



University of Bergen

Department of Administration and Organization Theory

AORG 351

Master's Thesis in Public Administration

Spring 2017

Title:

**IMPLEMENTATION OF PUBLIC POLICY AT PRIMARY SCHOOL LEVEL IN
UGANDA: A CASE OF UNIVERSAL PRIMARY EDUCATION IN LUGUSUSLU
SUB- COUNTY IN SEMBABULE DISTRICT**

EDGAR MUHANGI

Dedication

This research work is dedicated to my family, more so to my uncle, Professor Muriisa Roberts Kabeba and his wife aunt Mrs. Ntawubona Juliet Muriisa for starting my academic journey. It is also dedicated greatly to my mother Ms. Uzamukunda Federence Gateera for the immense support and advice during my academic journey and finally to my uncles, aunties, brothers, sisters, friends and other relatives for their great support, endurance and courage to support me to where I have reached while I was away finishing this academic milestone.

Acknowledgement

With God's blessings and mercy, my dream of holding a master's degree became a reality. I would like to thank the almighty God, the creator for the gift of life, wisdom, knowledge, strength and righteousness he bestowed upon me throughout the entire course of study.

My strongest gratitude goes to my Supervisor, Professor Steinar Askvik, Associate Professor Ishtiaq Jamil, Tor Halvorsen Aasheim, and Hasan Muhammad Baniamin of the department of Administration and Organization Theory, University of Bergen. The immense and rich guidance they offered to me throughout the entire course is acknowledged.

Further still, my deepest appreciation goes to Professor Steinar Askvik of department of Administration and Organization Theory, University of Bergen. His guidance, knowledge and experience contributed greatly to my thesis and shaped my understanding of the field of public administration up to the final product of Master Thesis was appreciated.

My prominent acknowledgement goes to the Government of Norway together with the entire Norwegians for their support toward the completion of my master's degree program at the University of Bergen and my entire stay in Norway through the Norwegian State Education Loan Fund (Lånekassen).

I would also like to thank the entire staff of department of Administration and Organization Theory, Faculty of Social Sciences, University of Bergen for the administrative assistance rendered to me throughout the course.

Also my acknowledgment goes to Sembabule District Local government Staff especially the District Inspector of Schools Mr. Kiggwe Mohamed for permission to conduct my research from the district. Also, my appreciation goes to all the school administrators and teachers, pupils, parents, and local leaders, I interviewed and those who provided me with relevant data for my study.

I finally thank my colleagues in the Masters of Public Administration class of fall autumn 2015 to spring 2017 for their constructive contributions toward my course of study which seemed to be not easy for me.

Abstract

The Government of Uganda's Universal Primary Education policy is the main overlapping policy in the educational sector in the whole country. With implementation of UPE in all 111 districts in the country and one city (the capital city of Kampala), which are grouped in to four administrative regions, and most districts are being named after their main commercial and administrative towns, known as “chief towns”. The Ugandan government thought to increase the accessibility of the population to education services irrespective of one’s gender; disability or any other categorization would modernize the society. It was also assumed that this would reduce high levels of poverty and improve on human development by encouraging every child to enter school. This study focused on universal primary education because it was the oldest educational policy, which meant to give easy accessibility of relevant information about the study.

To understand UPE policy implementation in Uganda, the study based on data collected from Lugusulu Sub County in Sembabule District, in terms of accessing free education services as was planned by the Uganda government. The study used qualitative research method which helped to demonstrate a different approach to scholarly inquiry than other methods of quantitative. This study specifically targeted primary public schools both in peri-urban centres and rural areas in Lugusulu sub-county in Sembabule district in Uganda. Therefore, the study used explanatory variables such as policy design, political and socio-economic status and availability of resources for examples, financial and human resources.

This study used qualitative research approach because it demonstrates a different approach to scholarly inquire than other methods of quantitative methods. It also relies in the text and image data, have unique steps in data analysis, and draw on diverse designs (Creswell, 2014, p. 183). Therefore, multiple sources of data collection like interviews, FGDs, observation and documents were used to collect relevant empirical evidence for the study. For the research problem study, I decided to be guided by two main theories such as Winter's integrated implementation theory (1990) and Van Meter and Van Horn's implementation theory (1975). This was because these theories argue for some factors which mainly determine the successfulness of implementation process such as design of the policy standards and objectives, policy resources, political and socio-economic status, inclusion of street-level bureaucrats, target-group behaviors, amongst other factors.

In this regard these two main theories largely informed the study with the relevant explanatory factors for example, policy standards and objectives, policy resources, and political and socio-economic conditions by analyzing how they affect UPE policy implementation. The study operationalized the explanatory variables, and based on the data that was collected. The study also discovered different problems that largely affected the policy of UPE implementation in Sembabule district local government. Some of the problems discovered during the study include: politicization of UPE policy implementation process, ambiguity of policy standards and objectives amongst various policy actors, inadequate financial and human resources, delayed disbursement of UPE policy funds to the district, corruption amongst policy implementers, poverty amongst the population, ignorance of the parents about education results, lack of proper budget control by local governments, illiteracy amongst the population, inconsistencies amongst the policy actors, early pregnancies and marriages, lack of enough social amenities, poor geographic environment, traditional diseases amongst other problem.

After data collection, the study concluded that, for the UPE policy to be successfully implemented in Lugusulu sub county in Sembabule district, policy implementers should maintain clear policy standards and objectives, ensure available policy resources such as financial and human resources, ensure good political and socio-economic status of the community, better social amenities such as good hospitals, roads, water, electricity, availability of classrooms, ensure proper budget control of the funds, sensitization of the public about the advantages of educating the children, sensitization of the public about the dangers of early marriages and pregnancies, train district officers in managing the resource flows, improve management by training head teachers in management, leadership skills, and train community leaders, amongst other solutions for the successful policy implementation.

Therefore, the study managed to detail the findings extensively in different chapters of the study.

Table of Contents

Dedication	i
Acknowledgement	ii
Abstract.....	iii
List of acronyms	ix
Chapter One: Introduction	1
1.1 Back ground	1
1.2 Problem statement.....	3
1.3 Objectives of the study.....	5
1.3.1 General objective	5
1.3.2 Specific objectives	5
1.4 Research questions.....	5
1.5 Significance of the study.....	6
1.6 Scope of the study	6
1.7 Theoretical frame work.....	6
1.8 Methodology of the study	8
1.9 Composition of Thesis	8
Chapter Two: Literature Review and Theoretical Perspectives.....	10
2.0 Introduction.....	10
2.1 The concept of public policy.....	10
2.2 The concept of policy implementation.....	11
2.2.1 Approaches to the study of policy implementation.....	13
2.2.2 Top-down model of policy implementation.....	14
2.2.3 Bottom-up models of policy implementation	17
2.2.4 Hybrid or mixed models of policy implementation	19
2.3 Theoretical frame work: Models of public policy implementation.....	20
2.3.1 Van Meter and Van Horn`s policy implementation model	21
2.3.2 Winters` integrated approach	26
2.4 Operationalization of the concepts.....	28
2.4.1 Dependent variable	28
2.4.2 Independent variables	31
2.4.3 Hypothesis of the study.....	35
Chapter Three: Research Methodology	39
3.0 Introduction.....	39

3.1 Area of the study: Sembabule district	39
3.2 Research approach	41
3.2.1 Unit of analysis	43
3.3 Target population	44
3.4 Procedure for the selection of respondents	45
3.5 Sample size	45
3.6 Data collection methods.....	46
3.6.1 Interviews.....	47
3.6.2 Open-ended nature interviews	51
3.6.3 Focused Group Discussion (FGD) interviews	51
3.6.4 Direct observation.....	53
3.6.5 Documentation.....	54
3.7 Data analysis	56
3.8 Quality of the study (validity and reliability).....	57
3.8.1 Validity	58
3.8.2 Reliability.....	59
3.8.3 Generalization	60
3.9 Limitations of the study	60
3.10 Ethical considerations in the research.....	61
3.11 Conclusion	62
Chapter Four: Overview of Universal Primary Education.....	63
4.0 Overview of UPE.....	63
4.1 Education management and administration	63
4.2 Evolution of the curriculum and school structure	65
4.3 Achieving UPE: Increased access.....	65
4.4 The UPE policy and its implementation	65
4.5 Education policies	66
4.6 Conclusion	67
Chapter Five: Presentation and Discussions of Findings on the Dependent Variables	68
5.0 Respondents' profile	68
5.1 Increased number of enrolment and improved retention rate	70
5.2 Increased completion of school majorly grade seven	73
5.3 Mainstreaming all categories of children and avoid inequalities.....	75
5.4 Conclusion	78

Chapter Six: Findings and Discussions on the Independent Variables.....	80
6.0 Presentation and analysis of independent variables	80
6.1 The policy standards and objectives	81
6.2 The availability of resources (financial and human resources).....	84
6.2.1 Financial resource provision	84
6.2.2 Human resource provision	87
6.3 Political and socio-economic condition	89
6.3.1 Education background of the target group	91
6.4 Conclusion	94
Chapter Seven: Summary, Implication of Findings and Conclusion	96
7.0 Introduction.....	96
7.1 Ambiguities and inconsistencies of the policy standards and objectives	96
7.2 Limited resources such as financial and human resources.....	97
7.3 Poor political and poor socio-economic condition.....	97
7.4 Limited resources for persons with disabilities.....	98
7.5 Poverty amongst the local population.....	98
7.6 Poor geographic environment	99
7.7 Conclusion	99
References.....	104
Appendix 1: Recommendation letter from DIS	108
Appendix 2: Recommendation letter from Kyabi/St Joseph’s primary school.....	109
Appendix 3: Recommendation letter form Kyamabogo C/U primary school	110
Appendix 4: Recommendation letter from Kawanda primary school.....	111
Appendix 5: Recommendation letter from Kyamabogo Muslim primary school.....	112
Appendix 6: Interview guide	113

List of Tables

Table 1: Target population	45
Table 2: Categories of Respondents	46
Table 3: Type of respondents, topic discussed, and question asked, and variables highlighted.....	50
Table 4: Type of data gathered using various data collection methods	56
Table 5: Respondents` profile	69
Table 6: The rate of enrolment and retention rate in four selected schools	70
Table 7: The rate of completion of grade seven in the whole district.....	73
Table 8: Education background of the target group.....	92

List of Figures

<i>Figure 1: Analytical framework of the relationship between dependent and independent variables</i>	37
<i>Figure 2: The Map of Uganda Showing Sembabule District</i>	41

List of acronyms

AIDS	Acquired Immune Deficiency Syndrome
CAO	Chief Administrative Officer
C/U	Church of Uganda
DEO	District Education Officer
DES	Directorate of Education Standards
DIS	District Inspector of Schools
DIT	Directorate of Industrial Training
EFA	Education for All
EPPAD	Education Planning and Policy Analysis
ESC	Education Service Commission
EU	European Union
EVS	Elementary Vernacular Schools
FGD	Focused Group Discussion
GAO	General Accounting Office
HEP	Hydro Electricity Power
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
KCCA	Kampala City Council Authority
LGs	Local Governments
LRA	Lord's Resistance Army
MDGs	Millennium Development Goals
MP	Member of Parliament
MPED	Ministry of Planning and Economic Development
MoES	Ministry of Education and Sports
NCDC	National Curriculum Development Centre
NCHE	National Council for Higher Education
NCS	National Council of Sports
NTV	National Television
OPM	Office of Prime Minister
PAF	Poverty Action Plan
PEAP	Poverty Eradication Action Plan
PTA	Parent-Teacher Association
PWDs	People With Disabilities
SMC	School Management Committee

UBTEB	Uganda Business Technical Examination Board
UNEB	Uganda National Examination Board
UNESCO	United Nations Education, Scientific and Cultural Organisation
UNICEF	United Nations Children`s Fund
UNMDG	United Nations Millennium Goal
UPE	Universal Primary Education
USAID	United States for International Development
WB	World Bank

Chapter One: Introduction

1.0 Introduction

This study analysed the successful implementation of Universal Primary Education (UPE) in Lugusulu Sub County in Sembabule district in Uganda in terms of accessing free primary education services as was planned by the Uganda government. The study mainly used qualitative research method because it demonstrates a different approach to scholarly inquire than other methods of quantitative (Creswell, 2014, p. 183). Qualitative method also relies on the text and image data, have unique steps in data analysis, and draw on diverse designs. UPE was initiated in 1996 and introduced in 1997 in the country with its main target of making Uganda children to get free primary education. The policy also targeted to increase children enrolment and improve retention rate, completion of primary seven, reduction of high levels of poverty and improve human development by encouraging every child to enter the school, and others (Agaba, 2004). The aim of the study was to understand how UPE policy was successfully implemented through assessing whether pupil's enrolment increased and improved, the pupils completed grade seven, the policy mainstreamed all categories of children, policy resources are available, policy standards and objectives are clear and political and socio-economic status. Additionally, the study was drawn on the relevant data which I collected during field study in the months of June to August, 2016, in the targeted schools of rural areas and peri-urban centres of Lugusulu Sub County in Sembabule district in Uganda, purposely to analyse the research problem. The study used explanatory variables such as policy design, political and socio-economic status, and policy resources such as financial and human resources to understand how these variables influence UPE policy implementation. This chapter further includes the back ground of the study, statement of the problem, significance of the study, objectives of the study, research questions, scope of the study, theoretical framework of the study, methodology of the study, and lastly the composition of the study, which are all detailed in the following.

1.1 Back ground

The story of primary school education reforms in Uganda during the 1990s revolves around the implementation of two separate and conflicting agendas (Moulton, 2002, p. 53). Uganda

inherited a British colonial education system¹ that had gone through several cycles of reform before and after its independence from Great Britain in 1961. The new nation, however, was soon tormented by civil life. Uganda's education system was all but destroyed during the ensuing chaos brought on by Idi Amin, Milton Obote, and others. During this period, teachers were poorly paid, however, and many were untrained. Schools had few, if any, textbooks, and class rooms had collapsed and curriculum and examination practices were also wanting (Moulton, 2002, p. 53). Thus, by the time peace was established in 1990s, the entire instructional system needed reform.

Uganda was a British protectorate from 1894 until October 9th 1962 when it received its independence. Prior to independence school education, which was introduced by missionaries in 1877, was modelled along the British system of education. This is a heritage which is still evident in the school system even today (Aguti, 2002, p. 1).

The system of education in Uganda has a structure of seven years of primary education, six years of secondary education (divided into four years of lower secondary and two years of upper secondary), and three to five years of post-secondary education. The present system has existed since the early 1960`s.

Uganda`s Universal Primary Education (UPE), was initiated in 1996 and put into place in 1997, this is the brain child of president Yoweri Kaguta Museveni. A former lecturer at the university of Dar-es-salaam, Tanzania, Museveni is one of Africa`s pragmatic leaders who believes in the transformation and modernization of the society through the elimination of illiteracy and the provision of education for all irrespective of one`s gender, disability or any other categorisation (Ndeezi, 2000). In practice, the UPE programme is not universal, but has a realistic tendency towards universality. Before, implementation, the policy was extensively discussed at various fora, including educational institutions, in the cabinet, and at parliamentary level (Ndeezi, 2000). Under this programme, the government commits itself to providing the free primary education for a maximum of four children from each family. In order to comply with Uganda`s constitutional requirements on affirmative action in favour of marginalised groups, two of the four pupils must be girls, if a family has both sexes (Ndeezi, 2000). In addition, if a family has a child with disability, he/she must be granted the highest

¹ The British education system is a system of education of Uganda which existed since the early 1960s. It has a structure of seven years of primary education, six years of secondary education (divided in to four years of lower secondary and two years of upper secondary), and 3-5 years of post-secondary education, and this still exists.

priority to be enrolled in this programme. The government pays the school fees for the children. It also provides grants to be spent on instructional materials, co-curricular activities, like games and sports, and the management and maintenance of utilities like water, electricity amongst other utilities. By the end of September, 1999 six and half million children aged between 6-15 had been enrolled for primary school education-one third of Uganda`s total population. Total enrolment rates have tripled since 1996 and the enrolment of children with disabilities, almost half of whom are females, has quadrupled (Ndeezi, 2000).

However, the government pays the school fees for the children; it still faces a particular challenge in providing quality basic education to marginalised populations such as the poor, ethnic minorities, and sometimes girls. Poor quality education is provided because there was a massive enrolment of children which rose from 3.1 million in 1996 to 5.3 million in 1997 (Agaba, 2004). This massive increase in enrolment meant increased need for more resources such as financial and human resources which seemed not to be available, limited infrastructure such as classrooms, mismatch of teacher-pupil ratios, and others which hindered the basic quality of education (Agaba, 2004).

As far as education financing is concerned, public education in Uganda was under-funded prior to the introduction of universal primary education policy in 1997 (Nishimura, Yamano, & Sasaoka, 2008, p. 3). This is because the direct costs of education were heavily dependent on private resources. Pupils` families were responsible to pay more than 80% of the total direct costs of public primary schooling, while the government was responsible to pay the rest. The largest part was allocated to the salaries of the teachers and administrators. The share of private resources in the total direct costs of education in Uganda was high compared to other low-income countries such as Burkina Faso (41.3%), Bhutan (27.2%), Myanmar (58.5%), and Viet Nam (40.0%) (Nishimura et al., 2008, p. 33). All these challenges such as limited resources both financial and human resources are likely to have contributed to the failure of the policy implementation of universal primary education to be successfully implemented, not only in Sembabule district but also in other districts of Uganda.

1.2 Problem statement

On July 02th 2014, the *Red pepper* (Uganda`s newspaper), presented a report that the introduction of Universal Primary Education in Uganda was an initiative that was meant to reduce high levels of poverty and improve human development by encouraging every child to enter school and in the end avoid inequalities and make education affordable to the majority

of Ugandans (Agaba, 2004). With these set targets that were welcomed by the majority of Ugandans, the enrolment increased from 3.1 million in 1996 to 5.3 million in 1997, an increase of 73% in one year (Agaba, 2004). By 2003, gross enrolment in primary schools had reached 7.6 million pupils and 8.2 by 2009, and primary school enrolment (% net) at 90.87 in 2010, according to the study done by World Bank (Agaba, 2004). With this increase in enrolment of pupils, many unplanned for needs cropped in the education sector which in turn affected the level of performance in UPE schools promoting some parents to consider private schools despite the fees paid accordingly (Agaba, 2004). The increase in the number of children in school invariably implied an increase in the need for more teachers who were not readily available. This in turn led to high dropouts as, student-teacher ratio which was not sustainable, poor welfare of teachers, insufficient funds in terms of capitation grant, poor facilities and infrastructure all contributing to the high levels of poor performance in universal primary education schools, and this has forced parents to take their children to private schools, hence a failed policy (Agaba, 2004).

In addition, the decision by parents to resort to private schools was furthered by the current ratio of teachers to pupils 1:110, this is extremely high and not conducive to proper learning and good standards (Ndeezi, 2000). With this ratio, the children with disabilities who need special attention simply get “swallowed” in the congested classrooms, to the extent of conducting some classes under the mango trees in some areas (Ndeezi, 2000). The policy also emphasised the mainstreaming of all categories of children, but it is unfortunate that deaf children have not yet benefited from this programme, mobility aids like crutches, wheel chairs, are not provided for in the programme, special education teachers in the areas such as deaf education, sign language, visual and mental impairment are inadequate and non-existence in most primary schools (Ndeezi, 2000). Furthermore, the programme has almost become too expensive to run because the government is short of funds. The result is that donors have been approached for assistance. However, these donors often come in with their conditions which may not be wholly in the interests of the programme hence making the implementation of the policy to fail (Ndeezi, 2000). The study found out that, the major problem was mainly lack of enough resources both financial and human resources meant for the policy to be successfully implemented, as such financial resources would be used to buy the missing school material such as text books, chairs, crutches among others, construct other classrooms, and provide more teachers to solve teacher-pupil ratio which was not matching. However, there were other problems such as absenteeism of teachers and pupils, poor

geographic environment, poverty, lack of social amenities such as water, school clinics, electricity, good roads, amongst the population, and other problems which would hinder successful implementation of the policy.

1.3 Objectives of the study

The objective of the study was categorised into the general or main objective and the specific objectives, as elaborated below.

1.3.1 General objective

To examine the factors that influence successful implementation of Universal Primary Education policy in Lugusulu sub-county in Sembabule district in Uganda.

1.3.2 Specific objectives

1. To explore the extent to which policy standards and objectives influence Universal Primary Education policy implementation.
2. To identify the resources that should be available for successful implementation of Universal Primary Education.
3. To find out how political and socio-economic status affect successful implementation of Universal Primary Education.

1.4 Research questions

The main purpose of the study was to examine the factors that determine successful implementation of universal primary education policy in Uganda, specifically in Lugusulu sub-county in Sembabule district. Therefore, the following were the proposed specific research questions that were used during the field study;

1. To what extent does policy design affect successful implementation of Universal Primary Education in Lugusulu Sub-county?
2. What kinds of resources are essential for successful implementation of Universal Primary Education in Lugusulu Sub-county?
3. How do political and socio-economic conditions in Lugusulu sub-county affect the successful implementation of Universal Primary Education policy?

After data collection, based on the information from the field study, I believe that my research has to play an important role of adding to the existing knowledge about the Universal Primary Education policy implementation not only in Sembabule district, and other districts of Uganda, but also in other countries that had adapted this policy of universal

primary education earlier such as Tanzania, Kenya, amongst others, and those that would like to adapt to it.

1.5 Significance of the study

The study is seemed to be significant in contributing to the existing literature about the implementation of public policy. Further still, it provides a successful understanding and knowledge that would be used by other researchers to explain effective and efficient ways of implementing public policies especially the Universal Primary Education at primary level in the more developing countries. Education was considered to be one of the goals of Millennium Development Goals (MDGs) particularly in Uganda. The study is also hoped to encourage other researchers or students to conduct similar or different researches about policy implementation in the districts of Uganda, and most probably in other countries of the world that adapted to the policy.

