher is not given authority to fully use the finances to manage a school. This contradicts with Sean (2007) who argues that in England where increased funding in of the UPE programme has yielded good results by making easy the management of school; increased funding from 48 to 55 per year. However it is in line with UNICEF (1999) which argues that UPE has made management of schools difficult in a way that in some schools in Africa where UPE programme has been implemented head teachers, resigned as a result of difficulties such as lack of resources and finance. The study findings also indicate that UPE has promoted the setting up of infrastructure. Qualitative analysis of results from the study also indicated that UPE policy has affected the operation and management of schools. Such reason of effects of funds include inadequate funds to support school activities like co curricular activities and welfare, delay in its release by ministry of education, parents are opposed to any financial contribution and sheer neglect by parents to provide funds leading to negative effects such as poor academic performance due to lack of teachers leading to poor classroom management. Oyugi (2006) agrees with this view that UPE policy in the republic of Tanzania posed management problems such as high pupil- teacher ratio exceeding 100:1, which made it difficult for head teachers to manage such teachers and pupils resulting into poor academic performance. Major findings also revealed other effects of UPE such as overcrowding, lack of space and facilities, poor academic performance of pupils, and large teacher – pupil ratios. This is in accordance with Reinch (2006). Reinch outlines negative effects of UPE such as large pupil- teacher ratios, lack of standards of academic achievement and limited monitoring and evaluation of teaching-learning process by the Headteachers.

In the third objective the major findings revealed that headteachers' management contributions include managing and supervising of teachers. This concurs with Basalirwa (2001) who asserts that Headteachers have contributed greatly to the management of UPE

schools. Headteachers have greatly managed to control teachers' discipline leading to a good pupil-teacher rapport, and a good community teacher relationship. However major findings revealed that headteachers contribute least in managing finance, pupils' discipline, guidance and counseling. This disagrees with Bategeka (2005:75) who argues that the UPE policy facilitates performance of Head teachers such as managing finances of the school as they can be accountable for all the money disbursed to their schools and school property as well as pupils' discipline. In the fourth objective, the study showed that the major environmental factors affecting management of UPE schools are inadequate funds which are not released in time while some funds are embezzled by some headteachers. This is worsened by the negative attitude of both parents and teachers towards the UPE policy, inadequacy of teachers' salaries and lack of care of parents about the needs of their children making efficient management of headteachers of UPE schools difficult. This finding concurs with Chebet (1999) who argues that effective management of schools is determined by the character of its Headteachers such as devotion, transparency, conflict between management style and expectations, task centered attitudes and job competencies. Hence Headteachers who are corrupt may not be effective managers leading to ineffective management of UPE schools. Other factors hindering effective management of headteachers of UPE schools cited by the study include; lack of motivation, absenteeism of Headteachers, teachers' lack of transparency and accountability by managers; lack of monitoring and supervision by some headteachers and top officials. This points to lack of coordination between these key players and poor management of these UPE schools.

This is in line with World Bank (2003) which asserts that for effective school management a well coordinated interaction among different actors operating in school system is essential for delivery of positive school climate. This is in accordance too, with (Morgan (1996) who contends that to facilitate a good school climate a school needs mechanisms to enhance collaboration. This climate should include communication and collaboration among participants who include administration teachers and students and above all the Headteacher/Principal who is the Kingpin.

In summary, the introduction of UPE made the management of schools more difficult, except where much more funding was pumped into the school system such as in England.

Conclusions

The most preferred management strategies by Headteachers include nomothetic and autocratic to democratic, idiographic and charismatic strategies while teachers prefer charismatic, democratic and idiographic strategies of school management.

The effect of UPE policy of school management has been positive and negative, the greatest being on school management and its operations. Other effects of the policy are promoting infrastructure development, poor academic performance and decline in discipline of teachers. The least effect has been on finance which has affected the general performance of Headteachers in managing UPE schools.

The management contributions of Headteachers revealed by the study are supervising and managing teachers while their least contribution has been in managing finance.

The major environmental factors affecting management of schools are social, economic and political such as school climate, lack of funds, poor social welfare of Headteachers and the character and negative attitude of Headteachers, top officials and teachers towards the UPE policy.