1.6 Scope of the study

The study mainly focused on the policy implementation of universal primary education at primary level in Lugusulu sub-county in Sembabule district in Uganda. The study was narrowed to four different public primary schools especially two from rural villages and other two from peri-urban centres in terms of accessing education services. I decided to study such different schools from different areas because I thought they do access services differently, for example, rural schools have limited accessibility to hydroelectricity power, good roads, qualified teachers, permanent teachers, hence all leading to poor standards of education, long distance teachers, amongst other problems compared to those in peri-urban centres. Generally, access to education services would base on age, sex, and others, and motivation of both the school and the community at large. I therefore, rotated around within the above mentioned boundaries for the success of the study.

1.7 Theoretical frame work

Theories provide a lens to guide the researchers as to what issues are important to examine and the people that need to be studied (Creswell, 2003, p. 131). Therefore, during my study theories helped me to understand the research problem and for its analysis. The fact that I employed qualitative research, I also employed theory as a broad explanation.

The study was generally conducted based on the theoretical framework by (Winter 1990, cited in Ryan, 1996, p. 1) to address some of the weaknesses of the commonly used rational-comprehensive models such as the Mazmanian and Sabatier's framework (1989). The study further chose this implementation model because this model characterises and integrates the most influential variables that I decided to use during my study such as policy formulation and design, street-level bureaucratic behaviour, socio-economic conditions of the community members for example, being poor or rich, and target group behaviour such as the pupils being targeted group, all these variables are identified in the integrated model as useful for my proposed study. Furthermore, Winter's approach seems to have the most common framework of analysis of the policy implementation process, since it narrows it down up to the policy implementation specifically universal primary education in Lugusulu sub-county in Sembabule district in Uganda.

Winter's integrated implementation model basically brings it together with Sabatier (1989) structured four different sets of socio-political process and conditions which may affect implementation outcomes, for instance, the impact of policy formulation on the implementation outcomes, the organisational and interorganisational implementation behaviour, street-level bureaucratic behaviour, and the response by target groups and other changes in the society, there by concluding that there is a need to consider such variables since they are likely to affect the implementation outcomes. The model also recognises the views of bottom-up approach such as interests of the implementation actors and social change outcome, and top-down approach such as comparing the implementation outcomes with the stated programme objectives and official policy goals. However, Winter criticised this approach because of its limited capacity to accommodate bottom-up approach's concerns such as involvement of street-level bureaucrats and target groups during policy implementation process which all in the long run lead to the unsuccessful implementation policy. During my study, I further still considered Van Meter and Van Horn (1975) implementation model study due to the fact that they considered policy resources (financial and managerial resources) such as teachers in form of human resources, money to buy extra scholastic materials which the government has not provided more especially for the people with disabilities, to pay extra teachers, run other school activities like games and sports, therefore, these were considered as vital factors in the implementation process there by suggesting that implementation cannot be successful without such resources, and I thought that these resources were also important during the policy implementation process of

universal primary education in Uganda. They further identified other variables such as standards and objectives, inter organisational communication and enforcement activities, characteristics of implementation agencies, and economic, socio and political conditions, which all have an impact on the successful policy implementation process.

1.8 Methodology of the study

During the study a qualitative research methodology was applied. Qualitative research is an approach for exploring and understanding the meaning individuals or groups ascribed to a social or human problem (Creswell, 2014, p. 4). In other words the researcher is an important part of the research where, the researcher becomes seriously active during the study, learns and who can tell the whole story from the participants' view other than as an expert who passes judgment (Creswell, 2014, p. 18). Therefore, qualitative method of data collection enabled me to collect multiple forms of data through different methods such as: interviews, observation, documentation, and Focus Group Discussions (FGD). This method was helpful in providing me with the comprehensive evidence for the study hence creating in-depth empirical data collected and attaining validity of the study's findings. In addition, the method helped me to be a key instrument during the data collection thus making me able to understand the problem from the participants and experience the UPE policy implementation process as it was meant by the Ugandan government. During the study, primary data was collected through different methods such as in-depth interviews, focused group discussions, and observation. Secondary data was also collected through documentation reviews. Furthermore, I also adopted a case study strategy in the study, whereby a case study strategy helped me in deriving richer, more contextualized, and more authentic interpretation of the phenomenon of interest than most other research methods by the virtue of its ability to capture a rich array of contextual data", (Bhattacharjee, 2012, p. 93). In other words, the methodology helped me by collecting rich and contextualized data that managed to form the basis of analysis of UPE policy implementation in Lugusulu Sub County in Sembabule district in Uganda.

1.9 Composition of Thesis

This thesis is composed of seven chapters. Chapter one consists of an introduction to the study, background to the study, statement of the problem, study objectives, research questions, and significance of the study. It also includes the theoretical framework, research methodology and organization of the thesis. Chapter two is composed of literature review on implementation studies; implementation debate, theoretical underpinnings of the study,

relevance of theories to the study, and the variables. The same chapter also explains the dependent variables and independent variables of the study, the linkage between variables, their operationalization and analytical framework. Chapter three discusses the research approach that was used, research strategy, area of the study and its rationale, selection of respondents and sample size for the study. In addition, it also includes data collection methods such as interviews, observations, and documentations; data analysis, limitations of the study, and addresses issues of validity, generalization and reliability. Chapter four involves the overview of the UPE policy, education management and administration, evolution of the curriculum and school structure, achieving UPE, the UPE policy and its implementation, and education policies. Chapter five presents findings and discussions on the dependent variable which is the state of UPE implementation reflected by various indicators including: increased number of enrolment and improved retention rate, increased number of completion of grade seven, and main streaming all categories of children and avoid inequalities to make education affordable and freely accessible to the majority of Ugandans. Chapter six presents findings and discussions on the independent variables which include: the design of policy standard and objectives, the availability of resources (financial and human resources), and political and socio-economic status of the community. Chapter seven involves summary of key findings, theoretical implications of the findings and conclusion.

Chapter Two: Literature Review and Theoretical Perspectives

2.0 Introduction

Under this chapter, relevant literature about the study was reviewed. I detailed the two theoretical perspectives that were used to study the factors that influenced successful implementation of UPE policy in Uganda, particularly Lugusulu Sub County, Sembabule district. I mainly employed two theories during the study for example, Van Meter and Van Horn's implementation theory and Winters integrated implementation theory. However, there were other different theoretical elements that were borrowed from other different theories of implementation for example, Grindle and Thomas' interactive theory and Lipsky's street level bureaucrats were also employed during the study purposely to supplement the previous theories of Van Meter and Van Horn (1975) that were used. The purpose of using two main theories during the study was a targeted plan of presenting relevant theoretical underpinnings to the study as detailed in the following. Under the same chapter, I provided some discussion summarizing the topic of implementation which is relevant to Uganda's perspective about UPE policy.

2.1 The concept of public policy

Public policies are omnipresent in our daily lives (Knill & Tosun, 2012, p. 1). Therefore, information about such policies has been circulated by various Medias such as newspapers, the television, and the internet all aiming at making of public policies from the regulation of genetic engineering or blood alcohol limits for the operation of a vehicle to the financing of infrastructure like new roads, or the level of income tax. This means that public policy decisions have been experienced in our usual lives but not knowing them (Knill & Tosun, 2012).

The concept of public policy has been defined by different scholars and in different ways, but in a probably the best-common definition, is given as "anything the government chooses to do or not to do" (Dye 1972, p. 2 cited in Howlett, Ramesh, & Perl, 2009, p. 4). In this regard, Dye was of the view that keeping silent or doing something on an issue could amount to public policy. For example, in Uganda, the government introduced a policy of banning all plastic bags, but it did not take an action, and this remained as a public policy. Dye (1972), explains public policies as decisions taken by the government but it fails to include private or non-governmental actors. Here Dye explains that the government is the primary agent during

the public policy decision but it excludes the private decisions, interest groups, and other social groups during the decision (ibid).

Public policy is further defined as a ` set of interested decisions taken by a political actor or group of actors concerning the selection of goals and the means of achieving them within a specified situation where those decisions should, in principal, be within the power of those actors to achieve` (Howlett et al., 2009, p. 6). Therefore, Jenkins's definition recognized that limitations on a government`s ability to act can affect the range of options considered during decision-making process can lead to the success or failure of policy-making efforts, this is due to the fact that the government`s capacity to implement its decisions is taken to be an important component of public policy and a crucial consideration which might impact the types of government`s actions that could be considered (Howlett et al., 2009, p. 6).

Public policy is also defined as a broader statement of goals, objectives and means (Ayee, 2000, p. 2). In the scholarly literature, there is a general consensus that a public policy can be defined as a course of action (or non-action) taken by the government or legislature with regard to a particular issue (Knill & Tosun, 2012, p. 4). Under this definition, there are two different explanations of public policies as to actions of public actors (particularly governments), although non-governmental actors to a lesser extent are allowed to be involved or participate in public decision-making, and that governmental actions are focused on a specific issue implying that the scope of activities is restricted to addressing a certain aspect or problem (such as air pollution control, animal protection, internet content or the liberalization of the telecommunications sector). This still implies that during decision making, the private actors are largely excluded, though they sometimes include them but to a lesser extent (Knill and Tosun, 2012).

2.2 The concept of policy implementation

Hill and Hupe (2009) argued that implementation studies are said to have emerged in the 1970`s, however, these studies were missing policy process which was later included by Hargrove then (1975) as a missing link and Pressman and Wildavsky introduced their influential book implementation in the year of 1973 (Hill & Hupe, 2009). It is alleged that implementation has been concerned in public administration with the ideas from organisation theory in implementation part of the policy process by Pressman and Wildavsky where they drafted a short paper of their colleague that it has been talked about for forty years but has never been known (Hill 1972 cited in Hill & Hupe, 2009). Further still, Hill and Hupe (2014)

defines implementation as the carrying out of a basic policy decision, usually incorporated in a statute but which can also take the form of important executive orders or court decisions (Hill & Hupe, 2014, p. 7). Ideally, that decision identifies the problem (s) to be addressed, stipulates the objective (s) to be pursued, and in a variety of ways, ‘structures’ the implementation process.

Implementation is defined as the degree to which the predicted consequences (“the then” stage) take place, and it may be viewed as the process of interaction between the setting of goals and actions geared to achieving them (Pressman & Wildavsky, 1984, p. xxiii). In this regard, the implementers do play an important role by looking for the ways of achieving the goals they have set and the ways of how to achieve them, hence making the process to be implemented (ibid).

Implementation is what is supposed to happen after a policy is made (Nakamura & Smallwood, 1980). It is often the most interesting part of the policy process because it is the point at which ideas are supposed to be translated in to the actions that improve outcomes (Nakamura and Smallwood, 1980).

Policy implementation is the stage in the policy-making process where a policy is put into effect by the responsible bureaucracies (Knill & Tosun, 2012, p. 149). During this stage, the implementing actors or bureaucrats do put the policy in to action in that such policy has been implemented. Therefore, implementation is a connection between policy-makers and policy addressees, mediated by the implementers (ibid). In more technical terms, implementation involves the implementation of policy output into a policy outcome (ibid). Therefore, the attainment of the intended policy outcome is a necessary condition for bringing about the desired policy impact (Knill & Tosun, 2012, p. 149).

Policy implementation is further explained that it is considered to be implemented when the problem has been put on to the agenda and propose different ways of addressing it by setting policy goals and actions to attain them, in that such decisions are put in to action (Howlett et al., 2009). Policy implementation is mostly carried out by the civil servants and other public officials who are responsible for putting them in to action, however, in some cases there are non-governmental implementers who are involved during the implementation process such as private entrepreneurs as in public-private partnership projects and non-governmental organisations (NGOs). For examples, in Uganda the Kampala City Council Authority

(KCCA) do allow businessmen to get involved during policy making process more especially those policies that will be addressing business issues. Here they are given opportunities to get involved during policy making because when such policies have been made and needed to be implemented sometimes they find themselves facing business challenges such as high taxes amongst other challenges. These businessmen will therefore, use such opportunities to support the policies to be made and implemented that do not challenge or do not favour such as low taxes other than those that would challenge them.

In most polities, policy implementation is primarily carried out by different levels of bureaucracy (Knill & Tosun, 2012, p. 150). For example, at the central level, there are various national ministries (education, defence, trade, etc.), which form the core of the executive branch, and it is at the same level where there are autonomous agencies located outside of the ministries that are responsible for implementing public policy, basically specialised expertise for dealing with complex or new policy areas (Knill & Tosun, 2012, p. 150).

Implementation is also explained as a way of putting new public policy into practice, and that it includes different actions by both public and private actors who intend to achieve the set goals in terms of the intended outputs (Van Meter and Van Horn 1975, p. 447, cited in Knill & Tosun, 2012, p. 152).

2.2.1 Approaches to the study of policy implementation

This discusses the three different approaches as the diversity of activities reflected in the theoretical perspective adopted to describe and explain policy implementation. Due to various authors about the views all aimed at explaining their understanding of implementation policy process, there are different approaches such as top-down and bottom-up approaches that explain implementation policy process, however, with time there was an emergency of hybrid or mixed approach due to some shortcomings of both top-down and bottom-up approach such as under estimating the enthusiasm of policy framers to have the policy implemented as intended and discretion of street-level bureaucrats. Therefore, hybrid or mixed policy implementation model mainly aimed at integrating the most relevant factors developed by both top-down and bottom-up models. Therefore, the study elaborated some of the views about such approaches, and how they are, and their contribution toward the study.

2.2.2 Top-down model of policy implementation

The traditional approach is characterised by a top-down perspective, which concentrates on policy outputs and investigates the extent to which the intended objectives have been achieved over time and why (Knill & Tosun, 2012, p. 152).

Pressman and Wildavsky (1973) cited in Knill and Tosun (2012), in their path-breaking study on policy implementation further explain that during implementation process, there are likelihoods of changes and conflicts due to the fact that actions depend on to the different numbers of actors and that such actors require cooperation since they are different which might bring deviations (Pressman and Wildavsky 1973, cited in Knill & Tosun, 2012, p. 152). This for example, would mean that the longer the chain of implementation process, and the greater the number of actors during the implementation process, the more difficult implementation becomes, and on the other hand, the shorter the chain of implementation, the less difficult of a successful implementation process. This approach corresponds with the rational choice of theories since they all consider implementation as a purposive action by different groups of actors with different preferences (Knill & Tosun, 2012). After discovering that there are conflicts that are likely to result during implementation process since there are different actors which might lead to unsuccessful process, they suggested that game theory where two or more rational players interact can be a better means to analyse decision-making process, since the outcome depends on the choices made by each actor, and this would lead to a successful implementation policy process.

Kipo (2011) also explains that top-down approach is majorly determined by the two sides for example, political intent and administrative action, whereby it is assumed that under such approach, policies are largely determined by the top officials and such policies are put in to action by the lower level actors, since the approach runs from the top level going down to the lower level (Kipo & Universitetet i Bergen Institutt for administrasjon og, 2011). This means that such different levels should work together for the successful policy implementation, and when they do not work together, the policy is likely to be unsuccessfully implemented.

Theorists such as Van Meter and Van Horn (1975) cited in Knill and Tosun (2021), hypothesized that implementation is most successful when the policy output only requires marginal changes as compared to the status quo and when goal consensus among the public and private actors involved is high. They further explained that changes should be positive to the policy for its successfulness, and that both public and private actors should maintain such

a high-level goal consensus, if the policy needs to be implemented successful (Van Meter and Van Horn 1975, cited in Knill & Tosun, 2012, p. 154).

For the successful implementation policy process, Sabatier and Mazmanian (1980) cited in Knill and Tosun (2012), demonstrated how this model can make it possible for example, it helps actors to address the extent to which the actions of implementing officials and target groups were consistent with the objectives and procedures outlined in a public policy outcomes, it also focuses on the extent to which the objectives were attained over time for the successful policy, it also evaluates the principal factors affecting policy outcomes, and lastly it suggests and analyses whether and how the policy was reformulated on the basis of experience. Therefore, based on these demonstrated steps, the approach in the long run leads to a successful implementation of the policy.

However, on the other hand, this model has been criticized for its interesting insights in to implementation process; it has been criticized that purely instrumental, rational, and economically oriented decision-making models only apply to a limited area (Christensen, Lægreid, & Roness, 2007, p. 10). This was evidenced by a key assumption being the notion of being bounded rationality. It is assumed that members of the organisations and decision-makers have limited knowledge or cognitive capacity and will act on the basis of simplified models (Christensen et al., 2007, p. 10). This therefore, shows that during the decision-making, decision-makers are given limited amount of time, attention, and analytical capacity for the tasks and problems they face, and their attitudes and actions are constrained by the organisational structure they are placed in and by the external actors and environment they are linked to (Christensen et al., 2007, p. 10).

Additionally, it has been criticized for taking policy outputs as the starting point of analysis while disregarding actions taken earlier in the process, more especially during policy process hence leading to unsuccessful policy implementation. It is also criticised for seeing implementation as a purely administrative process that ignores political aspects thus making the process unsuccessful. It is also criticised for not taking in to account local actors and the particular conditions for policy implementation at the `street level`, hence all these criticisms paved away for the bottom-up models of policy implementation (Matland 1995, p. 147-148, cited in Knill & Tosun, 2012, p. 154). Therefore, such local actors and street-level bureaucrats should be greatly considered during the process since they have the ability to

affect the implementation process either positively leading to its success or negatively leading to its unsuccessful (ibid).

Top-down model of policy implementation theorists such as Van Meter and Van Horn (1975) suggested factors which determine the policy implementation, for example, policy resources, these theorists focused on the availability of resources (financial and managerial resources) explaining that for any successful implementation of policy, such resources should be made readily available, and that if they are not available the policy implementation has to be unsuccessful. The model further emphasised that implementation process begins with the policy itself where goals and objectives are established. These goals and objectives have an impact on the policy implementation especially when the participants like top officials and other leaders develop conflicts and this leads to no consensus hence in the long run leads to unsuccessful policy implementation, therefore, conflicts should be avoided and maintain harmony for the successful policy implementation. Characters of the implementation agencies as another variable should also be determined as they affect the performance of the policy. Van Meter and Van Horn (1975) suggested that implementation actors should maintain the same characters, norms and culture as they would bring about a successful policy implementation. However, on the other hand different characters, norms and culture of the implementation actors would bring about unsuccessful implementation of the policy. Emphasis was also put on the standards and objectives for the successful implementation of the policy, this is because policy standards and objectives elaborate the overall goals of the policy decision and that they move beyond the generalities of legislative documents to provide concrete and more standards of accessing the program hence successful implementation of the policy but if such standards and objectives are not maintained clearly, then the policy implementation has to be unsuccessful.

Additionally, the top-down theorists like Van Meter and Van Horn, Pressman and Wildavsky mainly emphasized goal attainment in implementation studies. Mainly Van meter and Van Horn (1975) suggest that implementation should be measured basing on the policy standards and objectives defined by policy framers in the policy documents. Van Meter and Van Horn (1975) theorized that policy standards and objectives set provide implementers with means and procedure of how to attain the policy target. However, top-down models are further criticized for their focus mainly on policy managers or politicians and neglected the characters, attitudes and behaviours of street-level bureaucrats who actually carryout daily

implementation of the reforms. This therefore, led to the emergency of the bottom-up approach perspective of policy implementation.

2.2.3 Bottom-up models of policy implementation

This model regards effective implementation in a process-oriented way that abandons the divide between policy formulation and implementation (see Berman, 1978, Lipsky, 1980, Hjern, and Porter, 1982, Hjern, 1982, Hjern and Hull, 1982). They explain that policy objectives and instruments are no more taken as benchmarks to be reached, other than undergoing modifications during the process of implantation. This model argues against ignoring the actions of the local actors who are affected by the policy. It also focuses more on the local staff, where their views are also a contribution to the success of the policy. This model is credited for having promoted local initiatives, as it recognises top actors; however, it is criticised for having ignored top officials and recognised local actors. They further explain that implementers are flexible and autonomous to adjust policy in the light of particular local requirements and changes in the perception or constellation of policy problem, as well as new scientific evidence on causal relationships between means and ends (see Berman, 1978, Lipsky, 1980, Hjern, and Porter, 1982, Hjern, 1982, Hjern and Hull, 1982).

Under bottom-up approach, policy implementation is experienced at two different levels for example, macro-implementation level which comprises of central actors meant for a policy output, and micro-implementation level which comprises of local actors, meant for reacting to macro level policies and develop their own programmes and implement them, however, these different levels are expected to cause problems during implementation process about how different policies are implemented, the fact that macro-implementation level cannot influence micro-implementation level, and this in the long run leads to un successful policy process (see Berman, 1978, Lipsky, 1980, Hjern, and Porter, 1982, Hjern, 1982, Hjern and Hull, 1982). Therefore, for the success of the implementation process, both the macro-implementation level and micro-implementation level should get involved and reach on consensus during the process hence its success.

In this regard, Lipsky (1980) argues that the likelihood of local implementers or street-level bureaucrats change from centrally defined policy objectives which stems from pressures imposed onto them and how they cope up with them, and this therefore, forces them to look for methods of providing a service in relatively routine way. These local implementers end up being oppressed by the bureaucracy within which they work and yet possess discretionary

freedom and autonomy (Lipsky 1980, cited in Knill & Tosun, 2012, p. 155). It is therefore, against this background, that street-level bureaucrats make choices about the use of scarce resources under pressure, this means that, increasing the monitoring of local implementers would not reduce the odds of imperfect implementation but increase the tendency to provide routine services and variations at the local level, as routines might vary from one local unit to another (Hill and Hupe 2009, p. 52-53, cited in Knill & Tosun, 2012, pp. 155-156). It is therefore, suggested that bottom-up studies of implementation are particularly insightful if they focus on micro level implementers and their goals and preferences as well as the problems they face (Hjern and Porter 1981, Hjern 1982, and Hjern and Hull 1982, cited in Knill & Tosun, 2012, p. 156). However, this model is also criticised when it comes to the measurement of success, this is because effective implementation is not measured in terms of a comparison between the initial objectives and the actual achievements, but on the extent to which goals have been reached by taking in to account the specific conditions `on the ground`, general and comparative assessments of effectiveness are difficult (Knill and Lenschow 2000, cited in Knill & Tosun, 2012, p. 156). It also tends to over emphasize the level of local autonomy as often it is the policy itself that defines how it should be implemented (Matland 1995, p. 149-150, cited in Knill & Tosun, 2012, p. 156).

Lipsky (1980) argues that street-level bureaucrats should be included during the policy implementation process since they are taken to be the recipients of the public expenditures and represent a significant portion of public activity at the local level (Lipsky, 1980, p. vxi). Lipsky (1980) further explains that citizens directly experience government through them, and their actions are the policies provided by the government in important respect (ibid). Lipsky further argues that, the decisions of street-level bureaucrats, the routines they establish, and the devices they invent to cope with uncertainties and work pressures, effectively become the public policies they carryout (Lipsky, 1980, p. xii). The inclusion of such street-level bureaucrats would therefore, mean the successful policy implementation.

Bottom-up models such as Lipsky's street level bureaucracy mainly emphasize the significance of front-line workers in the implementation process. Lipsky argues that the lower level staff or local implementers of policies exercise discretion while conducting their work and sometimes they ignore the decisions of their superiors. Lipsky (1980) further theorizes that the street-level bureaucrats' work under pressure, faced with insufficient resources and thus the decisions they opt for under such circumstances become routine and hence become

the policies they implement. Bottom-up theories mainly focus on the behaviours of the front-line workers and how they affect the implementation process. However, bottom-up theorists like Lipsky's street level bureaucracy assumes that all street level bureaucrats exercise the same behaviours across board. The theory assumes that a traffic police officer on the road behaves the same way and might take similar decisions like a primary school teacher. Yet these people work in different environment and faced with distinct conditions. Lipsky's theory does not explain what causes difference in behaviours of the street-level bureaucrats during policy implementation. Additionally, Lipsky's theory and other bottom-up theorists tend to under estimate the kind of authority policy managers or superiors wield over front-line workers and how they can influence them using organizational measures such that the subordinates implement the policy as intended. Bottom-up theorists also are criticized for under estimating the enthusiasm of policy framers to have the policy implemented as intended, and thus they, they only concentrate on the importance and discretion of street-level bureaucrats. Therefore, such short-comings of the bottom-up approach led to emergency of hybrid theories that merged the theoretical elements of both top-down and bottom-up perspectives.

2.2.4 Hybrid or mixed models of policy implementation

Hybrid or mixed policy implementation models mainly aimed at integrating or merging the most relevant factors developed by both top-down and bottom-up models. Hybrid models moved away from the conflicts of both perspectives and formulated a new perspective which catered for theoretical elements from both top-down and bottom-up perspectives. Some of the hybrid implementation perspectives include Winter. Winter's (1990) integrated perspective urged for measurement of policy results basing on the stated policy objectives which is a typical top-down idea at the same time urged for consideration of behaviours of street-level bureaucrats, target-group behaviours, organizational and inter-organizational behaviours and socio-economic condition as other factors that influence policy implementation. The study therefore, applied the hybrid implementation perspectives which included Winter's integrated theory for more advantages such as inclusion of street-level bureaucrats, target-groups and other advantages. This was because the theory had the ability to integrate the ideas from both top-down and bottom-up models. Hence this would lead to the successfully policy implementation because of some factors such as including street-level bureaucrats and street-group behaviours, since they have the ability to influence the implementation process.

Hybrid or mixed models of policy implementation also emphasised various variables that would determine successful implementation of the policy as Winter's integrated model also suggested the implementation structure. Hybrid models emphasised that implementers as the actors, organisations and inter organisations should be involved during the implementation policy process for its successfulness. Hybrid models further emphasised that the implementation structure should be appropriate and that the implementers should maintain cooperation, commitment, and harmony amongst them during the process in case of successful process of the policy implementation. Socio-economic process or condition was also emphasised by the hybrid models that they could affect the process to be successfully implemented. Hybrid models also focused on integrating bureaucrats as individuals that would gain power from the institution and organisational authority, and create morale to pool a lot of resources. Hybrid models also emphasised that street-levels and target-groups should get involved during the policy implementation process because they have the capacity to impact the policy process by distorting the whole process hence leading to unsuccessful implementation of the policy. Policy formulation being taken as the first stage during the implementation process, it was also emphasised to be maintained for the success of the policy implementation. Hybrid models explained that during this stage there is likelihood of conflicts since different actors have different views about the policy to be implemented. Hybrid models therefore, suggested that for any successful policy implementation process, such conflicts should be avoided through maintaining consensus and harmony amongst the policy implementers and actors hence successful policy implementation.

2.3 Theoretical frame work: Models of public policy implementation

A theory is an interrelated set of constructs (or variables) formed into propositions, or hypotheses, that specify the relationship among variables (typically in terms of magnitude or direction) (Creswell, 2009, p. 51). A theory might appear in a research study as an argument, a discussion, or a rationale, and it helps to explain (or predict) phenomena that occur in the world. Theories provide a lens to guide the researchers as to what issues are important to examine and the people that need to be studied (Creswell, 2003, p. 131). Therefore, during my study theories helped me to understand the research problem and for its analysis. During my study, I used qualitative research, and also theory as a broad explanation.

The detailed models of policy implementation below have been derived from various scholars for the purpose of analysing the implementation policy. The study therefore, decided to use

Van Meter and Van Horn 1975 and Winter`s integrated model the fact that they have got great influence during the implementation policy process to be successfully implemented.

2.3.1 Van Meter and Van Horn`s policy implementation model

The theoretical perspective of Van Meter and Van Horn (1975), argued that the implementation process begins with the policy itself, where goals and objectives are established (Van Meter and Van Horn 1975). Van Meter and Van Horn (1975) advocated for establishment of clear policy standards and objectives. The established policy standards and objectives set by the policy framers act as measures on how to judge the policy results (Van Meter & Van Horn, 1975). Van Meter and Van Horn (1975) hypothesized that policy standards and objectives provide implementers with means and procedures on how to achieve the policy goal. They assume that if policy objectives are clear to implementers, it reduces the likelihood on inconsistencies and confusion during implementation. Thus, implementers are able to attain the policy targets. In addition, Van Meter and Van Horn (1975) also theorized that clear policy objectives are easily fathomed by the policy players hence reducing the incidents of conflicts among policy actors in the policy arena. Therefore, with reduced incidences of conflicts among policy players, there is high likelihood that the policy might be implemented as intended.

In addition, Van Meter and Van Horn (1975) theorized that factors such as the amount of change or degree of change from the original reform may determine the implement ability of the new proposed reform. They hypothesized that in cases of high degree of change from the original policy, this might cause opposition towards the new proposed reform hence affecting its implementation process and vice versa. Another hypothesis the theory suggested is goal consensus. Van Meter and Van Horn (1975) assumed that if there is goal consensus among the policy players, implementation might be successful. The theory also suggested factors that influence goal consensus and these included participations of all interested parties. For instance, according to UPE policy documents, advocate for involvement of school administrators, teachers and parents as grass root pillars of the policy to be successfully implemented. Therefore, their views were paramount during the policy drafting and hold a key stake in the policy implementation. Although various factors might affect their involvement for example, levels of education of parents, socio-economic conditions of both teachers and parents. Therefore, this study thought to identify those patterns that influence UPE policy implementation. It was also assumed that participation leads to harmony or reduces conflicts in the implementation process hence enabling fruitful policy

implementation. Van Meter and Van Horn (1975) suggested six factors that affect or determine policy implementation together with the above mentioned factors such as the amount of change and goal consensus. These goals and objectives are likely to have an impact on the policy implementation process the fact that participants in the implementation process for example, officials and other leaders develop conflicts and therefore, no consensus is reached amongst them hence leading to unsuccessful policy implementation process. This means that if the degree of conflicts is high, then the extent to which the policy is to be successfully implemented has to be low, and when the degree of conflicts is low, then the extent to which the policy is to be successfully implemented is high. Additionally, the consensus over goals and objectives by the implementers should be positive towards the process, which all leads to the successful implementation of the policy. This theory therefore, suggests that policy itself where goals and objectives are established should be clearly maintained such that conflicts which might result from the officials and other participants can be overcome for the successful policy implementation. It is therefore, argued that if the policy standards and objectives are not clear to all policy actors, it is likely to cause disharmony amongst the policy actors hence sabotaging the policy implementation.

Gross and associates (1971, p. 24-29, cited in Van Meter and Van Horn 1975, p. 15) identified several factors that might affect the goal consensus and thus implementation. For example, the extent to which subordinates or implementers participates in the making of policy decision. These subordinates or implementers are sometimes not given chances of participating in the implementation process and this makes the implementation process unsuccessful, but if they are given such chances to always participate, they would gain higher staff morale, and this would mean the greater morale, commitment, greater clarity, about an innovation, reduction of resistance, all which lead to a successful implementation. However, on the other side, it cannot be concluded that participation may necessarily result in to goal consensus, nor implementation problems can be totally removed once goal consensus has been reached and achieved (Gross and associates cited in Van Meter and Van Horn, 1975). The six variables that Gross and Associates (1971) suggested included the following: policy standards and objectives, policy resources, inter-organizational communication and enforcement of activities, the characteristics of the implementing agency, the disposition of implementers and political and socio-economic conditions. These are elaborated as follows:

a) Policy resources

Van Meter and Van Horn (1975) considered policy resources as a major variable during implementation process which links between the policy and performance as it would bring about successful implementation process. Levine, 1972, and Schiltze, 1969, cited in Van Meter and Van Horn, 1975, p. 465, suggested that if the resources are made readily available, the process has to be successfully implemented. For example, regarding to my study of UPE policy implementation, resources like teachers, infrastructure, school materials, such as text books, amongst other resources should be made readily available for the successful policy implementation. Therefore, based on my study, for the successful implementation of the policy, resources both financial and human resources should be taken in to consideration as the major determinant during the implementation process, such finances can be used to pay extra teachers, buy other materials that have not been provided and others. Therefore, for example, if the government through its policy designed fails to facilitate the programme by making such resources readily available, this may force teachers to forego teaching and pupils may also loose morale of staying in the school and decide to drop out hence unsuccessful process of policy implementation as was meant by the government initially. This is substantiated by Van Meter and Van Horn (1975) that resources should be made readily available for the success of policy implementation. This means that the higher the level of availability of resources, the higher the level of implementation of the policy, and the lower the level of availability of resources, the lower the level of implementation of the policy. Furthermore, the government can still get external resources from the donors, however, sometimes such donors have different interests from the government programme which may also hinder the successfulness of the policy to be implemented (Van Meter and Van Horn, 1975). For example, initially, the UPE program was funded by the development partners whose interest was to support only four children from each family, however, this was altered by the Uganda government because of its populism and other political interests hence making the program for all the children from the same families hence violating the interests of the donors, and this lead to unsuccessful policy implementation because the policy did not consider the availability of resources both financial and human resources.

Ward, Penny et al., (2006) also supplements this argument that it has been a challenge to ensure sufficient and effective external funding and improve the financial management of the education sector (Ward, Penny, & Read, 2006, p. 9). It has been largely acknowledged that until quite recently the majority of externally funded interventions in the education sector of Uganda failed to meet their objectives. In a country where foreign aid in general, and aid to

education in particular, is significant (external finance accounts over 50% of education expenditures), these disappointing development outcomes have been damaging to the fulfilment of the government's primary responsibility for ensuring that its education. additionally, this fundamental problem has required different levels of commitment to the development of international and local partnership as well as considerable increase in financial support (Ward et al., 2006, p. 9).

b) Political and socio-economic conditions

Economic status of the community as another independent variable should be considered since it impacts on the successfulness of implementation process. This means that the higher the improved economic status of the community for example, parents generating high income , through the sale of their agricultural products, such parents are likely to be able to send their children to school since they are able to provide them with other needs that the government has not yet provided such as books, school uniforms, transport costs, since some schools are quite far from the homes amongst other school needs, and this would mean successful implementation process when children are retained in schools. On the other hand, when the socio-economic status of the community is not stable, such parents are unable to provide such school needs and send their children to school hence unsuccessful policy implementation. Socially, when community is socially doing well for example, having better infrastructures such as roads, classrooms, electricity this is likely to make the policy successfully implemented. Social amenities such as water, hospitals for health facilities, and others are also likely to make policy to be successfully implemented as such water is used by both children and teachers for both consumption and other school activities. Politically, when the community is politically stable, this implies conducive atmosphere for studying to both children and the teachers, without excluding the parents hence successful policy implementation. However, on the other side, when the community is not politically stable for example, there are political conflicts, wars, and other instabilities; this means that the environment will not be conducive for studying hence hindering the successful policy implementation.

Further still, Economic, Social, and Political conditions are also considered to have an impact on the policy implementation. This is substantiated by some theorists such as Cnudde and McCrone (1969) who argued that such conditions have been focused during the past decades since they also affect the jurisdiction or the organisation within which implementation process takes place although they have been given little attention (Cnudde and McCrone,

1969, Dye, 1966, Hofferbert, 1964, Sharkansky and Hofferbert, 1969, Sharkansky, 1969, 1971, cited in *ibid*, p. 471).

Van Meter and Van Horn (1975) also pointed out the characteristics of implementation agencies as another factor that should be included in the model as this is likely to also affect the policy performance. This indicates that when implementing agencies or actors have different characteristics, norms, culture amongst them, there is likelihood of unsuccessful implementation policy. However, on the other, when policy actors have the same characteristics, norms, and culture, the implementation policy is likely to be successful. In addition, when inter organisational communication and enforcement activities for example, clarity of the standards and objectives, accuracy of information, consistency and uniformity of communication is not maintained, the policy implementation process is likely to be unsuccessful, this is because it is quite challenging to maintain it in the organisation since some communicators are likely to distort them either intentionally or not intentionally, whereby such communicators just find themselves when they have distorted the process, and in the long run, this leads to unsuccessful policy implementation process (Downs 1967, cited in Van Meter and Van Horn, 1975).

Amongst the variables mentioned by Van Meter and Van Horn (1975), standards and objectives which elaborate about the overall goals of the policy decision, for example, they move beyond the generalities of the legislative document to provide concrete and more specific standards for assessing the program performance, and when such standards and objectives have been provided, then policy implementation is likely to take place (Van Meter & Van Horn, 1975). However, on the other hand, it is also quite challenging to determine the performance because there is complexity and far-reaching nature of its goals and this might result into consequences of ambiguities and contradictions in the statement of standards and objectives hence leading to the inefficient measure of performance, and this in the long run leads to the unsuccessful policy implementation (Van Meter and Van Horn, 1975). Therefore, for the successful implementation policy process, there should be uniformity of standards and objectives as this would make the process successful. All variables discussed under this model should be taken in to consideration by the implementers within the policy process where policy is delivered, and this in the end leads to the success of the policy to be implemented.

Furthermore, it is important to note that for any public policy to be implemented, the state should be taken as an originator of all public policies (Muriisa, 2005, p. 124). This is because it plays a vital role by providing requirements needed during the process, such as infrastructure, teachers, finances, amongst other requirements during the implementation process of a policy for example, universal primary education policy being my study. Taken broadly, implementation of any policy is concerned with transforming the policy in to action. According to Van Meter and Van Horn (1975, p. 447), policy implementation encompasses those actions by public and private individuals or groups that are directed at the achievement of objectives set forth in prior policy decisions. Implementation of policy determines the nature and success of the policy initiative (Van Meter & Van Horn, 1975, p. 447).

The study therefore, used the variable of standards and objectives which should be maintained clearly. This is because they elaborate the overall goals of the policy decision, for example, by moving beyond the generalities of the legislative documents to provide concrete and more specific standards and objectives for assessing the performance of the program.

2.3.2 Winters` integrated approach

This approach was developed by Soren Winter (1990) to address some of the weaknesses of the commonly used rational-comprehensive models such as the Mazmanian and Sabatier framework (1989), for example, the top-down approach which was later limited by its capacity to accommodate bottom-up approach`s concerns such as the involvement of street-level bureaucrats and programme target groups (Winter 1990, p. 27 cited in Ryan, 1996, p. 737). In relation to my study of implementation of universal primary education, some of my independent variables such as, implementers as the actors, street-level bureaucrats, target-group behaviours are not involved in the public policies executions, and therefore, this leads to unsuccessful policy implementation process. Furthermore, cooperation and commitment of the implementers during the process are needed as they produce same views, with consistency hence a successful process of implementation. In addition, Winter`s integrated approach suggests that these street-level bureaucrats should be integrated with policy actors during the implementation process because they make the individuals to gain power from the institutional and organisational authority hence leading to the successful process of implementation policy. Odoki (2001) also argues that for any programme to be successfully implemented there must be a realistic and acceptable plan for action to define the strategies necessary for the execution of the programme. Therefore, the plan of action must be acceptable to the various stakeholders (Odoki, 2001, p. 3). Therefore, such street-level

bureaucrats particularly the school administrators and other teachers should be allowed to get involved during the formulation process, this is because they have got the capacity to distort the successfulness of the process, and such distortions are considered as the aspects of organisational culture, thus changing of this behaviour requires a change in organisational culture (Winter cited in Ryan, 1996, p. 739). For example, the inclusion of such local actors would lead to the improvement of management through training of head teachers in management, leadership skills, and train community leaders, hence a successful implementation of policy. This theory therefore, emphasises to allow the involvement of street-level bureaucrats and the target groups during the implementation process, this is because the target groups have the capacity to affect the performance of the street-level bureaucrats and this may bring about a successful or unsuccessful policy implementation. Under Winter's integrated theory, different variables are emphasised, but the field study considered design of the policy as elaborated below.

a) Design of the policy

Based on this independent variable of design of the policy, this was intended to examine the goals of the policy and means used to achieve such goals as were designed by the government, beneficiaries accessing free education services, reducing high poverty levels, and improve on the human development by encouraging all children to enter the public schools amongst other intentions. Winter's approach therefore, explains that such goals can be achieved when street-level bureaucrats, implementation actors, and target-groups are included within the implementation process, additionally, such actors should be given accessibility to the information about the policy and sometimes even course of action, this would therefore, mean that such implementation process can be successful in the long run. However, on the other hand, if these groups are denied chances to get involved during the implementation process, and denied accessibility to the information, then the policy implementation process would be unsuccessful. For example, when the district education officers are allowed to access information about managing resource flows, this would mean the successful implementation process and when such officers are denied accessibility of such information, and then the policy implementation process would be unsuccessful. Winter's integrated approach also asserts that implementation process may be affected by the impact of policy formulation on designing of the policy to be implemented. Policy formulation is considered as one of the first stages during the designing of the policy to be implemented. Therefore, Winter assumed that during policy formulation stage, there is a likelihood of

conflicts and such conflicts would bring about the impact on the implementation outcomes hence unsuccessful process of policy implementation. The fact that such implementers have different views and are not consistent they also have different policy goals during the process for example, the greater the degree of conflicts, the more chances of failed policy implementation process, and the lesser the degree of conflicts, the more chances of successful implementation process. Therefore, great attention should be given to policy formulation and design as they would bring about consistency, policy goals, design and hence a successful implementation process.

2.4 Operationalization of the concepts

In the social science research the term operationalization means the process of defining and measuring the concepts or variables into their measurable terms by linking them to their empirical determinants. In my research study, the variables or concepts were measured based on the determinants of the assumptions that the implementation of universal primary education largely depends on the design of the policy, the availability of the resources (financial and managerial resources), political and socio-economic status of the community.

2.4.1 Dependent variable

My dependent variable in this study was implementation of universal primary education in Lugusulu Sub County, Sembabule district in Uganda. Ryan, (1996) argued that some implementation studies had always measured the implementation results while basing on the policy output and policy outcomes. However, during my field study, my focus was much more put on the measurements of policy output in that I can compare the policy objectives as were prescribed in the documents of the policy in Sembabule district, specifically Lugusulu Sub County. This therefore, meant that after failing to achieve such policy targets would mean the unsuccessful UPE policy implementation in the district. Therefore, the main objectives of the UPE were largely focused on the increased number of enrolment and improved retention rate, and completion of grade seven, thus these objectives in the long run indicted the successful implementation of UPE policy as was meant by the Ugandan government. However, the UPE objectives were criticised to have focused more on the increase in numbers than the quality of education. It was further, operationalized through the beneficiaries having access to free education services as the program was designed by the Ugandan government, reducing high levels of poverty and improve human development by encouraging every child to enter the school and in the end avoid inequalities and make

education affordable to the majority of Ugandans, main streaming all categories of children, elimination of illiteracy amongst the population, creation of awareness amongst the population to always participate in the civic activities such as vaccination, voting, and other activities, independence that is being a responsible and independent citizen, amongst others.

Therefore, the above objectives of UPE policy acted as the indicators for the successful implementation of UPE policy in Lugusulu sub county in Sembabule district, and they were operationalized in the following,

a) Increased number of enrolment and improved retention rate

This was seen as one of the main indicators of the successful implementation of UPE policy. The UPE policy aimed at increasing the number of enrolment and improving on the number of retention amongst the pupils in the area. The government of Uganda assumed that through the introduction of UPE policy in the country which was initiated in 1996 and put into action in 1997 would increase the number of enrolment of the pupils hence improving on the number of retention in the public schools. With such policy introduction, which was welcomed by the majority of the Ugandans, between 1996 and 2000 the enrolment alone increased from 2.5 million pupils to 6.5 million pupils, representing 29.3% of the country's total population (SK, 2000, p. 11). Additionally, Agaba (2004) also argues that there was massive increase of pupils in the schools which rose from 3.1 million in 1996 to 5.3 million in 1997, an increase of 73% in one year (Agaba, 2004). Agaba (2004) asserted that a study conducted by the World Bank indicated that by the year of 2003, gross enrolment in primary schools had reached 7.6 million pupils and 8.2 by 2009, and primary school enrolment (% net) at 90.87 in 2010.