Recommendations

The researcher made the following recommendations:-

The government and other stakeholders in education should determine common management strategies employed by headteachers and examine how UPE policy has affected the management of headteachers in UPE schools and design measures of improving the management of primary schools.

Headteachers should be given an opportunity to control school funds, since the study established that most headteachers have resigned due to lack of finances which they have little control over and which are not released in time.

The UPE schools should be given more infrastructures in form of buildings and scholastic materials to provide Headteachers a baseline on which to supervise and monitor the school climate since it was established by the study that inadequate infrastructure and funds limit headteachers' ability to set up infrastructure and other school facilities.

The Government should improvise and provide enough infrastructures to UPE schools to enable headteachers solve problems of overcrowding and lack of space. The government should inspect, supervise UPE infrastructure and always make a follow up to monitor the management performance of headteachers to ensure quality management of these facilities.

The Government should assist teachers to undergo refresher courses to improve on their management skills and performance so as to manage better their schools since it was established that UPE policy has helped headteachers to manage well their schools.

The Government should provide adequate funds to UPE schools since the study established that inadequate funds were among the major environmental factors limiting performance of headteachers. The government should carry out regular UPE policy reviews to check the balances and imbalances of the policy so as to generate clear guidelines to manage UPE Schools properly.

Further Research

More studies should be carried out to find out the performance management of headteachers in other Universal Education Programmes in Mukono District such as Universal Secondary Education (USE) not covered by this research study as an upshoot of the Universal Primary Education.

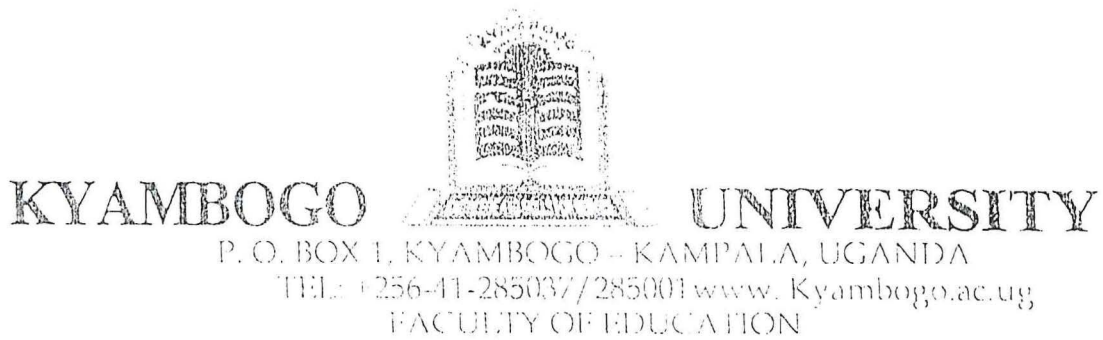
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APPENDIX I: Letter of Introduction



DEPARTMENT OF EDUCATIONAL PLANNING AND MANAGEMENT

Our Ref:

Your Ref:

Date: 6th August, 2008

TO WHOM IT MAY CONCERN

This is to certify that Miss KALYANGO HARRIET is a student in our department. She is carrying out research as one of the requirements of the course. She requires data and any other information on this topic.

THE EFFECT OF THE UNIVERSAL PRIMARY EDUCATION POLICY (UPE) ON THE MANAGEMENT OF PRIMARY SCHOOLS: A CASE STUDY OF MUKONO DISTRICT, UGANDA

Any assistance accorded to her is highly welcome. She is strictly under instructions to use the data and any other information gathered for research purposes only.

Yours faithfully



EDITH MBABAZI
HEAD OF DEPARTMENT

APPENDIX II: Questionnaire for Headteachers and Teachers

Dear respondents, I am a student pursuing a Masters' Degree in policy planning and Management at Kyambogo University. I am carrying out a research on the performance management of headteachers under the Universal Primary education program (UPE) on the management of primary schools in Mukono District. Kindly give me information regarding the study. Your responses will be treated with the uttermost confidentiality and will not be used for any other purpose other than this study.