Further still, by the end of September, 1999 six and half million children aged between 6-15 years had been enrolled for primary school education-one third of Uganda's total population (Ndeezi, 2000). There was also another indication that the total enrolment rates had tripled since 1996 and the enrolment of children with the disabilities, almost half of who were females, had quadrupled (Ndeezi, 2000). However, this was later altered hence leading to low enrolment and retention of the pupils in the schools because of poverty amongst the population. The parents would reach to the extent of failing to provide children with school requirements such as school uniforms, books, pens, food both at homes and at schools, illiteracy amongst the population, among other reasons. Another example about poverty

amongst the population was reported by NTV Akawungeezi² news at 07:00pm on 07/03/2017 which also showed that shortage of house hold food production has exposed such parents to severe food insecurity and high prices of the existing food, whereby people have lost their lives because of hunger and this has been experienced in many districts of the country including Sembabule the area study and other districts of Amoroto district, amongst other districts hence making the parents fail to support their children in the schools which also hinders successful implementation of the policy. In Uganda, it is argued that only 12% of the households are significant net sellers of food, with 66% being net food buyers and therefore, relying on to the market for more than 25% of the value of the food they consume (Benson, Mugarura, and Wanda 2008, cited in Bwogi, 2016, p. 28). This therefore, meant that UPE policy mainly focused on increasing the level of enrolment and improving retention of pupils in the schools to make the UPE policy implemented successfully.

b) Increased completion of school majorly primary seven

For the successful implementation of UPE policy by the Ugandan government, completion of primary seven was taken to be another concern. This was achieved though there are still small numbers of children who have managed to complete this primary level. These children have managed to complete this primary level because their parents and guardians have tried to play their roles as they are concerned, for example, they have always participated in registering their children who are aged six years for school attendance, provide parental guidance and psycho-social welfare to their children, participating in the school meetings of which I observed by attending them during my field study. Parents and guardians have also promoted religion and discipline amongst their children, providing school materials such as books, school uniforms, pens, pencils, and others supportive responsibilities such as food, shelter, medical care, transport amongst other requirements as human life if concerned, hence leading to successful policy implementation.

In addition, the increased primary seven completion has been due to the fact that teachers have also managed to play their roles as they are expected for example, by attending to pupils regularly in terms of classrooms, and other school duties, like maintaining the school and classroom time tables, motivating the pupils, and having positive attitudes toward the pupils

² NTV is a Ugandan national television which airs out news in both English and Luganda in different periods of hours. For example, NTV Akawungeezi an evening news on 07/03/2017 at 07:00pm showed that the population in the country was suffering from hunger and of which Sembabule as the study area was also included which would lead to unsuccessful policy implementation.

during the school times and after school times, cooperating with the parents and pupils, attending school meetings amongst other supportive activities to make the policy successfully implemented as it was planned by the government. Thus, these supportive responsibilities played by both the parents and the teachers helped in gearing the welfare of the pupils in that they can have a favourable learning environment hence leading to the successful policy implementation.

c) Mainstreaming all categories of children and avoid inequalities

For the government to successfully implement its policy of UPE it assumed that by mainstreaming all categories of children and avoiding inequalities amongst them would make education affordable and accessible to the majority of Ugandan children. This was because initially Uganda had been a British imperial between 1894 and 1962 and attained independence on October 09 1962 the date (Kisembo, 2014, p. 58). During the period of British imperialism and right after independence, Uganda continued to function under the model of British education. This therefore, meant that quite a good number of parents would fail to support their children to school to attain education services hence being denied from education services.

In addition, though the parents paid the school fees for their children, children would still find it hard and challenging in providing them with quality basic educational services because of being marginalised especially children from the poor parents, ethnic minorities, and sometimes mostly girls hence hindering the successful implementation of the policy. As far as education financing was concerned, public education in Uganda was under-funded prior to the education of UPE policy in 1997 (Nishimura et al., 2008, p. 3). This was because direct costs of education were heavily dependent on private resources. Pupils` families were responsible to pay more than 80% of the total direct costs of public primary schooling, while the government was responsible to pay the rest, and this would in the long run lead to the parents` failure to pay school dues to other children in the schools. Therefore, the Ugandan government assumed that by initiating UPE policy in the year of 1996 would make majority of the children of Uganda access education hence hindering the success of policy implementation.

2.4.2 Independent variables

The independent variables are defined as those variables that cause an effect to the dependent variables (Creswell, 2014). My independent variables were largely got from the different

theories of Van Meter and Van Horn's implementation theory and Winter's integrated theory which included the following, policy standards and objectives, policy resources (financial and human resources), and political and socio-economic conditions, which would all lead to the successful implementation of UPE policy. It was therefore, because of such mentioned variables that UPE policy was assumed to be successfully implemented as was meant by the Uganda government. Each variable was explained and operationalized as follows below based on its measurement.

a) The design of the policy standards and objectives

The design of the policy that is, universal primary education was mainly operationalized through examining the goals of the policy and the means used to achieve such goals as were designed by the Uganda government. Amongst the goals of the policy were the beneficiaries to access free education services, reducing high levels of poverty and improve human development by encouraging every child to enter the school, avoiding inequalities and make education affordable to the majority of Ugandans, main streaming all categories of children, amongst others. The means of achieving such goals were the bureaucratic behaviours, implementation actors, target groups, and accessibility of the information by the implementers about the desired program, and courses of action. Therefore, in the long run, the assumption of such variables was that, when the policy standards and objectives are clear to policy implementers, then the policy was to be successfully implemented. However, on the other hand, if the policy standards and objectives are not clear to the policy implementers, then the policy was to be unsuccessfully implemented.

In addition, Van Meter and Van Horn (1975) argued that for the better understanding of the policy, policy standards and objectives must be provided clearly to the policy implementers. This is because these policy actors are likely to document specific standards which help in assessing the performance of the policy there by leading to successful implementation of the policy. Van Meter and Van Horn (1975) further argued that when there is no concrete document specifying clear policy standards and objectives, ambiguities and inconsistencies are likely to emerge, and this is likely to affect the capability of the implementing actors during the process hence making them fail to follow up the policy goals which in the long run lead to unsuccessful implementation of the policy. This was evidenced by the information that I gathered during my field study where I found out that the UPE policy has to some

extent failed to be successfully implemented because the policy implementers did not maintain clear policy standards and objectives as reported by the DIS.

b) The availability of resources (financial and managerial resources)

For the successful implementation of any policy, resources are taken and considered to be the major determinant amongst others. This means that if the resources for example, finances for paying extra teachers, buying other text books, and other school materials needed and managerial resources such as administrative teachers and other teachers, are made available, the implementation process has to be successfully implemented and if they are not readily available, the process might not be successfully implemented. This was operationalized through examining the different sources of funds for the universal primary education program such as government funds through the ministry of education and sports to the district education officers, up to the school level, external funds from donors, however, these donors sometimes have different interests compared to those of the government program, and lastly the locally generated funds for example, from the beneficiaries (parents, and the community at large). Therefore, for the successful implementation of the policy, the resources such as financial and human resources should be made readily available as Van Meter and Van Horn (1975) argued, this means that, the policy is likely to be successfully implemented and if the resources are not readily available, this is likely to hinder the success of the policy implementation. However, Grindle and Thomas (1991) also categorised policy resources in to political, financial, managerial, and technical resources. These theorists also argued that when such different types of resources are made readily available, the policy has to be successfully implemented vice vasa. In this regard, Grindle and Thomas (1991) also emphasized that policy reformers must also know which type of resources is needed during the policy implementation process. Therefore, UPE policy to be successfully implemented, such resources should be called up on available. However, the other side, the study hypothesised that if such policy resources are insufficient the policy might be negatively affected as was reported by DIS in Lugusulu Sub County in Sembabule district.

c) Political and socio-economic conditions of the community

The political and socio-economic conditions of the community are also taken to be other determinants during implementation of any policy. This was therefore, considered during my study of UPE policy implementation in Lugusulu sub county in Sembabule district.

Politically, it was operationalized through assessing how the community is politically stable for the policy to be successfully implemented by the children accessing the education services. It was evidenced that the children do access the education services as was meant by the government since there is no political conflicts, wars, and other political instabilities in the community. However, during the study, it was discovered that the policy has not been successfully implemented because the policy was politicised by some of the politicians such as the area MPs who had always claimed to be the financial supporters of the UPE program, yet it is supported by the government. Additionally, the policy has been hindered by these politicians through appointing the education officers regardless of their academic qualifications. This is all done for their personal political interests to maintain their political popularity in the area, hence hindering the implementation of the policy.

Socially, this was also operationalized through assessing the social status of the community for the policy to be successfully implemented by the children accessing education services as was meant by the government. It was discovered that the children in the community accessed education. This was because the community had some infrastructures such as roads, schools with some materials such as text books, chairs and others. In addition, some parents in the community had attended schools with different levels of education and therefore, had some knowledge about the benefits of education, and this made them send their children to school. Parents also had some knowledge about the UPE policy program which also made them send their children to school with some supporting materials such as school uniforms, books, pens and others hence making the policy to be implemented. However, on the other side, it was discovered that the policy has not been successfully implemented because of lack of enough amenities in the area, such as hospitals, water and others which made the policy unsuccessfully implemented. Poor infrastructures such as roads, schools, and others have also led to unsuccessful policy implementation. Additionally, low levels of education amongst the parents have also hindered the implementation of the policy, this is majorly because the parents in the community are less educated, and therefore, do not take education as one of the important things in future. This means that if the parents do not send their children to schools, the policy implementation is likely to be hindered.

Economically, it was operationalized through assessing the community income generating activities for the successful implementation of the policy by the children freely accessing these educational services as was planned by the Uganda government. This was because the

population largely depends on agricultural activities. This was substantiated by the study which indicates that over 80% of Uganda's house hold (and 85% of the people) live in rural areas, and most of the population depend on agriculture for their primary source of income (Gollin & Rogerson, 2010, p. 1). By any measure, rural and agricultural households are overwhelmingly and disproportionately poor. The poverty rate in rural areas was estimated at 34.2% in 2005/2006, compared to an urban poverty rate at 13.7% (Gollin & Rogerson, 2010, p. 1). The population in the area largely depend on growing of crops such as millet, matoke, cassava, sweet potatoes, amongst other crops for both sale and home consumption, and raising of animals that is cattle, goats, sheep, and other animals. This means that the higher the improved economic status of the beneficiaries (parents) generate high income for example from the sale of their agricultural produce, they are able to send their children to school since they can afford to provide them with other school materials that the government do not offer, such as school uniforms, books, pens, pencils, amongst other materials. However, on the other hand, when the economic status of the community is poor, the policy is likely to be unsuccessfully implemented; this is because the community parents might fail to provide required school materials to their children. This was evidenced during the field study where some parents reported that their agricultural businesses did not do well and therefore, their children had to forego education because they could not send their children to the school when they are not facilitated not only school requirements like books, pens, uniforms, and others, but also failing to provide them with food, and such problems have strongly hindered the implementation of the UPE policy as the Ugandan government had planned.

2.4.3 Hypothesis of the study

Hypotheses are taken to be the tentative statements which show the comparison between the variables. Based on to my dependent and independent variables as discussed above, I strategized varieties of hypotheses that guided the analysis of my study. In this study, with the information collected from the field, there are some assumptions that were given out by the respondents on how the UPE policy was to be successfully implemented, however, it has failed to be successfully implemented, and assumptions they include the following,

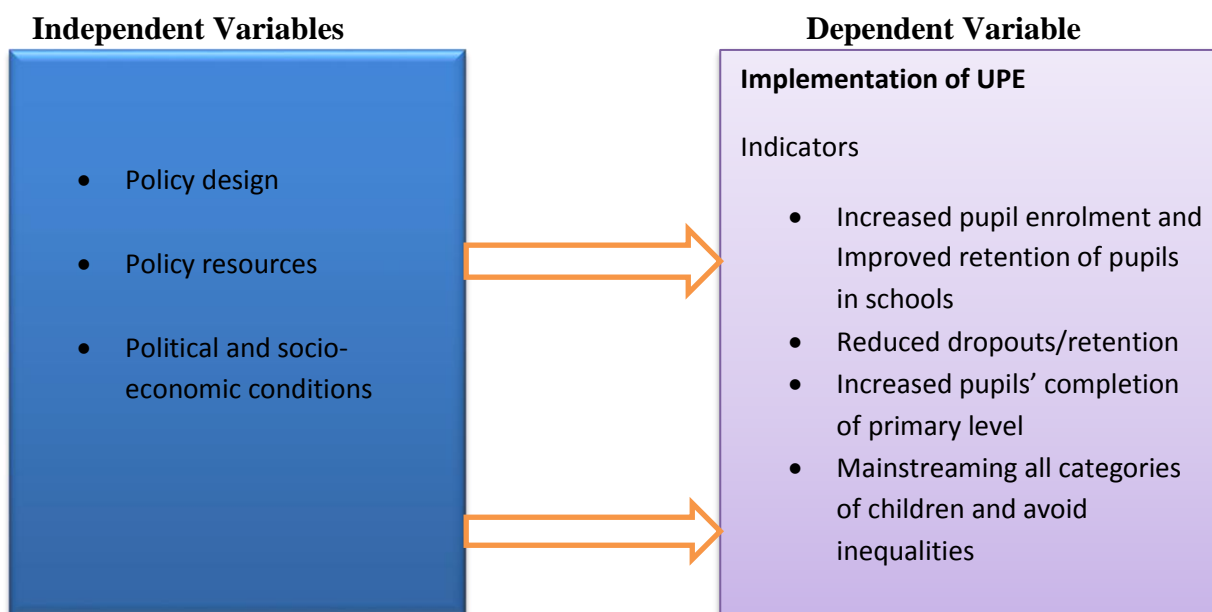
- a) Design of policy standards and objectives, clear policy standards and objectives must be maintained for the successful implementation of the policy. However, it was reported by the respondents that the policy standards and objectives have not been clear to the policy implementers who has led to the policy to be unsuccessfully implemented. It is also

believed that if such objectives are not clear to the implementers, there is a likelihood of ambiguities and inconsistencies amongst the implementers which all lead to the unsuccessful implementation of the policy

- b) Policy resources that is financial and human resources should also be made readily available, this was pointed out by the respondents mainly teachers who were interviewed during the field study as another impact of the UPE policy implementation. Such resources named were teachers, school materials, like text books, chalks, and other materials, financial assistances to run day to day school activities for example, school charts, desks, construct teachers' quarters, paying extras to teachers who teach extra lessons especially upper classes and during prep hours, buy food for both teachers and pupils, buy more materials for co-curricular activities, amongst others. Additionally, insufficient supervision by the school inspectors to the schools also makes the policy not to be successfully implemented. Such inspectors should at least regularly supervise the schools in the whole district, which seem to make the policy successfully implemented. This means that when the resources are not enough, then the policy is likely to be unsuccessfully implemented.
- c) Political and socio-economic conditions of the community, the community should be kept politically stable as it would lead to successful implementation of the policy. The community should be made conducive for the learning children, for example, being free from wars, political conflicts and other political instabilities, but when the environment is not kept conducive, this means that the policy is likely to be unsuccessfully implemented. Furthermore, the community should also be provided with infrastructures such as roads and schools which are in good condition which would lead to the policy to be successfully implemented. Due to poor infrastructures, such as teacher's housings at the school, such teachers have decided to stay in their homes which are far away from schools, and roads being poor, the respondents stressed that this has also made the policy not to be successfully implemented because some teachers tend to dodge school most especially during rainy season and engage in their agricultural businesses, hence hindering successful implementation of the policy. Economically, the community population had tried to send their children to school hence leading to implementation of the policy successfully. However, parents also asserted that their economic activity of agriculture was not doing well and this would mean that these parents would fail to support their children to school with the school requirements such as school uniforms,

books, pens and others, and hence this had also hindered the successful implementation of the policy.

Figure 1: Analytical framework of the relationship between dependent and independent variables



Source: Researcher`s understanding from the field

The figure above summarises the relationship between the independent variables and the dependent variable of the study which include the following;

Design policy of the standards and objectives. Clear policy standards and objectives are seemed to lead to the successful policy implementation. However, on the other side, unclear policy standards and objectives are likely to bring about unsuccessful implementation of the policy. For example, when the UPE policy standards and objectives are not clear, the policy implementers and other actors are likely to create ambiguities and inconsistencies amongst them hence leading to conflicts. This could bring the reduction in pupil enrolment and improvement in retention rates hence leading to unsuccessful policy implementation.

Policy resources such as financial and human resources. The availability of resources also largely determines the successfulness of the policy to be implemented. In my study, it is believed that resources basically finances should also be made readily available for other services such as paying the teachers, buying other school materials such as textbooks, chairs, chalks amongst other materials, human resources should also be available for the day to day work such as teaching and other administrative activities, as this could contribute to the

success of policy implementation. For example, the retention of pupils would be successfully improved since the pupils have the teachers to attend to them, pupils having the capacity to access other materials such as chairs, and others which would make them encouraged to stay in school. Performance is also likely to improve since children have available text books with the help of the existing teachers. However, when such resources both financial and human resources are not readily made available, the policy is likely to be hindered during its implementation.

Political and socio-economic conditions of the community are also taken to be another determinant during policy implementation. The political stability in the study area led to the UPE policy to be successfully implemented. This is because the children have got the chances to walk to their schools without any political interference alongside the way to schools. However, when the area is not politically stable, the policy is likely to be unsuccessfully implemented because the school cannot operate in any inconvenient environment where political conflicts, interferences, and wars routinely exist. Socially, when the community has the social amenities such good roads, electricity, water and other amenities, the policy is more likely to be successfully implemented because this would mean that such children are able to access services such as light especially during night and early morning preps, and on the other side, when such social services are not better or even not provided, then the policy will be hindered during its implementation. Economically, it is also argued that when the community is well off, the policy will be successfully implemented. This is because the parents have the capacity to send their children to the school with the school supporting requirements such as books, school uniforms, pens, and to some extent give them food, not only at their homes but also at schools and children will be retained until the completion of primary seven which was amongst the policy goals, hence successful policy implementation. However, on the other side, when the parents are poor, they will not be able to support their children to school and therefore, the children will not be retained hence unsuccessful policy implementation.

Chapter Three: Research Methodology

3.0 Introduction

The main reason for this methodological chapter is to discuss how data was collected during the research field. This chapter focuses on the area of study, research approach, research strategy, sample size, methods of data collection, data analysis and further discusses the quality of the study. This chapter also discusses about some of the challenges faced during field work study, the ethical considerations put into account before and during collection of data from the respondents.

The study used qualitative method of data collection during the field study about successful implementation of universal primary educational in terms of beneficiaries accessing services, for example, parents, pupils amongst other beneficiaries, the design of the programme, availability of resources (financial and human resources), together with the political and socio-economic status of the community in the area of the study. This was because qualitative method would demonstrate a different approach to scholarly inquiry than the other methods of quantitative and mixed methods. The qualitative method also relies on the text and image data, have unique steps in data analysis, and draw on diverse designs (Creswell, 2014, p. 183). Qualitative method also brings about realistic feelings of the study because it cannot be expressed in the quantitative research which employs numerical data and statistical analyses. In other words, qualitative method focuses on the natural setting (Creswell, 2014, p. 185).

3.1 Area of the study: Sembabule district

Sembabule district is a District in the central region of Uganda, and the town of Sembabule being the site of the District headquarters. It is bordered by Mubende District to the North, Gomba District to the North East, Bukomansimbi District to the East, Lwengo District to the South, Lyantonde District to the South West, and Kiruhura District to the North West. The Ugandan population census estimated 252994 people in the year 2014 (UBOS, 2014).

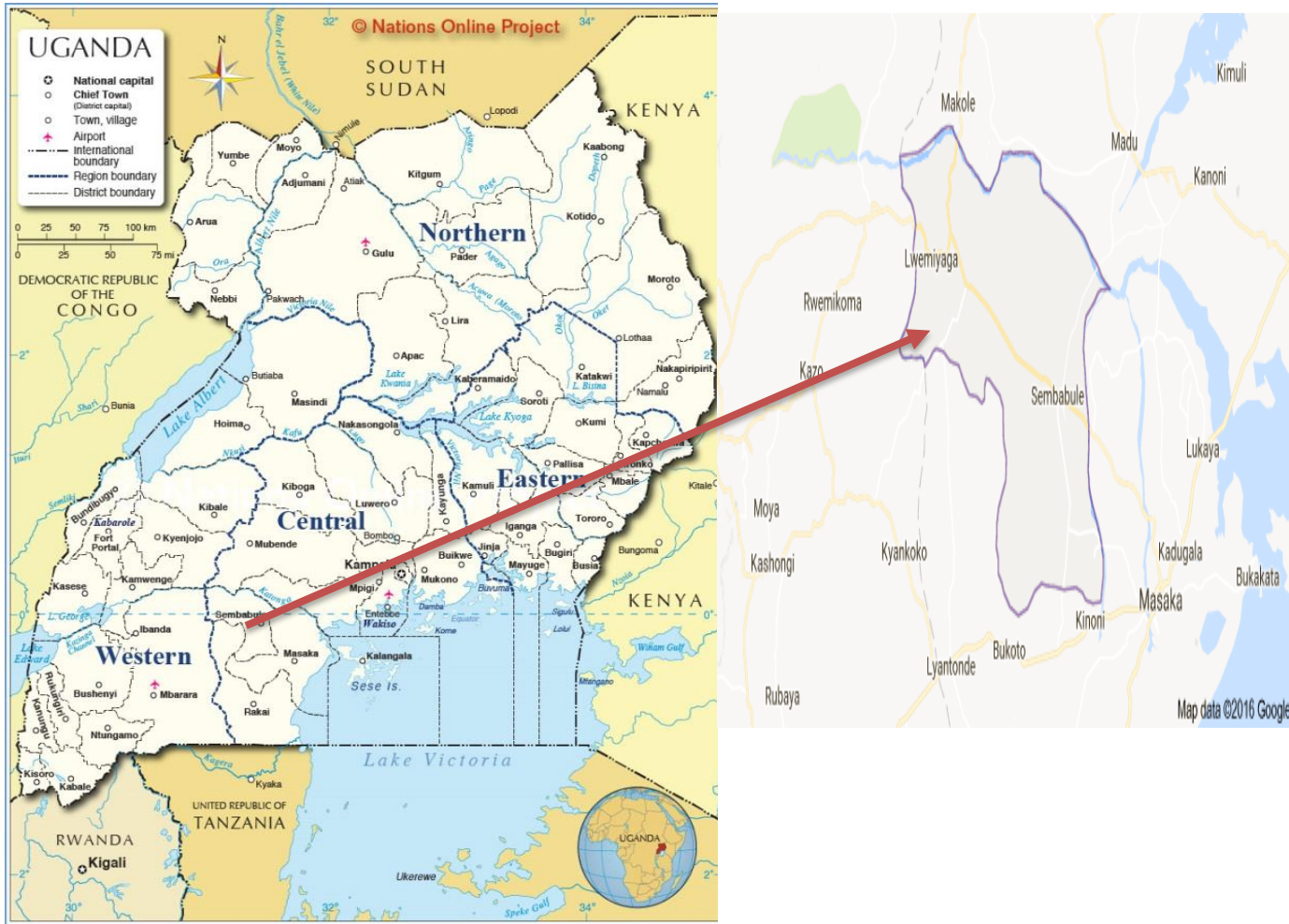
Sembabule District was curved out of Masaka District in July, 1997. The District is generally a rural District that receives relatively low rainfall and has long dry spells. This greatly affects agriculture, but cattle keeping are not seriously affected. Some cattle are reared on ranches. Ranching and daily farming are the backbone of the District's economy.

Administratively, the District has two counties (Lwemiyaga and Mawogola counties) that are divided in to different sub-counties of Matete, Lwebitakuli, Mijwala, Lugusulu, Ntuusi, Lwemiyaga and Sembabule town council.

Agriculture is the main stray of the District economy. It involves both crop and animal husbandry. Because of the relatively dry climate, cattle ranching for beef and dairy farming are the most important economic activities. Fish farming is being implemented increasingly in the district as well. The produce of the District is marketed in Ugandan`s largest cities and in area towns including Kampala, Masaka, and Rakai. The crops grown for food and sale include sweet bananas, matoke, potatoes, cassava, maize, groundnuts, amongst others.

I decided to carry out the study from Sembabule District due to the fact that it was my own area and I thought it would be easy for me to save my time and resources during data collection since I was familiar with in the local community. Time and resource constraints were minimized through choosing four schools form the same area, for example, two schools from the peri-urban centres and other two schools from the rural areas, all aiming at reducing the costs of time and resources which were expected to affect the quality of the study, and this provided me with relevant information after being minimized.

Figure 2: The Map of Uganda Showing Sembabule District



3.2 Research approach

Research approach is the frame work of research that helps the researcher during the study to design good case studies and to collect, present, and analyse data fairly. Furthermore, it is to bring the case study to closure by writing a compelling report or book (Yin, 2003, p. 1). The research strategy, the case study is used in many situations to contribute to our knowledge of individual, group, and organisation, social, political, and related phenomena (Yin, 2003, p. 1). I selected four public schools for example, two from peri-urban and other two from the rural areas of the study which were the four cases, there by intending to compare and contrast the extent to which the universal primary education policy has been successfully implemented in terms of the beneficiaries accessing the educational services, the fact that those schools from peri-urban centres have more accessibility to the resources than those in the rural areas.

In any research study, there are three main research approaches employed by the researcher, for example, qualitative approach (demonstrates a different approach to scholarly inquiry than other methods of quantitative), quantitative approach (deals with surveys and experiments), and mixed methods approach (combines both qualitative and quantitative methods to provide different forms of open-ended data in the case of qualitative and close-ended data in the case of quantitative, and providing a stronger understanding of the problem or question than either by itself). In my study, I mostly employed qualitative method approach while analysing the successful implementation of universal primary educational in terms of beneficiaries (children) accessing services, the design of the policy, availability of resources, the political and socio-economic status of the community.

Qualitative method approach was mostly employed because it demonstrates a different approach to scholarly inquire than the other methods of quantitative. It also relies on the text and image data, have unique steps in data analysis, and draw on diverse designs (Creswell, 2014, p. 183). The qualitative method was more preferred in the study in order to bring about the more realistic feelings of the participants in the study because it cannot be expressed in the quantitative research which employs numerical data and statistical analyses. This is due to the fact that qualitative research focuses on the natural setting (Creswell, 2014, p. 185). Using this method, I was able to collect relevant data from the field at the site, where the participants experienced the issue or problem under the study. Here they do not bring individuals into the laboratory (a contrived situation), nor do they typically send out instruments for individuals to complete (Creswell, 2014, p. 185). Therefore, the information gathered by talking directly to the people and seeing them behave and act within their context as a major advantage of this method. In this natural setting, I had face-to-face interviews, often over time hence providing relevant data from the field.

In addition, the qualitative method was further more preferred during the study because of its multiple sources of data. As a qualitative researcher, I managed to typically gather multiple forms of data, such as interviews, observations, documents, and audio-visual information rather than relying on a single data source. This then helped me by receiving all sources of the data, making sense of it, and organising it in to categories or themes that cut across all of the data sources. Furthermore, since I acted as a key instrument, this also helped me by collecting data through examining documents, observing behaviour, or interviewing participants hence gathering accurate information. This also helped me not to rely or use questionnaires or instruments developed by other researchers.

In the entire qualitative research process, I kept a focus on learning the meaning that the participants hold about the problem or question, not the meaning that I brought to the other researchers or that writers express in the literature for example, participant`s meaning. This also helped by providing me with relevant information for example, poor geographical environment which has kept pupils dropping out of school which hinders the program since I was focusing on learning the meaning if the participants who are holding the problem other than relying on the literature. Therefore, the use of these research methods explained above had many advantages for my study because they allowed me to collect relevant data from different sources which ensured the validity of the study. Furthermore, data was collected from different actors and focusing on the fact that participants were given opportunities through which they had to express their views and ideas about the study there by providing me with relevant information about my study. However, on the other side, qualitative method of data collection had some disadvantages such as dealing with small cases where by these small groups of respondents that were interviewed were not considered statistically represented necessarily. It also didn`t randomize, for example, sample was purposefully chosen based on the convenience, it did not have predetermined sample size, and for example, when saturation point was reached, most relevant information was collected then data collection stopped.

3.2.1 Unit of analysis

Unit of analysis is majorly concerned with the subject of the study, who or what does the researcher want to study; this could be things, individuals, groups, organizations, community, or country. Unit of analysis is the most elementary part of a phenomenon to be studied (Masue & Universitetet i Bergen Institutt for aministrasjons- og, 2010, p. 47). The study`s units of analysis are multiple cases with embedded units (Masue & Universitetet i Bergen Institutt for aministrasjons- og, 2010, p. 47).

The study was based on four schools that are two from peri-urban centres and two from rural areas of Lugusulu sub-county in Sembabule district in Uganda. These schools were Kyabi/St Joseph`s primary school, Kyabi village, Kawanda primary school, Kawanda village, and Kyamabogo (C/U) Church of Uganda primary school, Kyamabogo village, and Kyamabogo Muslim primary school, Kyamabogo village, respectively. These schools were both public schools and therefore, offer universal primary education school services as programed by the government of Uganda, and therefore, operate under the same district education officer

(DEO) of Sembabule District. The choice of four schools was influenced by their accessibility to the learning materials, availability of teachers, infrastructure, enrolment, attainment amongst other influences. These selected schools therefore, provided interesting features since they were in the same area of the study and still run under the same district education officer, same structures, curriculum, same procedure of recruiting teachers and pupils and the same program of the government but deliver educational services differently to the beneficiaries (Adam, 2005, pp. 8-9). The choice of selecting four schools was appropriate for the study since there was availability of time and resources during data collection. This therefore, helped me to collect the relevant data within the targeted time frame since the four selected schools were found in the same area. Furthermore, the fact that I was used with the area, because its where I grew up from, this also helped me by making data collection easy and accessible within the specific period of time though there were some complications such as transport costs which I overcame by hiring a motor cyclist.

3.3 Target population

Respondents for my study were selected from four public schools, for example, two from rural areas and two from peri-urban centres in Lugusulu sub-county Sembabule district in Uganda. This was because I expected that schools from rural areas have limited access to education services since there have different problems compared to those in peri-urban centres, such as limited access to electricity, poor roads, low qualified teachers, poor infrastructures, long distances to schools, few teachers, limited information about government school programmes, amongst other problems. During data collection, with the help of respondents, I managed to cover different stakeholders such as officials like school administrators, district inspector of schools, local leaders, parents in the community amongst others, around the sub-county purposely to seek for their views toward the implementation of Universal Primary Education successfully. For the analytical purposes of the study, I also focused on the survey of the population in the area, together with the selected respondents in Lugusulu sub-county.

Table 1: Target population

Name of school	Number of teacher	Sex: M/F		Number of pupils	Boys/girls	
Kawanda primary school	15	8	7	827	400	427
Kyabi/St. Joseph`s primary school	7	4	3	383	180	203
Kyamabogo c/u primary school	10	6	4	250	120	130
Kyamabogo Muslim primary school	6	2	4	259	127	132

Source: Researcher`s field note

3.4 Procedure for the selection of respondents

The study employed purposive selection of the respondents during the field study. The procedure for the selection of the respondents was based on the research questions mainly targeted to achieve the purpose of the study. By purposive selection of the respondents or study, I had to focus on the persons such as district inspector of schools, school administrators, teachers, amongst others, whom I thought that they had got relevant information about my study of implementation of universal primary education. Furthermore, during the study, the selection of respondents was based on two groups such as officials (District Inspector of Schools (DIS), school administrators and staff, local leaders), of all which helped to generate relevant information towards the study, and non-officials (including community, both male and female parents, pupils, and People With Disabilities (PWDs), this group was also significant during my study by telling whether they access education services as expected or not in their area. The selected two groups that were used helped me to provide relevant information during the study.

3.5 Sample size

Sample size was emphasized since it was considered to be important during the study by the researcher in identifying the population (Creswell, 2013). I therefore, interviewed forty respondents during the study. However, this initial sample size was expected to change where necessary basing on emergence of the new respondents, and independent variables but this did not change. These respondents were therefore, categorised the fact that they provided relevant data to the study.

Table 2: Categories of Respondents

Rural school		T/C school		
Category	Respondents	Category	Respondents	Total
DIS	0	DIS	1	1
School admin	2	School admin	2	4
Teacher	6	Teacher	6	12
Local leaders	1	Local leaders	1	2
Male parents	2	Male parents	2	4
Female parents	2	Female parents	2	4
Pupils	6	Pupils	6	12
People With Disabilities (PWDs)	1	People With Disabilities (PWDs)	0	1
Total	20	Total	20	40

Source: Researcher`s field notes

3.6 Data collection methods

Social scientist researchers suggested various sources of evidence that are commonly used by the researchers during the social science research of conduct (Yin, 2014, p. 105). Yin (2014) discussed six sources of evidence in the social science research which are commonly employed by researchers during the collection of data especially for a case study. The following are the six sources of evidence, archival records, interviews, direct observation, participant observation, physical artifacts, and documentations (Yin, 2014, p. 105). However, there are other complete list of sources that are quite extensive- including films, photographs, and videos tapes, projective techniques, and psychological tests, proxemics, kinesics, “street” ethnography, and life histories (Mashall and Rossman 2011 cited in Yin, 2014, p. 105). Of the six sources of evidence mentioned above, I employed three of them for example, interviews, documentations, and direct observation during my field study, due to the fact that there is no single source of evidence that has complete advantage over all the others. Therefore, the various sources were highly complementary, and a good study therefore had to rely on as many sources as possible.

To collect the empirical evidence for the study, I therefore, employed various data collection methods. During the data collection, both primary and secondary data were collected. Primary data was collected while using in-depth interviews, Focused group discussions where I acted as a moderator, under this method I employed 26 respondents from 3 FGDs where 1st one included 7 respondents, the 2nd also included 7 respondents, and the 3rd one included 12 respondents, observation while using my eyes such as observing the state of infrastructures and secondary data consisted of documentations from the administrative offices. The use of multiple sources of evidence helped me to address a broader range of historical and behavioral issues about implementation of UPE as a Ugandan policy. The other various data collection methods used also helped me to collect much information from different actors responsible for UPE implementation. Therefore, the use of different data collection methods helped me to capitalize on the advantages of all of them and their augment. For example, data from FGDs with teachers was affirmed and substantiated by technical officer at the district through face to face interview session I held with him. Documentation reviews helped me by clarifying different issues mentioned in interviews like real names of the school, actual numbers of the schools in the sub county and in the district in general, mentioned in interviews there by helping the study to collect relevant data.

3.6.1 Interviews

Interviews are taken to be one of the most important sources of evidence of the case study, the fact that most case studies are about human affairs or actions. Furthermore, these interviews bring an important insight in to such affairs or actions; they also help to provide short-cuts to the prior history of such situations, thus helping the researcher to identify other sources of evidence. However, these interviews are commonly employed in the case study research; they resemble guided conversations rather than the structured queries. Yin (2014) suggests that although the researcher is likely to pursue a consistent line of inquiry, the actual stream of questions in a case study interview should be fluid rather than being rigid. These interviews are alternatively called intensive interviews, in-depth interviews, or unstructured interviews (Yin, 2014, p. 110).

During the study, I conducted 40 interviews whereby I interviewed different respondents including 1 DIS, 4 school administrators, 2 local leaders, 12 teachers, 8 parents, 12 children and 1 person with disability. During such interviews, respondents managed to express their knowledge and experiences about UPE policy implementation not only in the sub county but

also in the district like the DIS reported. Other respondents were also interviewed such as parents, both males and females, pupils both girls and boys, and PWDs who was a boy and also expressed his challenges during his time of schooling and at home in general. These interviews were very helpful and insightful about the study the fact that the policy of UPE was still running not only at primary level but also at secondary level though it was changed to USE but all programmes aimed at delivering to the Ugandan children free education services as the government had intended. This therefore, helped me by accessing the relevant information since the respondents interviewed expected to produce the first-hand information about the implementation policy and were also rich in the experience about the implementation of the policy. To collect more detailed and corresponding information, many respondents were not limited during discussions and therefore, given chances to participate, while giving out their views about UPE policy implementation and this was achieved by collecting relevant data.

The fact that Ugandan workers concentrate much during morning hours, I therefore, used to move to the respondents` work places during after lunch hours when I expected that much of their work has been covered and this made most of my interviews easier and successful. My interviews used to at least last between 30-45 minutes each interview which I expected that my respondents would get ample time to provide me with relevant data because such minutes would not make them tired to the extent of feeling biased against me and deny me information.

To be consistent during my study, I interviewed them with the same questions such that their views regarding the UPE policy implementation helped me to assess their perceptions about the policy since they had different thinking and experiences.

Further still, to come up with relevant data during my study, I decided to have two significant jobs throughout the interview process, and that is, to follow my line of inquiry, as reflected by my study protocol, and to ask my actual questions in an unbiased manner that also serves the need of my inquiry, as this helped me to come up with relevant information from the field study. Additionally, I was required to operate on two levels at the same time, that is satisfying the needs of my line of inquiry (level two questions) while simultaneously putting forth friendly and nonthreatening questions in my open-ended interviews (level one questions) (Yin, 2014, p. 110).

When doing case study interviews, recording devices were used depending on the matter of my preference. This was because audiotapes certainly provided a more accurate rendition of any interview than taking my own notes. However, a recording device could not be used when an interviewee does not give me a permission or appears uncomfortable with the devices, when there was no specific plan for transcribing or systematically listening to the contents of the electronic record-a process that took enormous time and energy, when I was clumsy enough with mechanical devices that the recording procedure would create distraction during an interview, and lastly when I could think that the recording device was a substitute for listening closely throughout the course of an interview. This is in most cases advised by different research studies that in case you are not permitted to use such recording devices, no specific plan for transcribing or systematically listening to the contents of the electronic record, then the recording device should be not used by the researcher (Yin, 2014, p. 110). I also decided to use interviews because they were targeted, that is, they focused directly on the study topic, interviews were insightful by providing explanations as well as personal views (for example, perceptions, attitudes, and meanings). During the interviews, I employed different types of interviews such as, face to face interviews/open-ended nature interviews and focused group discussion (FGD) interviews.

Table 3: Type of respondents, topic discussed, and question asked, and variables highlighted

Type of respondents	Type of topic discussed	Type of question asked	Type of variables highlighted
Officials	UPE policy implementation	<ul style="list-style-type: none"> a. What is the rate of performance in the whole district? b. To what extent do pupils dropout in the district, and who drops most? c. Are school administrators performing as expected? d. To what extent has pupils completed grade seen? e. Did UPE improve onto the enrolment and retention of pupils? f. What challenges do affect the policy? g. What is the ratio of teacher-pupil, and how does it affect the policy? 	<ul style="list-style-type: none"> a. Decline in performance b. Geographical environment has increased pupils` dropout and reduced teachers` performance c. Limited school resources and amenities d. Mismatch of teacher-pupil ratio
School administrators	UPE policy implementation	<ul style="list-style-type: none"> a. How does the school administration cooperate with the pupils and the community? b. What is the ratio of teacher –pupil and how does it affect the policy? c. What is the level of education of teachers, level of attendance, and do they perform as expected? d. What challenges do you find during time of teaching and what should be given attention? e. Did UPE improve on enrolment and retention? 	<ul style="list-style-type: none"> a. God cooperation b. Mismatch of teacher-pupil ratio c. Normal attendance, low qualification and experience teachers d. Low and delayed salaries of teachers e. Increased enrolment but reduced retention
Local leader	UPE policy implementation	<ul style="list-style-type: none"> a. What has the LC done to reduce school dropouts? b. How has the LC helped the community about poor socio-economic conditions? c. What challenges do affect the policy? d. Does the LC cooperate with the school? 	<ul style="list-style-type: none"> a. Encourage community to work hard and participate in government development activities b. Sensitization of the community about the benefits of education c. Construction of more schools d. Construction of more schools e. Cooperation between the LC and police force some parents to educate their children
Parents	UPE policy implementation	<ul style="list-style-type: none"> a. What is your view about the school management? b. Do you responsibly support you children to school? c. Why do you think are the challenges affecting the policy? d. How does your socio-economic status affect the policy? 	<ul style="list-style-type: none"> a. Poor school management due to absenteeism of teachers b. Poor performance of pupils c. Inability to support children d. Limited school facilities e. Poverty amongst the parents
Pupils	UPE policy implementation	<ul style="list-style-type: none"> a. Does teacher`s attitude and motivation affect your studies? b. How does socio-economic status of your parents affect your studies? c. What challenges do you find during your school? d. Are PWDs treated equally, and provided with enough facilities? 	<ul style="list-style-type: none"> a. Limited support from the parents lead loss of morale and motivation b. Long distances to school c. Limited school facilities

Source: Researcher`s field notes

3.6.2 Open-ended nature interviews

During this type of interview, the researcher asks the respondents about the facts of a matter as well as their opinion about the event. This therefore, allowed me to ask my respondents about the study in which they managed to give me their views about the UPE policy implementation in their opinion hence coming up with relevant data. In some situations a researcher asks the respondent to propose his/her own insight into certain occurrences and may use such propositions as the basis for further inquiry (Yin, 2003, p. 90). Furthermore, the respondent may also suggest other persons for the researcher to interview, as well as they have sources of evidence. For instance, during my study, one of the school administrators suggested for me to interview the district inspector of schools. The school administrator reported that the DIS had more information than him since the DIS commonly goes to the field during inspection of the schools in the district yet the school administrator had less information about the schools in the whole district, and this also helped to come up with relevant data because it was very true that the DIS had much more information. This in the end contributed to the relevant information, for example, the more a respondent assisted in this manner, the more that the role was considered one of an `informant` rather than a respondent. During the study, key informants were taken to be critical to the success of the study, since they did not only provide me with insights into a matter but also suggested sources of corroboratory or contrary evidence-and also initiated the access to such sources. However, on the other side, I needed to be more cautious about becoming overly dependent on a key informant, especially because of the interpersonal influence-frequently subtle-that the information might over me. Therefore, a reasonable way of dealing with such pitfall again was to rely on other sources of evidence to corroborate any insight by such informants and to search for contrary evidence as carefully as possible.

3.6.3 Focused Group Discussion (FGD) interviews

A focus group is a carefully planned discussion designed to obtain perceptions on a defined area of interest in a permissive, nonthreatening environment (Krueger & Casey, 2009, p. 6). It is conducted with approximately 7-10 people by asking a skilled interviewer and such discussion should be comfortable and often enjoyable for participants as they share ideas and perceptions (Krueger & Casey, 2009, p. 6). It is explained that these focused interviews were born out of necessity in the 1930s, where social scientists began investigating the values of nondirective individual interviews as an improved source of information, because they had doubts about the accuracy of traditional information gathering methods, especially the

exclusive influence of the interviewer and the limitations of predetermined, closed-ended questions (Krueger & Casey, 2009, p. 7).

Focused group studies are also said to be consisting of anything from half a dozen to over 50 groups, depending on the aims of the project and the resources available (Mays & Pope, 2006, p. 24).

In addition, even just a few discussions can generate a large amount of data, and for this reason many studies rely on a modest number of groups. Focused group interview is explained as a group of respondents which is interviewed for a short period of time, for example, an hour (Yin, 2003, p. 90). The group normally consists of 6-10 people and these people are interviewed in a short period of time. Here interviews may remain open-ended and assume a conversation manner, but you are more likely to be following a certain set of questions derived from the study (Yin, 2003, p. 90). During such interviews, I acted as the moderator to the respondents, this therefore, helped me to corroborate certain facts that I already thought had been established (but I did not ask about other topics of a broader, open-ended nature). I therefore, had to make it sure that the specific questions were carefully worded, so that I should appear genuinely naïve about the topic and allow the respondents to provide a fresh commentary about it, in contrast, I did not ask leading questions as they would not lead to a successful corroboratory purpose of the interview to be served. In addition, probing was needed during such interviews; this would be to test the sequence of events by deliberately checking with persons known to hold different perspectives (Yin, 2003, p. 91).