QUESTION I

The following statements refer to the extent to which the UPE policy had effect on the management of primary schools. Please, indicate your level of agreement with each statement by ticking in the appropriate box. The UPE policy has affected:

	Statement(s)	Responses			
		Agree	Strongly agree	Disagree	Strongly disagree
1.	School management Developing of goals and policies of the schools				
2.	Pupils' discipline				
3.	Setting school priorities				
4.	Entry age of pupils				
5.	Has sufficiently provided for the sitting of school management committees, PTA				
		Agree	Strongly agree	Disagree	Strongly disagree
1.	Human resource management				

	Teacher's motivation				
2.	Headteachers' motivation				
3.	Recruitment and hiring of non-Teaching staff				
4.	Has increased headteachers power/authority in school management				
5.	Created a healthy working relationship between teachers and headteachers				
6.	Motivated teachers				
7.	Recruiting and hiring more teachers				
1.	Public relations The coordination of stakeholders in education				
2.	The heateachers' public image as an effective manager				
3.	Has sufficiently provided for the sitting of (PTA)general meetings				
4.	Minimized political interference in schools				
5.	Minimized corruption in schools.				
6.	School community relations				
		Agree	Strongly agree	Disagree	Strongly disagree

7.	Created healthy working relationship between headteachers, and DEOs.				
8.	Created healthy working relationship between Created healthy working relationship between headteachers, and DIS.				
9.	Created healthy working relationship between headteachers, and SMC.				
10.	Created healthy working relationship between headteachers, and PTA.				
11.	Created healthy working relationship between headteachers, and foundation bodies				
1.	Finance Generation or mobilization of financial resources in schools				
2.	Capitation grants allocation to schools				
3.	Allocation of financial resources and school needs/roles				
4.	Procurement procedures				
5.	Budgeting in schools				
6.	Financial resources provision				
7.	Provided enough funds				
	Infrastructure development				
1.	Construction of physical facilities				
		Agree	Strongly agree	Disagree	Strongly disagree

2.	Providing of physical scholastic Materials				
Question II: The following statements refer to the management strategies employed by headteachers in UPE schools. Please, indicate your level of agreement with each style by ticking in the available box.					
1.	Management styles Nomothetic				
2.	Idiographic				
3.	Transactional				
4.	Autocratic				
5.	Democratic				
6.	Laissez- faire				
7.	Charismatic				
Headteachers' management contributions					
1.	Controlled pupils' discipline				
2.	Managed finances				
3.	Supervised pupils' learning				
4.	Supervision of teachers				
5.	Guidance and counseling				

Question III: In your opinion, to what extent has the UPE policy affected the effective management of primary schools?

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Question IV: In your opinion, what would you consider to be factors affecting the management of UPE schools?

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Question V: In your view, in what ways could effective management of primary schools be promoted?

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Question VI: In your view, to what extent has the UPE policy has been a limiting factor in management strategies?

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APPENDIX III: Interview Guide for Coordinating Tutors, Inspectors of Schools, Chairpersons of School Management Committees. (SMC), Parents Teachers' Association (PTA) Chairpersons. and some Headteachers

Dear respondents, I am a student pursuing a Masters' Degree in policy planning and Management at Kyambogo University. I am carrying out a research on performance management of headteachers under UPE program in Mukono District. Your responses will be treated with the uttermost confidentiality and will not be used for any other purpose other than this study.

The effect of UPE policy on the management of Headteachers of primary schools.

1. What do you consider to be factors affecting the management performance of Headteachers in primary schools under Universal Primary Education?
2. Do you involve teachers in the management of the school?
3. In what ways could the headteachers be assisted to manage effectively primary schools amidst UPE program implementation?
4. In your opinion, to what extent has the UPE policy improved the Headteachers management skills in managing schools?
5. In your opinion, to what extent has the UPE policy been a limiting factor to Headteachers' efficiency in managing primary schools?
6. In your view, to what extent has the UPE policy portrayed or branded the Headteacher as an ineffective administrator/manager by the public?

APPENDIX IV: Observation Guide/Check List

	Check list	Time
1.	Timing of lessons	5 hours
2.	Books of accounts	10 minutes
3.	School infrastructure	10 minutes
4.	School records (registers, visitors' book, log book, arrival, minutes books, inventory books)	30 minutes
5.	Co-curricular and curricular activities	10 minutes
6.	Staff records	10 minutes
7.	Coordination between teachers and Headteachers	1hour
8.	Teacher-pupil relationships	10 minutes
9.	Relationship between administrators and teachers	10 minutes

APPENDIX V: The Map of Mukono District