During my study, focused group respondents that participated in my study were parents, of whom some were teachers, and others parents being local people. I decided to select such kind of respondents because I thought that they had common characteristics and therefore, was much conversant about the study topic of UPE policy implementation. These were 3 teachers, 3 local parents, and 1 local leader who seemed to be experienced about the study in the area the fact that the policy had lasted in Ugandan government since 1997 up to date, they therefore, provided me with relevant information based on the views they aired out to me about the policy implementation. The study largely considered people who had children in the schools especially those in the public primary schools both in peri-urban centres and rural areas since the schools offer the same educational services to the pupils. These respondents had a further understanding of about the policy and therefore, extensive knowledge was

added on the study there by providing me with the various views which looked to be quite different from the school administrators and the district officer.

I further still conducted another FGD in another rural village which consisted of 7 respondents for example, 2 local leaders and 5 rural people because I thought that conducting more than one FGD would help me to identify trends and perceptions from different participants, hence detailed and relevant information. The third FGD included only pupils 8 boys and 4 girls from four different schools but in the same area of study who also shared their views about study hence leading to success of the intended study.

In addition to FGD, open-ended questions were also employed in which I expected that they would help me in tapping the respondents' perceptions about the UPE policy standards and objectives, policy resources, such as financial and managerial resources, political and socio-economic status, roles of the implementation actors, amongst others, all aimed at leading to the successful implementation of the policy. This method seemed to be the most appropriate in collecting information in relation to my study since I had the capacity to select a target-group during the study. This last group also managed to give me its perception about the policy implementation quite similar to the first one since I was asking the questions and about the same study topic.

3.6.4 Direct observation

By making a field visit to the case study 'site', you are creating an opportunity for direct observations. This can involve observations of meetings, sidewalk activities, factory work, classrooms, and the like (Yin, 2003, p. 92). Observations are seemed to serve as yet another source of evidence in doing a case study research since they are immediacy that is covering actions in real time, and are contextual (Yin, 2003, p. 92). Assuming that the phenomena of interest have not been purely historical, some relevant social or environmental conditions were available for observation. Observational evidence is often useful in providing additional information about the topic being studied. For example, if a case study is about a new technology or a school curriculum, for example, observations of the technology or curriculum at work are invaluable aids for understanding the actual uses of the technology or curriculum and any problems being encountered (Yin, 2014, p. 144). Photographs are also encouraged to be taken at the fieldwork site to provide information by conveying the important characteristics to outside observers (Dabbs 1982 cited in Yin, 2014, p. 144). During my field study, this therefore, made me to take photographs at fieldwork site as such photographs

would provide me with information by conveying the characteristics to the outside observers. This was used with the help of cameras when photographing sites like infrastructures like classroom buildings, pupils` seats, amongst others to prove that they were provided as the government designed the program to be provided, and this helped me by providing relevant information. Note, however, that in most cases, I requested permission before any proceeding, such as taking photographs in the school play-grounds, teachers or people walking alongside the roads, and other kind of photographs. During my study, in order to increase the reliability of observational evidence, I had more than a single observer making an observation-whether of the formal or the casual variety.

During the study, observation method of data collection, with use of my naked eyes, I observed the activities that were taking place in most of the schools that were involved during my field of study. Activities such as football, net ball, athletics, amongst other activities were the most observed and enjoyed during the study. In addition, I also observed the state of infrastructure in different schools such as classrooms, latrines and others, to mention but a few, I also managed to attend some school meetings in which I observed duties of the headmaster, and other school administrators, teachers, and school committees, behaviours of the parents, amongst others. During the meeting, I came to know that these school meetings together with the school administration also had a hand in determining successfulness of UPE policy to be implemented. During the field study in the meeting I attended, I also came to realise how the school administration and school committees find it hard when conducting their duties, attitudes, and motivation toward the policy implementation. These observations were further substantiated by Creswell (2014) who stated that observations especially qualitative observations are mostly taken as the researcher decides to take notes about the behaviours and activities of the respondents during the research field; hence with all these observations I managed to come up with relevant data based on my study.

3.6.5 Documentation

Documents play an explicit role in any data collection in doing case studies. Systematic searches for relevant documents are important in any data collection plan (Yin, 2009, p. 103). During data collection, documentations were also used in addition to interviews and direct observations as sources of evidence. This was because documentations would help me by overcoming the problems of bias and poor recalling during the study, hence providing relevant information. Documentations are also stable in that they can be easily reviewed

repeatedly, they are unobtrusive, specific, for example, they contain extra names, references, and details, are broad, and many other advantages (Yin, 2014, p. 106). However, they are not always accurate and may not be lacking in bias. Documents helped me to corroborate and argument evidence from other sources. They also helped in verifying spellings, and titles or names of the schools and people and organisations that had been mentioned during the interviews.

To note that these documents are written for some specific purposes and some specific audience other than the case study being studied. By constantly trying to identify these purposes, the researcher is likely to be misled by documentary evidence and more likely to be correctly critical in interpreting the contents of such evidence (Yin, 2003, pp. 87-88).

Furthermore, during my field study, document reviews helped me by collecting secondary data which I expected to be relevant based on my study topic. A variety of documents were used to collect data such as administration documents, (proposals, progress reports, and other internal records) formal studies or evaluation of the same site under the study, newspaper clippings, and other articles appearing in the mass media or in community newsletters, all aimed at providing more empirical data about the study. Amongst the documents that were used, minutes of the meetings were also reviewed to show how far the policy has gone in progress, its achievements, and some challenges that are usually faced during the implementation process. Documents especially those from the district specifically from the office of the district inspector of schools, helped me by providing numerical information about the numbers of the schools in the study area and in Sembabule district as a whole in general, number of teachers, and the performance of the pupils in the PLE from different schools. They also helped me to provide information about the UPE financial resources that is being provided by the central government though it is sometimes channelled and miss used hence leading to the unsuccessful policy implementation in the area. Therefore, the numerical information gathered by the use of documentation method of data collection helped me to draw a clear picture about the UPE policy implementation in the study area and district of Sembabule in general.

Table 4: Type of data gathered using various data collection methods

No	Data collection Method/ tool	Type of information	Type of variables highlighted
1	Interviews	a. Resources needed for UPE policy implementation b. Challenges faced during policy implementation c. Poverty amongst the population which lead to failed policy implementation	a. Limited resources b. Geographical environment c. Limited support from parents
2	Open-ended nature of interviews	a. District expectations from the central government b. Challenges faced by the policy c. Roles of the local government during policy implementation	a. Enough resources from central government b. Delayed and limited financial resources c. Poor performance of government officials
3	FGD	a. Parents` perception about the UPE policy standards and objectives b. Roles of school administration in implementation c. Parents` expectations from the UPE policy	a. Ambiguous standards and objectives b. Absenteeism amongst school administrators c. Free education services
4	Observation	a. Structure of the infrastructure for example classrooms, latrines and others b. Activities, duties, and behaviors of the school administrators c. Curricular activities of the pupils	a. Poor infrastructure b. Regular participation of administrators c. Limited financial support
5	Documents	a. Registered true names of some schools b. Numerical of resources given out by the central government c. Numerical about the number of schools and teachers	a. Revealed exact school names b. Revealed exact amount of resources c. Revealed exact number of teachers

Source: researcher's field notes

3.7 Data analysis

Data analysis consists of examining, categorising, tabulating, testing, or otherwise recombining both qualitative and quantitative evidence to address the initial proposition of a study, however, analysing case study evidence is especially difficult because the strategies and techniques have not been well defined (Yin, 2003, p. 109). The case study is a method of choice when the phenomenon under study is not readily distinguishable from its context. Such a phenomenon may be a project or program in an evaluation study. Sometimes, the definition of this project or program may be problematic, as in determining when the activity

started or ended, an example of a complex interaction between a phenomenon and its (temporal) context (Yin, 2003, p. 4). Even though it was difficult to analyse case studies, I used different strategies to practice specific techniques to analyse the case study which included pattern matching, explanation building, time-series analysis, logic models, and cross-case synthesis, hence this helped me to come up with high-quality analyses, which required me to attend to all the evidence, display, and present the evidence separate from any interpretation, and show adequate concern for exploring alternative interpretations.

Data analysis is further explained to as where the researcher reflects on the collected data, moving deeper to understanding, and representing the data, and deriving an interpretation of the larger meaning of the data (Karyeija, 2010, p. 103).

Data analysis in qualitative research consists of preparing and organising the data (for example, text data as in transcripts, or image data as in photographs) for analysis, then reducing the data into themes through a process of coding and condensing the codes, and finally representing the data in figures, tables, or a discussion (Creswell, 2013, p. 83). It also involves making meaning out of the text and data collection from the field of study, while making interpretation of the meaning of data (Creswell, 2009, p. 183). In addition, content analysis was used to analyse data, for example, both written and verbal documents for the purpose of getting interpretation of meaning of the data collected. Coding for the description of findings from the categorized respondents was used during the study finding. Tables and figures are presented in the work to make an illustrative view of some data collected for a better understanding of some of the findings from the field.

3.8 Quality of the study (validity and reliability)

For the good quality of research design, four tests for instance, construct validity, internal validity, external validity, and reliability are used (Yin, 2003, pp. 33-34). I therefore, articulated validity and reliability since I needed to come up with such a good study. Yin further asserts that because a research design is supposed to represent a logic set of statements, another researcher can also judge the quality of any given design according to certain logical tests (Yin, 2003, p. 33). Construct validity is considered as the most problematic test especially in the case study research. Most researchers who have been critical of case studies often point to the fact that a case study researcher fails to develop a sufficiently operational set of measures and that subjective measurements are used to collect

the data. Therefore, this kind of validity mainly helped me in operationalizing the concepts I was studying.

Validity is determined when the quality of data collected and analysed was accurate, dependent, and credible (Masue & Universitetet i Bergen Institutt for aministrasjons- og, 2010, p. 65). Guba and Lincoln, 1998, cited in Masue (2010) assert that validity of the study can be achieved through triangulation of information collected from different sources evidence during the study field (ibid). Validity is used to test whether the instrument measures what it is intended to (Carcary 2008, cited in Nabafu & Maiga, 2012, p. 37). It is essential to ensure validity in the study, focusing on the observed information and avoiding non observed information (King, Keohane, & Verba, 1994, p. 25).

From the above, I therefore, ensured construct validity because it was the best way of establishing correct operational measurements for the concepts that were studied during the field study. This was ensured through explaining my study concepts explicitly to my respondents such that they can give me relevant information about the study. I also ensured internal validity which helped me in explanatory or causal studies only, and not for the descriptive or exploratory studies. External validity was also maintained because it helped me in establishing the domain to which the study`s findings could be generalised, and reliability, which demonstrated that the operations of the study such as data collection procedures can be repeated, with the same results, this also helped me to come up with the same results in relation to other studies about policy implementation.

3.8.1 Validity

Validity is explained as the way of checking the accuracy of the findings of the study. For example, whether the findings are accurate from the standpoint of the researcher, the participant, or the readers of an account (Creswell, 2014, p. 201). Another explanation by Yin also states that validity explains the study`s findings can be me determined based on to the researcher` view of point, the participants, and the reader`s perspective. Therefore, I achieved in determining the validity of the study through triangulation of information that I collected from different data sources of evidence during the study field. I also focused on the information I observed while avoiding the non-observable information and this brought me to the validity of the data from the field study. In addition, in-depth data was collected through the interviews that were held with district technical officers such as the DIS, and also different local leaders such as local council chairpersons, who did their best by expressing

their views about UPE implementation policy in Lugusulu Sub County in Sembabule district through the interviews and FGDs in general. Documentation sources of evidence especially from the district, were also other helpful data collection method that brought relevant data by answering different study questions. Van Meter and Van Horn (1975) and Winter's integrated theory was another source that contributed to the validity of my data. This was because these theories have been used by various studies of implementation and therefore, meant that they provided reliable and credible data for my study. These theories developed different variables and concepts that have been tested by several studies and for several times which in most cases brought accurate information hence a successful implementation policy.

3.8.2 Reliability

Reliability can be achieved through the use of formal case study protocol and the development of a case study data base. This is because such protocols help to ensure that the same procedures are followed in multiple case or in a study conducted by multiple investigators (Yin, 1993, p. 40). To confirm that reliability has been successfully achieved, I decided to develop a clear case study protocol which consisted of interview guides and observational forms which documented the steps that were to be taken during my field study and report preparations and data base. Furthermore, for the successful reliability, respondents who provided me with the information during the study were also documented. All these steps I made confirmed that in case any other researcher decided to take the same steps, during the study must come up with the same findings, hence leading to the success of reliability for the study. To maintain data consistencies in my study, a careful coding was done most especially done by checking regularly and comparing data with the codes. All these steps largely contributed to the success of reliability during my study indicating that in case another researcher followed the same steps, the findings had to be the same finally.

Therefore, during my field of study, I focused on to the information collected through interviews, direct observation, and documentary whereby I based on the school documents such as school reports, minutes, from the meetings of the school, files, amongst others. Reliability is probably familiar with me as one of the tests of a research design, this is intended to be sure that if the later researcher followed the same procedures as described by an earlier researcher and conducted the same case study all over again, the last researcher should arrive at the same results and conclusions (Yin, 2003, p. 37). The other goal of reliability is to minimize the errors and biases in the study (ibid). Triangulation of methods of

data collection from interviews, direct observation, together with the documentary sources were employed as it helped me in checking and comparing information collected during the study from different sources of data collection. During my study, I also triangulated respondents such as head teachers, teachers, parents, pupils, amongst others for further detailed information about the study since some of them seemed to be policy implementers and beneficiaries of the services of the policy of universal primary education hence validating the quality of the study.

3.8.3 Generalization

Generalization (external validity) deals with the problem of knowing whether a study's findings are generalised beyond the immediate case study (Yin, 2003, p. 37). Yin (2003) further asserts that there are two categories of generalisations that is statistical generalisation where survey research relies. In analytical generalisation, the researcher strives to generalise a particular set of results to some broader theory, and analytical generalisation where case studies rely (as with the experiments) (ibid). Based on to Yin's assertions, I therefore, based on the analytical generalization which helped me to generalize the research results.

Several scientific researchers who conduct multiple cases try to generalize their research by comparing data from different cases and hence generalize the findings to present a bigger section of the area of the study (Bwogi, 2016, p. 53). For my case, it was a single case study; however, some scientific researchers had always criticized case studies especially single cases as far as generalization is concerned. Based on to such criticisms, I could not employ single case study for my study in Lugusulu Sub County in Sembabule district because I could not generalize the whole sub county by portraying the UPE policy implementation structure for the whole Sembabule district and the country in general.

3.9 Limitations of the study

There are various limitations of the study that I expected to be experienced during the study, as translation of many local languages in Uganda, in to English as the official language. This brought about some distortions of information but this was avoided or solved by hiring various interpreters who would help me by interpreting from local languages in to English language for the relevant information as was expected. Furthermore, I did my best by maintaining a better recall, voice or tape recorders which were also employed during the filed study all aimed to avoid those distortions in that I can come up with relevant information. Being a native speaker of the local languages in the community, I also tried to translate

different languages, especially Luganda, Runyankole, Kinyarwanda, amongst other languages in to English grammar versions for the accurate translations. All these greatly contributed to the meaningful and relevant information. Transport costs were also greatly expected to be other limitations during the field study while collecting data since different schools were far away from each other; transport was a problem not only during sun days but also rainy days. During sun days, respondents could complain about the dust and during rainy days respondents could complain about mud and some rain. Weather was also harsh since the area of the study passes through the Equator³, where there is heavy sunshine and this could force me to take a lot of water of which I could not access it easily the fact that the area of the study was in villages where I had to ride and sometimes drive quite a good number of kilometres and sometimes miles to get some retail shops. Hunger also made my life a hell during the field because I could not eat in time thereby feeling some ulcers after failing to get some hotels where I could buy some food. Limited funds especially money to give to those respondents as they could ask for money claiming that I am working for the government and that it gives a lot of money, therefore, I should share it with them, before giving me their information. To mention but a few, making generalization on the policy implementation of universal primary education beyond Lugusulu sub-county in Sembabule district to other districts in Uganda was problematic to case study research as a whole during data collection.

3.10 Ethical considerations in the research

Basing on the social science researcher`s ethical considerations, my study had to adhere to them in that my respondents feel confident while giving out their information. Such ethical considerations were respected for confidentiality, obtaining of the respondents` consent, personal integrity, and anonymity were also followed and adhered to during the field of study. For security purposes as the researcher, I had got a letter of introduction from the university particularly my department of public administration to Uganda. This letter was presented before my respondents in addition to my introduction to them. For the use of a tape/voice recorder, I was able to first seek consent form the respondents before any recording as some respondents would not want to be recorded and others even feared to be recorded. Not to be challenged in case of another research in the community, confidentiality was treated as a vital issue about the discussions between me and the respondents.

³ Equator is an imaginary line on the surface, equidistant from north and south, diving the earth in to northern and southern hemispheres. It is also believed that such areas near the line are hotter than distant areas.

3.11 Conclusion

The successful implementation of universal primary education policy in Lugusulu sub-county in Sembabule, in Uganda was examined in the study through the pupils` accessibility to free education services. The fact that no single theoretical model that could explain public policy implementation, I therefore, decided to use two main theoretical models of Van Meter and Van Horn (1975) and Winter`s integrated model. It was therefore, from such theories that derived factors such as design of the policy, availability of resources (financial and managerial resources), and political and socio-economic status of the community that would basically determine the successfulness of policy implementation of universal primary education. However, there are other factors such as bureaucratic tendencies amongst the officials, poor geographic environment, family backgrounds and breakdown, poverty, ignorance and negative attitudes amongst parents toward education policy and pupils, long distances between the schools and the homes, limited number of teachers both qualified and unqualified teachers amongst other factors that hindered its successfulness, therefore, these factors staged as a question to how they determine the successfulness of universal primary education policy implementation.

Chapter Four: Overview of Universal Primary Education

4.0 Overview of UPE

Many African countries in Sub Saharan Africa, have proclaimed their goal to provide free universal primary education to all children, and the period between 1990 and 2000 saw the international community pay renewed attention to this goal (Moulton, 2002, p. 1). In 1998 the WB policy study, *Education in Sub Saharan Africa: Policies for Adjustment, Revitalization and Expansion*, documented in great deuteriation and disrepair as a result of intensifying economic and political instability (Moulton, 2002, p. 1). The call for expanded international action to support African basic education systems was front and centre at the 1990 World conference on Education for All, held in Jomtien, Thailand. African governments have joined such efforts, often by preparing their own education for all plans, and in some cases by announcing renewed commitment to the goal of universal free primary education as part of their larger transition to democratic government (Moulton, 2002, p. 1).

It is argued that the educational system in Uganda had a high reputation for quality at independence, but this was destroyed during the chaos of the 1970s, through decaying school infrastructure and partly through the exile of many well-educated Ugandans (Reinikka & Collier, 2001, p. 396). The first decade of the Museveni government had seen a period of educational reconstruction that partly retorted the quality of services.

The situation changed drastically during the campaign for 1996 elections, when the incumbent, president Museveni, promised to provide free education primary service to four children in every family (Reinikka & Collier, 2001, p. 396). Although the government had long time declared the attainment of UPE a policy goal (for example, in the 1992 “White paper on education”). This promise was the first significant step toward attaining that goal. Following his re-election, president Museveni addressed the nation in December 1996, and announced that he would implement his election promise starting January 1997. The initial public response to this initiative was impressive, with primary school enrolment rising from 2.9 million in 1996 to 5.3 million in 197 (Reinikka & Collier, 2001, p. 396).

4.1 Education management and administration

Following the civil service decentralisation process of 1998, the management and provision of basic education in Uganda is now largely in the hands of the local governments (LGs) (Dakar, 2014, p. 32). The Ministry of Education and Sports remains responsible for policy

formulation and maintaining standards through teacher training, curriculum development and examinations. This enhances flexibility, transparency and accountability (ibid). It also allows the local administrators to be creative in seeking solutions to problems that are unique to their localities. Local governments on the other hand are tasked with implementing UPE, supervising the disbursement of UPE capitation grants and ensuring the successful management and administration of basic education in their district (Dakar, 2014, p. 32).

The overall responsibility for education sector falls under the leadership of the cabinet minister for education (Dakar, 2014, p. 32). The cabinet minister is assisted by three state ministers who are respectively responsible for primary education, higher education and physical education sports (ibid). There are mainly political heads that are mandated with the task of achieving government goals and aspirations in education. They do not engage in the day to day administrative affairs of the sector, but act as opinion leaders (ibid). The overall daily administration lies in the hands of the permanent secretary, who is the chief accounting officer and overall supervisor of the education sector (Dakar, 2014, p. 32).

The MoES has 13 technical departments, headed by commissioners (i) pre-primary and primary education, (ii) secondary education, (iii) private schools and institutions, (iv) business, technical and vocational education and training, (v) higher education, (vi) special Needs and inclusive education, (vii) guidance and counselling, (viii) teacher instructor education and training, (ix) education planning and policy analysis (EPPAD), (x) physical education and sports, as well as, (xi) finance and administration and (xii) HIV/AIDS and (xiii) gender units (Dakar, 2014, p. 32).

Other support sections operate under the leadership of the Under Secretary of finance and administration, who reports directly to the permanent secretary (Dakar, 2014, p. 32). These include; accounts, procurement, personnel and administration. Further semi-autonomous institutions include; the national curriculum development centre (NCDC), the Uganda national examination board (UNEB), the Uganda business technical examination board (UBTEB), the national council for higher education (NCHE), the directorate of education standards (DES), the national council of sports (NCS), the education service commission (ESC), the national health services training and public universities (Dakar, 2014, p. 32).

4.2 Evolution of the curriculum and school structure

Uganda's educational system is determined by the curriculum and it is believed that the failure of educational system is largely determined by public opinion, academia and policy cycles (SK, 2000, p. 48). Nsubuga cited Kibuuka (2000) argues that it is common to note that the need for curriculum reform is a theme running through most of the proposals for improving the quality and efficiency of education in developing countries (SK, 2000, p. 48). Ironically, the system has gone through a series of reforms in the name of addressing this same question of curriculum relevancy of education in relevance, but the problem has never been resolved (SK, 2000, p. 49). The first educational reform was executed as a result of the Hussey report of 1924. In this regard, the new governor of Uganda, sir Geoffrey Archer, decided to invite Eric Hussey, who was then in charge of education in Sudan, to come and make a survey about the education situation.

By mid 1930s, the education structure was changed in to the order of four years of basic education, which was offered in Elementary Vernacular Schools (EVS), making the vernacular language the median of instructions to make the population, literally serve in various parts of the country (SK, 2000, p. 49).

4.3 Achieving UPE: Increased access

Enrolment figures after the launching of UPE shot up from nearly 2.5 million in 1996 to nearly 6.8 million pupils in 2000 (MoES 2001b:1) (Aguti, 2002, p. 4). www.education.go.ug/fag.htm. This increase was mainly because there was backlog of school age children who had not yet been accessing education were now made able to access it, while on the other hand, more pupils who had attained the school age but would not have afforded education prior to UPE were now also made able to access the school (Aguti, 2002, p. 4).

4.4 The UPE policy and its implementation

In 1997, the Ugandan government launched a 20-year Poverty Eradication Action Plan (PEAP) and Poverty Action Plan (PAF), where primary education is a central component of the strategies to eliminate poverty by 2020 (Ministry of Planning and Economic Development (MPED) 1997) (Nishimura et al., 2008, p. 3). In the same year, the government consequently introduced the UPE project aimed at providing full tuition for children per household (Ministry of Education and Sports (MoES) 1998). To emphasize the role of primary education in poverty eradication, the government identified UPE as one of the key sectors to

benefit from the PAF. Though a capitation grant, PAF enables UPE to improve equitable access to basic education by removing the burden of paying school fees, and enhancing the quality of primary education by providing schools with resources to run those (MoES 2002, cited Nishimura, Yamano et al., 2008, p. 3).

One of the management assumption that UPE makes is the active participation in administration of the scheme by the community that each primary service. For instance, such community is directly changed with the following contribution towards construction of schools built by provided local materials such as bricks, stones, sand, water, and labour, encouraging members to send children to school and support them once in school to ensure that they remain there, provide positive discipline for school children both within and outside the school, participating in community mobilization activities that support improved pupils learning at home and at school, contributing towards the security of school child and the school plant, amongst others.

UPE describes the relevant community as composed of at least three entities (MoES 1998). The first is the school management committee (SMC), which is a group of local opinion leaders selected to represent the government in each school. The SMC act as a form of Board of Directors charged with monitoring the school administration with special reference to government-policy. The second one is the Parent-Teacher Association (PTA) which is a community based association formed on a voluntary basis to provide a formal and organised voice representing members of the community whose children attend a particular primary school. The third, more loosely defined, is everyone else whose civic and non-civic actions could impact on the children and teacher of the school (Nishimura et al., 2008).

4.5 Education policies

Uganda's education system was confronted and suffered severely with deteriorating events of 1970s and their aftermath (Odaet, 1990, p. 6). Since 1981, Uganda had planned to ensure rehabilitation, recovery, reconstruction and development of the educational system through collecting resources from local, national and international levels. Since then, innovative and development-practical measures were taken in to consideration and these included changing the curriculum to a more practical and technical. This thus, meant the continuing national aims and objectives such as expanding the opportunity and improving in basic resources, standards, training and production as well as self-help (Odaet, 1990, p. 6). The major policy orientations during this period included the following, upgrading the basic levels of teacher's

education based on the learner's needs, emphasising day school than boarding school education, making institutions production-orientated by giving incentives for exploiting their environment, decentralising educational administration, planning and supervision in order to: enhance decision-making by including local implementation actors, encouraging partnership in the provision of opportunities at the local level, and lastly being diversifying the curricula, through emphasising traditional academic curricula by introducing complementary training in skills (Odaet, 1990, p. 6).

4.6 Conclusion

The above chapter depicted the overview of UPE in the country Uganda. The information therefore, created a start-up point for other chapters as it presented the education management and administration, evolution of the curriculum and school structure, achieving UPE, the UPE policy and its implementation and lastly the education policies.

Chapter Five: Presentation and Discussions of Findings on the Dependent Variables

The fifth chapter presents the findings, discussions, and analysis of the dependent variable of the study. The study was intended to assess the successfulness of UPE policy implementation in Lugusulu Sub County in Sembabule District in Uganda, the UPE policy implementation was taken as the dependent variable and this was determined by the accessibility of education services to the Ugandan children. Van Mater and Van Horn (1975), in their theory assert goal achievement dominates the standards and objectives and dependent variable during the implementation process. Therefore, the following factors show how UPE implementation was operationalized in the study. This is being substantiated by the data that was collected from the field.

5.0 Respondents' profile

The socio demographic profile of the respondents was based on the gender, age, religion, level of education, field of study, occupation status, and kind of occupation. All the respondents interviewed had information about the topic of the study in relation to accessing educational services.

Table 5: Respondents` profile

	Characteristics of respondents	Rural	Trading centre
Gender	Male	10	12
	Female	7	11
Age	12-25	6	7
	26-35	4	7
	36-45	6	5
	46-55	1	2
	56+	0	2
Religion	Protestant	7	6
	Catholic	2	8
	Muslim	2	2
Education	Primary	3	7
	Secondary	1	0
	Diploma	4	1
	Degree	1	0
	Master`s degree	0	1
Field of study	Education	7	8
	Social sciences	0	0
	Law	0	0
	Natural sciences	0	0
Occupation status	Employed	7	8
	Unemployed	0	0
	Farmer	4	7
	Retired	0	1
	Pupil	6	7

Source: Researcher`s field notes

The main reason of profiling the respondents was to determine how they have led to the success of policy to be implemented based on their different characteristics. For example, religiously, it was revealed that Christians (Protestants and Catholics) had largely influenced the policy to be successfully implemented through sending their children to school compared to Muslim religion. It was also discovered that male parents most especially those aged over forty five years would educate their children more than others. These parents reported that they had experienced hard life when supporting their families because they were not highly educated. This therefore, meant that respondents with high levels of education such as degree, master`s degree, and who were employed had educated their children compared to those who were less educated and not employed.

5.1 Increased number of enrolment and improved retention rate

The Ugandan government thought to increase the number of enrolment⁴ and improve on the retention rate⁵ by extending free educational services to its population through the introduction of UPE policy. To succeed in its program, the government devised means of allowing pupils to access schools for free and this measure was expected to lead to an increase of enrolment of pupils and improve on their retention rate in primary schools, not only in Lugusulu Sub County but also in Uganda as the whole country. This was further substantiated by the study which indicated that the impact for primary schooling was immediate and tremendous, which made the total primary school enrolment to raise from 3.4 million pupils to 5.7 million pupils in 1997, with the greatest increases of females and the poorest pupils (Bruns, Mingat, & Rakotomalala, 2003, p. 45).

Increased number of enrolment and improved retention rate was evidenced through the different data collection methods such as documentation reviews at the district, and in some public primary schools where such documents were exposed to me hence giving me a relevant data about the study. However, on the other side, these numbers of pupils kept on reducing in different years as shown below.

Table 6: The rate of enrolment and retention rate in four selected schools

Name of school	Number of enrolment in 2014	Number of enrolment in 2015	Number of enrolment in 2016	Total number of enrolment
Kawanda primary school	858	836	827	2521
Kyabi/St. Joseph's primary school	398	383	350	1131
Kyamabogo c/u primary school	338	320	250	908
Kyamabogo Muslim p/s	267	259	215	741

Source: Researcher`s field notes

The source of the field notes was basically from the school registers which ranged from 2014 to 2016. This meant that there were some missing records because the school administrators could not give me the records from the past years reason being that they are always

⁴ Enrolment is the process of initiating attendance to a school.

⁵ Retention rate is the number of students who start at the school go on to the next years and graduate. If the retention rate is high then the school has more appeal to the students. The classes meet their needs, they are able to pass the courses, and or the tuition is more affordable.

transferred to different schools and therefore, could just start from 2014 to 2016 but this managed to reveal relevant information.

From the table above, the data presented clearly evidenced that the number of enrolment and retention rate was diminishing in some years of 2014, 2015, and 2016 in all four schools. Therefore, an initiative was taken to question the DIS to explain reasons for such trends whereby the DIS raised issues like poor geography of the area, which means that these areas are sometimes hard to reach the schools being in the long distances from their places of accommodation. It is therefore, due to such poor geographical areas that have left the program of UPE challenged hence hindering its successful implementation. As the DIS reported:

“The UPE policy in Lugusulu area has not been successfully implemented because of the geographical area which does not favour both teachers and beneficiaries. For example, some schools are in rural areas which are hard to reach (locally known as Amarungu⁶), and being in the long distances, you find these teachers riding their bicycles while carrying their food, water, firewood and others and sometimes such teachers do not have bicycles and those that have bicycles are not in good conditions, these complain that in case they forget some materials to use, that means that they are to suffer. For example, forgetting a match box to set fire to cook food, you are likely to go back because there are no even neighbours you can go for some help, teachers collecting firewood and fetching water late evening after classes amongst others all which contribute to their absenteeism hence hindering program” (an interview with the DIS).

The statement above by the DIS was further substantiated by the data from the field with use of FGD method that I conducted with the local members. During the discussion, all the local members reported that geographical environment is not conducive at all for both teachers and children. These schools are quite in the long distances and that social amenities such as water, electricity, school clinics are not provided at schools which have left the program not successfully implemented, thereby leaving children not accessing educational services as was meant for the program by the government. During the FGD one of the respondents reported:

⁶ Amarungu are arid areas which are sparsely populated and commonly dominated by pastoralists. Such areas are characterized by high temperatures of 30 degrees Celsius and above, they receive insufficient rainfall or very low rain fall which is unreliable and unpredictable. These areas have limited plant cover; there are generally drought resistant species such as steppe savannah grassland, cactus, scrubs, as well as patches of bare land.

“When we heard the introduction of free education, we felt happy because the program was to provide everything but it was unfortunate that majority of such amenities are not provided. For example, my son lost his eye after an accident during school games because the school did not have a clinic where he could at least get first aid and then be taken to the hospital” (an interview with the male parent).

Another reason for the unsuccessful policy implementation in the area was due to lack of commitment duty amongst the majority of teachers. The DIS argued about teachers' commitment duty that such teachers have drastically reduced because of low and delays in payments, lack of teacher's accommodation at school, the fact that they move long distances from their homes to the schools, providing them with lunch, amongst other reasons, which all in the long run have demoralised teacher's commitment duty and contributed to unsuccessful implementation of the UPE policy.

It was through UPE policy that the Ugandan government expected to increase the accessibility of educational services to all Ugandan children, free of charge, but this has not been achieved and realised instead the beneficiaries still reduce in numbers as the previous table reflected. During the interviews that were held with the DIS and the local leaders at the local levels, it was further revealed that the funds meant for the program are in most cases being misused by policy implementers, and other actors right from the central government (MoES) to the local government (District) until they reach at the final destination being the schools. During the interview, one of the respondents noted that:

“The program funds are being swindled by the policy implementers and other actors, whereby even the head teachers, together with the District Education Officer (DEO), and Chief Administration Officer (CAO) have continued to misuse money that is meant for the construction of infrastructure. The respondent went ahead and reported that the school latrines broke and fell down due to limited cement and iron bars that were used during their construction after money meant for concrete materials was misused by such officers, children have no desks, yet the money meant for the desks was released by the government but unfortunately it is being misused” (an interview with the male parent).

Additionally, the policy seemed to improve on retention since there were no school fees charges. However, this was not achieved as was evidenced during the field study. The DIS reported that pupils' retention has not been improved for example, in some years such as 2013, the number of candidates who registered for PLE were 4225, but it was unfortunate

that only 3978 managed to sit for their exams and 247 pupils did not sit for them meaning that they had dropped out of school which meant poor retention hence unsuccessful policy implementation.

5.2 Increased completion of school majorly grade seven

Before the introduction of UPE program, majority of the Ugandans had failed to complete primary school level that is primary seven based on to the Ugandan`s school curriculum where primary school consists of seven years of schooling. The government therefore, thought to increase on the number of children who had to complete the primary seven by extending educational services to the population free of charge through its program of UPE policy and this was not only meant in Lugusulu sub county in Sembabule District but also in Uganda as the whole country. This was supported by the study which indicated that the number of pupils who had completed primary seven had increased for example, by the year 1990, only an estimated 39% of Ugandan children had completed primary seven, but by 2000, this had increased to 65% and therefore, this meant a rapid growth of the number of pupils, as a result of a bold reform in 1996 that estimated primary school tuition fees for up to four children per family. This was confirmed by president Museveni during his dramatic action of removing a key obstacle for poor families and emphasising the importance of education in the country (Bruns et al., 2003, p. 45). However, this kept on changing whereby the number would drastically reduce based on the data that was collected from the field study with the help of different methods of data collection such as interviews where I interviewed different teachers from different schools, locals who had children in the public schools, documentation reviews from different schools by the school administrators, from the district by the DIS, whereby such documents exposed more information to me.

Table 7: The rate of completion of grade seven in the whole district

Year	Number of registered candidate	Number of candidates who sat PLE	Number of candidates who did not sit PLE	Number of candidates who failed PLE
2015	4287	3742	169	376
2014	4293	3895	145	253
2013	4304	4008	140	156

Source: Researcher`s field notes from the DIS records

From the table above, the number of registered candidates were the total number of pupils who had registered for PLE exams, the number of candidates who sat PLE were the number of pupils who had registered and therefore, managed to sit for the PLE exams, the number of candidates who did not sit for the PLE were the number of pupils who registered for PLE exams but did not do their exams, and the number of candidates who failed PLE were the number of pupils who had registered for the exams, sat for them and they failed.

However, the data presented indicated that the number of children who had completed primary seven was drastically reducing annually most especially in the years of 2013, 2014, and 2015. I therefore, took an initiative to interview the DIS why there was a drastic reduction of the number of children completed primary seven, and stated that cattle corridor is seen as the main determinant for the failure of completion of primary seven hence leading to the unsuccessful policy implementation in the area. The DIS reported that:

“The UPE policy in Lugusulu Sub County in Sembabule District has not been successfully implemented because the area is commonly known as a cattle corridor whereby some parents do engage in cattle rearing and therefore, parents being cattle keepers had always moved from one place to another place especially during dry seasons looking for pasture and water for their animals. This is common in the months of January to March and June to August, and during some of these months children are expected to be in schools studying but its unfortunately that they are forced to dropout to look after their animals most especially boys who escort their fathers to where ever they move and this makes the program to be successfully implemented” (an interview with the DIS).

The above argument by the DIS was further supported by the data from the field that was gathered from the parents. During the interviews, these parents reported that:

“We practice cattle keeping whereby we had always wanted some help from our children most especially during dry season where we have to move from one place to another looking for pasture and water for our animals, and we even have to graze at night because we believe that at night the grass is wet and soft and therefore, our cows eat it very well than during the day when the grass is dry, therefore, we need some more defence from children against wild animals like reptiles, lions, leopards, and other dangerous animals during that time that is why we keep our boys with us, and remember this is our economic activity and therefore, our source of income, whereby we do not have to jock around with it” (an interview with the local people).

Another reason for the failure of primary seven completions which has also led to unsuccessful implementation of the policy was family background and breakdown. This was also augmented as another factor for the failure of UPE policy program whereby children failed to get support from their parents to meet the school expectations, such as school uniforms, books, pens, pencils, amongst other school requirements all which contribute to the reasons why children dropout of school since they cannot attend school without such school materials. As one of the respondent reported:

“Based from my family background, I was not financially stable, I married my wife and produced four children, but it was unfortunate that my wife died, leaving me with these children. I had to marry another wife because lonely life was not all that favouring me, we also gave birth to five children and further still this second wife also divorced therefore leaving me with the total number of nine children, and remember I had more three children outside my marriage, so in the long run I would not manage to support all of my twelve children not even to complete primary six, because I had remained lonely meaning that I would even fail to get them food to eat, there in the end they all had to drop out of school to help me at home and look after other siblings” (an interview with the male parent).

Therefore, with all these reasons mentioned above, it is clearly evidenced that in most cases the program had not been successfully implemented because children had dropped out yet the program to be successfully implemented needed children to stay in the school until they complete primary seven.

5.3 Mainstreaming all categories of children and avoid inequalities

Findings from the field revealed that the introduction of UPE policy was mainly welcomed with excitement and therefore, great expectations from the Ugandan population especially those from families that would not afford to take their children to schools and provide them with school materials such as books, pencils, pens, uniforms, amongst other materials. This was intended to mainstream all categories of children and avoid inequalities to make education affordable and accessible freely to the majority of Ugandans. Initially this was realised through Museveni`s beliefs in the transformation and modernisation of the society by providing education for all irrespective of one`s gender, disability or any other categorisation. Grogan (2009) argues that the 1995 survey done by Uganda Bureau of Statistics and ORC Macro International depicts that education situation in Uganda before UPE 70% of school-age were boys who attended primary school compared to 67% of girls (Grogan, 2009). This

was also substantiated by the study which revealed that by the year 1999, the wealth bias had characterised access to primary education was all but eliminated, and by the year 2000 there was virtually no gap between male and female net enrolment ratios (89.3% verse 88.8%) (Bruns et al., 2003, p. 45). This study further revealed that in 1997, the total primary school enrolments had rose from 3.4 million to 5.7 million pupils, with the greatest increase coming from females and poorest pupils (Bruns & Rakotomalala, 2003, p. 45).

In addition, in order to comply with Uganda`s constitutional requirements on affirmative action in favour of marginalised groups, two of the four pupils from each family must be girls if a family had both sexes. Further still, a study by Agaba (2004) asserted that to maintain mainstreaming and avoid inequalities amongst the children, children with disabilities were granted the highest priority during the enrolment in the UPE program. Total enrolment rates had tripled since 1996 and the enrolment of children with disabilities almost half of whom are girls, has quadrupled. As reported by the local leader:

“The initiation of UPE policy program was highly welcomed and brought great joy and hope of a drastic increase of accessibility and affordable of educational services to all the Ugandans, and therefore, me being a local person, I have gained from the program the fact that I have many children and majority of them being girls, therefore, could not afford to pay school fees and provide them with the school requirements as girls require much requirements compared to boys” (an interview with the LC leader).

This quotation therefore, revealed that Ugandans had hopes in the UPE policy and greatly believed that it would provide affordable and accessibility to educational services to their children. This is substantiated by the study done by USAID which stated that girls in different geographical areas of Uganda had faced different disincentives for enrolling in school, and making them leaving out of school, and therefore, hoped that by the UPE policy where they would lower school fees, such girls would succeed in accessing the education services (Moulton, 2002, p. 62).

However, on the other side, the study revealed that the introduction of UPE policy did not meet much expectations of the majority of the Ugandans most especially those from the rural areas and poor families and were therefore, disappointed because their expectations were not met as they wished to be. During the study, I interviewed one of the respondents, a male revealed to me that one of the reasons why their expectations were not fully met, was that they pay some extra money to the school meant for the extra activities at school such as

buying food for both teachers and children, construction of extra latrines, classrooms, paying extra teachers, for extra lessons amongst other activities, hence making the policy not successfully implemented as was meant by the government of Uganda during its introduction. One of the parents reported that:

“I have eight children, five boys and three girls of whom six are schooling, and here is that each requires three thousand five hundred Ugandan shillings (approximately one US dollar) as school demands it saying that it is meant for construction totalling to two hundred and one thousand Uganda shillings (approximately seven US dollars), and this is not easy for me to get it. The school has therefore, become unaffordable and not accessible as a peasant, the fact that I am not even financially working well, when even one falls sick I even fail to buy some medicine (Paracetamol) of just two hundred Uganda shillings, this has therefore, left me very disappointed and not crediting the introduction of UPE program” (an interview with the male parent).

Another reason for the failure of the program which led to a disappointment to the locals was that the government has not provided school materials such as water, electricity, and others commonly in village schools, especially those meant for disabled children like deaf, lame, and blind children. Initially the government promised that it would provide such materials such as wheel chairs, crutches, among others, but these have not been provided hence unsuccessful implementation of the policy.

Additionally, children with disabilities that would want special attention easily get swallowed and forgotten during teaching in some congested classes, to the extent of some classes are being held under trees in some areas of Lugusulu sub county in Sembabule District, and those with classes were found when one class is being divided into four equal parts with the use of papyrus mats acting as the walls dividing the room, and this has greatly contributed to the unsuccessful implementation of the UPE policy because these pupils cannot have conducive study area.

Special treatment to the children with disabilities was also agreed upon by the ministry of education as their goal as presented during the white paper which was approved by the president’s cabinet in 1992 which argued that education would be democratized to provide access to the underserved, including girls, other disadvantaged groups, the disabled, and the nomadic Kalamoja (Moulton, 2002, p. 56). But it is unfortunate that such groups and disabled children have not been given attention by giving them the requirements like crutches,

amongst other requirements and this has also led to the unsuccessful implementation of UPE policy program.

As noted by the pupil from some school in primary six:

“I am being marginalised at school not only outside classes but also inside classes because I do not hear very well compared to my fellow pupils and therefore, am taken to be an abnormal person hence my fellow pupils look at me as an old man out that I should not be schooling with them, to the extent of not even participating during co-curricular activities such as football, table tennis, and other activities. Additionally, during classes my teachers do marginalise me, more especially when I ask the teacher to repeat for me in case I did not hear very well, they do not listen to me and just continue teaching, fellow pupils start to laugh at me and I feel am demoralised and marginalised” (an interview with the primary six boy).

This quotation therefore, depicted that some Ugandans especially pupils have lost hopes in the UPE policy and believed that it has not maintained mainstreaming all categories of children and avoid inequalities to make educational services affordable and accessible to the majority of the Ugandans hence hindering the successful implementation of the policy.

5.4 Conclusion

From the above analysed data about the dependent variables and the presentation and discussion of the findings, it is clearly depicted that UPE policy goals and objectives have not been fully achieved as was meant by the government and this has led the policy not to be successfully implemented. It was revealed that initially the number of enrolment increased but it kept on reducing and therefore, retention was not improved. This was because of the different factors such as geographic environment, limited socio amenities, lack of commitment amongst the teachers, low and delayed salaries, and other factors. The completion of primary seven was also not fully achieved as the pupils kept on dropping out of school before completing the school. However, initially this number had increased. This reduction of enrolment was due to constant engagement of children in domestic and agricultural activities, poverty amongst the parents, early marriages, family breakdown, and extra money charges. Additionally, mainstreaming of all categories of children has not been fully achieved. By mainstreaming, the policy intended to avoid inequalities, irrespective of one’s gender, disability or any other categorisation, but this has remained in the policy document plans, because children with disabilities are still being marginalised and not catered

for, for example, the policy still lacks enough sign languages, crutches, wheel chairs and others meant for persons with disabilities, girls are still marginalised by their ignorant parents who still favour boys in terms of education and in other fields. Therefore, basing on the field study, the data that was collected and analysed, UPE policy was not successfully implemented in Lugusulu Sub County in Sembabule District.

Chapter Six: Findings and Discussions on the Independent Variables

6.0 Presentation and analysis of independent variables

Three independent variables are presented and analysed under this sixth chapter, and they include the following, the design of the policy standards and objectives, the availability of resources (financial and human resources) and the political and socio-economic status of the community. The data that is presented in this chapter as regarding to independent variables mainly answered my research study for example, was the policy standards and objectives maintained without ambiguities and inconsistencies? Were there enough resources of both financial and human resources? Does the political and socio-economic status of the community affect the policy to be successfully implemented? Additionally, data provided by the different respondents through the interviews that were conducted also provided me with the basis for the presentation and analysis of relevant field data. This data was provided by local leaders, local population, FGD with the parents, teachers, and pupils, and documentation reviews from the DIS and head teachers of different schools of which I expected they had information about the study and therefore, would provide me with relevant data.

The theoretical perspective of Van Meter and Van Horn (1975), argues that the implementation process begins with the policy itself, where goals and objectives are established (Van Meter 1975). Van Meter and Van Horn (1975) suggest that clear policy standards and objectives should be established for the successful implementation process. The established policy standards and objectives set by the policy framers act as measures on how to judge the policy results (Van Meter & Van Horn, 1975). Van Meter and Van Horn (1975) hypothesize that policy standards and objectives provide implementers with means and procedures on how to achieve the policy goal. They assumed that if policy objectives are clear to implementers, it reduces the likelihood of inconsistencies and confusion during implementation. Thus, this helps the implementers to attain the policy targets. In addition, Van Meter and Van Horn (1975) also theorize that clear policy objectives are easily fathomed by the policy players and this would lead to reduced incidents of conflicts among policy actors in the policy process. Therefore, with reduced incidences of conflicts among policy players, there is high likelihood that the policy might be implemented successfully.

6.1 The policy standards and objectives

Increasing the number of enrolment and improvement in retention through main streaming all categories of children and avoid inequalities to make education affordable and accessible freely to the majority of Ugandans was considered to be one of the UPE goals. The study therefore, aimed at assessing the clarity and ambiguity experienced by the policy implementers during the policy implementation process and how they have positively or negatively affected their capacity of implementing the policy successfully. In addition, the UPE policy goals and objectives were also determined by the degree of conflicts and consensus during the implementation process. It is therefore, asserted by the theories that when the rate of conflicts and ambiguity is high most especially during the implementation process, the policy cannot be successfully implemented, because the implementers have to always conflict hence hindering the implementation process. Therefore, for the successful implementation of the policy, these theories emphasized that the subordinates and other actors should maintain consensus and participate during the formulation of policy goals and objectives. Policy goals and objectives were much more tackled with different respondents during the interviews such as DIS, local leaders, and school administrators whereby they shared some information with me about the ambiguity of policy goals and objectives to find out if such policy goals and objectives have been maintained without conflicts and ambiguities amongst the policy implementers.

During the interviews, a report from one of the local leaders revealed that policy goals and objectives were made ambiguous through the politicization of the program by the different political leaders “top leaders” in Sembabule district particularly in Mawogola County. As reported by one of the local leaders,

“The big fish in this area have largely hindered successful implementation of the policy, whereby the program which was meant for the government has been turned into a personal program. For example, our Member of Parliament (MP) here during the meeting held at school, stood and said that based on to his financial capacity, he would donate finances for the buildings of four classes and one dormitory. This was done towards election periods, all aiming at targeting the population to vote for him back to the parliamentary seat, and therefore, this has also left the policy goals and objectives very ambiguous and conflicting hence unsuccessful policy implementation” (an interview with the female local leader).

This argument clearly stated that there are ambiguities of policy goals and objectives during the implementation process hence its unsuccessfulness, the fact that some politicians have continued to use public money by spending it on personal political interests in that they can be voted back in to offices for more years of rule. One of the teachers reported that,

“The program has been politicised by even the president himself, him being the president, and a leader yet the program was meant for the government but not for the president individually and this has continued to create ambiguities in the policy goals and objectives. For example, he is the same president who ordered for the Lutunku primary school to be changed in to Kaguta primary school all aiming at misleading the population by mastering in to their mind that it’s the president who constructed the school with the help of his money yet it was a government program. This meant that the population would still vote for him in the power for the longevity of presidential terms” (an interview with the teacher).

This report therefore, also asserted that the policy goals and objectives have been affected due to the ambiguities amongst the politicians hence unsuccessful implementation of the policy. Based on the variable of policy standards and objectives, the field study asserted that ambiguous and inconsistency policy standards and objectives greatly affected the successfulness of the policy implementation in the district particularly the study area of Lugusulu Sub County.

Limited commitment to duties amongst the DEO, DIS, amongst other education officers also led to unsuccessful implementation of the policy and this was greatly evidenced during the field research study. This was observed during the field study when I wanted to interview them from their offices but surprisingly and shockingly, it took me weeks before meeting any of the officers in their offices. In addition, when I tried to get their contacts, the DEO told me that I cannot meet him, and therefore, advised me to at least try to meet the DIS which also took me some weeks to get him in his office. Furthermore, they arrive late into their offices, and even evade the district education meetings amongst others, all altering the implementation policy hence its unsuccessfulness.

During the field study, one of the head teachers from the public school in the peri-urban centre, revealed that during the implementation process, some actors are excluded from the process yet they would also contribute to the successfulness of the policy to be implemented. A study done by Moulton (Moulton, 2002) argues about the exclusion of other implementers by stating that the UPE implementation committee made its decisions in private, consulting

neither other ministry of education officials nor donor officials. Furthermore, district and school officials, including teachers have always been excluded during the decision making meant for policy implementation (Moulton, 2002, p. 68). The head teacher was quoted to have stated that,

“The government should always include head teachers in the payment of teachers, for example, by designing a form to the head teachers where he/she should endorse for the payment of teachers in schools at the end of the month and goes direct to the CAO. This is because some teachers just come to the schools sign the attendance lists and go back, without teaching, but in case head teachers are included and given such forms to always endorse payments for teachers every month, this would also force these teachers to keep around school and perform their duties as expected hence leading to the successful implemented of the policy” (an interview with the head teacher).

Van Meter and Van Horn (1975, p. 459) also substantiates the above quotation by asserting that participation of implementers and other actors in the policy formulation lead to a higher staff morale, increase on their commitment duty, towards the policy to be implemented, which would lead to the increased clarity of the policy standards and objectives, hence leading to a successful implantation of the policy. Additionally, Winters integration theory also argues for the inclusion of implementers whereby street-level bureaucrats and target-group behaviours should be considered for the success of the policy. Lipsky (1980) also argues that the decisions of street-level bureaucrats, the routines they establish, and the devices they invent to cope up with uncertainties and work pressures, effectively become the public policies they carry out and this would therefore, mean the successful policy implementation (Lipsky, 1980, p. xii).

However, I cannot conclude by saying that the inclusion of implementers to participate in the formulation of the policy lead to high morale of the staff, increase on to their commitment duties toward the policy standards and objectives, and lead to increased clarity of the policy standards and objectives, and reduction of resistance amongst subordinates for the successful implementation, the fact that there are other factors which are needed for its successfulness during implementation as Gross and Associates cited in Van Meter and Van Horn (1975) asserted, factors such as policy resources, interorganisational communication, and enforcement activities, the characteristics of the implementing agency, the deposition of implementers and political and socio-economic conditions.

6.2 The availability of resources (financial and human resources)

For any policy to be successfully implemented, resources such as financial and human resources are taken to be amongst the major determinants during the implementation process as different theorist suggested that policy resources are taken to be major variable during the implementation process reason being that they link between the policy and performance which in the long run lead to the successful implementation process. Further still Levine, 1972, and Schiltze, 1969, as cited in Van Meter and Van Horn (1975, p. 463) also asserted that for the successful implementation of the policy resources should be taken in to consideration and made readily available. Grindle and Thomas (1991) further argue that policy resources should be seen as the major factor during implementation process and categorised in to political and bureaucratic resources. Grindle and Thomas (1991) further sub categorised them in to financial, managerial, and technical resources (Grindle & Thomas, 1991, pp. 146-149). They explained that such resources are needed and therefore, there should be ways of mobilizing and accessing them to make them readily available for the successfulness of implementation policy. Therefore, regarding to my study of implementation of UPE policy, resources like teachers, infrastructure, school materials, like text books, crutches, wheel chairs, amongst other materials should be made readily available for the successful implementation of the UPE policy. The study therefore, assessed how such resources of financial and human resources can be mobilized, accessed, and made available for the successful implementation of the UPE policy and how such policy resources affect policy to be successfully implemented in Lugusulu Sub County in Sembabule district in Uganda.

6.2.1 Financial resource provision

Grindle and Thomas (1991) also substantiate that in addition to political and technical resources, a series of bureaucratic resources are needed to be mobilized by public managers in order to encourage and sustain the implementation of policy (Grindle & Thomas, 1991, p. 146). They further argue that financial and managerial resources can be instrumental to successful outcomes of many reform initiatives. However, despite of the apparent poverty of most governments in developing countries, particularly Uganda my area of study, acquiring financial resources that can help sustain the implementation of a policy reform may be comparative easy (Grindle & Thomas, 1991, p. 147). This is likely to lead to unsuccessfulness of the policy to be implemented. Additionally, budgetary resources are also always tight, of course but those familiar with developing country budgets know that

understanding is a recurring problem in some sectors (Grindle & Thomas, 1991, p. 147). Therefore, all these reputations are likely to lead to unsuccessful implementation of the policy.

It is asserted that the education sector receives financial support from the central government, however, these finances are not readily available and not enough and this has made the policy not to be successfully implemented as was meant by the government. This is substantiated by the study done by Kibuuka (2000) which depicts that from the expenditure perspective, between 1994/1995 to 1998/1999 education is the single-most sector to have taken the biggest share in the national budget (SK, 2000, p. 11). Kibuuka (2000) further explained that in 1998/1998, education alone took the highest vote of 22.7% of the national budget, followed by the defence at 13.7% while health and agriculture got the least at 6.4% and 1.5% respectively (SK, 2000, p. 11). However, education sector taking the highest vote of national budget does not mean that this finance is enough and this has left the policy not successfully implemented.

The financial resources for the implementation of UPE policy in Lugusulu Sub County in Sembabule district are mainly provided from the central government of Uganda and would be released monthly according to the planned activities of the program as the DIS responded to me during the interview that was held with him. After the interview, therefore, the study discovered that in case of limited resources, mainly meant for the successful implementation of the policy, there are likelihoods of unsuccessfulness during the implementation process in the area, and this meant that such policy resources should be made readily available for the successful implementation of the policy. The ministry of education's goals as presented in the white paper, was to make sure that UPE program would be achieved by the year 2002 (Moulton, 2002, p. 56). This was to be achieved through making education free and compulsory and increasing resources going to the education, which would mean successful implementation of the policy. However, on the other hand, some authors such as Grindle and Thomas (1991) argued that resources like finances should be considered during implementation policy process but most especially in developed countries, claiming that in developing countries like Uganda financial resources cannot be the case for the successful implementation of the policy. There is another argument that such developing countries can still depend or get external supporting funds from the donors like World Bank (WB), European Union (EU), and others, for the implementation of their policies, but sometimes such donors have always had different interests from the government program and this

hinders the successfulness of the policy to be implemented. This is substantiated by a study done by Ward et al., (2006) who argues that it is widely acknowledged that until quite recently the majority of externally funded interventions in the education sector of Uganda failed to meet their objectives (Ward et al., 2006, p. 9). In a country where foreign aid in general, and aid to education in particular, is significant (external finance accounts over 50% of education expenditures), these disappointing development outcomes have been damaging to the fulfilment of the government's primary responsibility for ensuring that its citizens enjoy the right to a good basic education, and this has hindered the policy to be successfully implemented (Ward et al., 2006, p. 9). During the interview with the DIS, he reported that:

“Even though these organisations like World Bank, European Union and developed countries that have been supporting Uganda financially have had different interests, but somehow some where the government had gained from them but now they have annually been deducting their amount of money provided and even some countries abandoning to support more. When asked why there are reductions of the support, he revealed that the Ugandan government has been criticized against its miss trust, that the donors no longer trust the government because of its day to day song of corruption. The funds that are released for some program is misused by the government officials so such organisations end up not achieving their interests in Uganda, and this has left different organisations and countries loosing moral of providing Uganda with its financial support” (an interview with the DIS).

This information released by the DIS about the misuse of the government funds by the top government, was further substantiated by one of the local respondents when he noted that,

“Misuse of funds has been seen as a day to day song in most of African countries more especially Uganda. The respondent revealed that himself is a corrupt person by saying that his being a neighbour to one of the public schools was his best luck, this was because he stated that by the time the government started the construction of school infrastructure, he used to sleep under grass thatched house, but now he is sleeping under cemented house with iron sheets, after the constructors sold him some cement, and iron sheets of which he managed to construct his good house. He therefore, concluded that misuse of government funds has left the program unsuccessfully implemented and forced the supporting organisations and countries abandoning Ugandan government” (an interview with the male respondent).

The interviews that were held with one of the head teachers from one of the schools in Lugusulu sub county in Sembabule district, further revealed that UPE funds were reduced from the central government to the local government and they are released lately from the ministry of finance, to MoES, and finally to the district. This head teacher was quoted to have stated that,

“Reduction of the funds by the supporting agents, in addition to the delays by the government has been taken to be amongst the problems why UPE policy is not successfully implemented as was meant by the government during its initiation. This has therefore, led to teachers losing morale, commitment duties in relation to their teaching fields to the extent of forcing them to go for other businesses especially in the afternoon hours male teachers going for motor cycle businesses (boda boda ridding⁷) to look for the way of surviving hence having an effect on successful implementation of the policy” (an interview with the head teacher).

The above reports from the different respondents meant that the UPE policy would be successfully implemented due to such arguments if they are considered.

The initiation of UPE program in 1996 by the president Museveni meant massive increase of children which in the long run led to a problem demand for more class rooms. For example, during my field study, I experienced the school which had two buildings whereby such buildings would be divided into eight rooms each consisting of four rooms made with papyrus mats. This was substantiated by the study which stated that although the ministry has embarked on a drive to build more schools, and provide instructional materials, this is still far inadequate for as the ministry acknowledges “the increase in the number of schools has not kept pace with the increase in the number of pupils (MoES 1999, p. 11) (Aguti, 2002, p. 5). All the above arguments clearly indicated that limited financial resources have made the UPE policy unsuccessfully implemented as was meant by the government.

6.2.2 Human resource provision

Under this variable, Van Meter and Van horn (1975) substantiated that policy resources are major variables during the implementation process since they link between the policy and performance which all contribute to the successfulness of the policy to be implemented. Human resources like head teachers, teachers, administrators and other human resource managers should be made readily available for the successful implementation of the policy as

⁷ Boda boda is type of motorcycle or bicycle with a space for a passenger or carrying goods, often used as a tax. Boda bodas are ridden by boys on Kampala streets and in other cities.

Levine, 1972, and Schiltze, 1969, cited in Van Meter and Van Horn (1975, p. 465) asserted. This would mean that the higher the level of availability of human resources, the higher the level of successful implementation of the policy, and the lower the level of availability of human resources, the lower the level of successful implementation of the policy.

However, on the other hand, the capacity to generate management inputs for implementation is also expensive, and this has led to the unsuccessfulness of the policy to be implemented. For example, control of budget, personnel appointment and promotions, and control of support services ranging from transportation to purchasing are also important elements of bureaucratic power, as was illustrated in the case of Mali, where there was a vital interest in project inputs, especially medical supplies and vehicles (Grindle & Thomas, 1991, p. 147).

Additionally, during the field study, it was discovered that some classes had large numbers of pupils which could not match with that of teachers for example, in one school a class had a ratio of 1:80, and another one having 1:75, all which indicated that there is still limited human resource with the number of teachers being too low compared to the number of children which simply leads to pupils definitely not access education services as was planned by the government hence leading to its unsuccessful implementation of the policy. Ndeezi (2000) asserts that UPE policy has not been successfully implemented as was meant by the government since the ratio of teacher-pupil is not appropriate because the current ratio is 1:110, this leads to high congestion of pupils and not conducive for proper learning and standards. This has always become worse when it comes to the pupils with disabilities which would always want special attention which ends up getting swallowed in these congested class rooms, hence the unsuccessfulness of the implementation policy.

There is another study that was done which also clarifies that UPE policy also led to increased number of pupils hence raising more demand for the teachers, however, the government has done some work in this regard by training and upgrading the already existing teachers but the teacher-pupil ratio is still not matching as expected (Aguti, 2002, p. 5). For example, in 1996, the ratio was 1:37.62 and by 1999, this had declined to 1:63.63 (Aguti, 2002, p. 5). This has therefore, left the policy unsuccessfully implemented compared to what the government had planned.

This was further substantiated by the data collect from the field during my study when one of the teachers from one of the schools noted that,

“However, there are many problems faced in my field of teaching such as low and delayed payments, long distances, absence facilities like Hydro Electric power (HEP), water among other services at the school, but teacher-pupil ratio being too low compared to what the government had assumed during the initiation of the program and this has left me feeling biased and therefore, deciding to leave out teaching field. For example, I do teach two classes that are primary three which has 80 pupils and primary four which has 75 pupils. These pupils make me too tired of shouting during class teaching almost the whole day to the extent that when I go back home I even fail to prepare meals for my family, no time for my husband, and other businesses yet we are paid low salaries and in addition such salaries come late, sometimes the CAO try to misuse it and you find that months have passed without any pay, you can imagine how hard the life is. Like now, I have spent four months without any payment, when I visit CAO’s office what he only tells me is that we are still investigating why your salary was not included onto the payroll slip for the district, amongst other problems that would force me to forego teaching field and this has led to unsuccessful implementation of the UPE policy” (an interview with the female teacher).

6.3 Political and socio-economic condition

It is clearly evidenced by the theorists such as Winter’s integrated theory and Van Meter and Van Horn’s implementation theory that political and socio-economic conditions are also mainly determined during the implementation process of any policy (Van Meter & Van Horn, 1975). Such theories therefore, assert that political environment should be maintained stable to give a conducive environment to the policy implementers and other subordinates for the successful implementation process. In addition, economic conditions are also important because the beneficiaries and other target groups to the program would be able to support the program for example, for the case of my study, if the target groups are economically stable, they are likely to facilitate their children and send them to schools and this would lead to the program to be implemented successfully because it is meant to have children. In this regard, I therefore, took an initiative during my field study to ask questions like what is the political condition needed during the implementation process for its successfulness? Socially, if the community is socially well, for example having the social amenities such as water, hospitals, clinics, electricity, good infrastructures and others, this means that the pupils are likely to have morale and good health to go to school since some pupils expect health assistance at their schools in case such assistances are needed.

Grindle and Thomas (1991, p. 143) suggested that political conditions are very crucial during implementation process by introducing and sustaining a reform, particularly policies that generate a public reaction. Grindle and Thomas (1991) additionally emphasised that political will and commitment amongst the policy implementers are required and should be maintained for the successful implementation of the policy. Therefore, if the political condition is maintained stable, the implementation process is likely to be successfully implemented. This was evidenced during my study when one of the respondents reported that:

“In our area of Lugusulu sub county in Sembabule district, for the case of political stability, the policy has been successfully implemented because we have not yet got any disturbances in relation to political issues, because security is good to the extent that in every peri-urban centre we have got a police constable for security maintenance and sometimes these policemen try to mobilise and encourage the local parents to educate their children and this has left majority of the parents sending their children to the school. The policemen in connection with the local leaders also use another tactic of intimidating the parents to be imprisoned in case they do not support their children and send them to school, and this has left the policy successfully implemented because the program has received children” (an interview with the parent).

Given the above background, I can argue that the local political leaders such as the area (village) chairperson, law enforcement such as policemen, have had an essential role in successfully implementing the policy of UPE through mobilizing the local population to send children and to school and the political environment has been instrumental in facilitating policy implementation.

Additionally, states are hierarchical organisations; they are systems of power that are legitimised for specific functions that they are supposed to carry out (Hydén, 2006, p. 50). In this regard, politics are taken to define the success or failure of policy implementation. State officials are expected to perform particular roles within those systems. In this respect, such officials are supposed to give up their personal interests to act in the public interests. However, this line between the personal and official, the private and the public, has always been not easy to draw in ways that satisfy everyone. Therefore, some state organisations have become too bureaucratic, for example, the officials becoming too preoccupied with blindly following procedures. Others have continued to display opposite characteristics, while others

have tended to favour their own interests at the expense of the public (Hydén, 2006, p. 51). This has therefore; led to the policy not to be successfully implemented as the government had planned before. For example, during my field study, it was reported that some political officers have pursued their political interests at the expense of the public, whereby the area MP had always claimed funds for the UPE program to be his personal money, and this has continuously led to unsuccessful implementation of the policy.

Further still, if the political environment is not maintained stable, there are likelihoods of negative effects towards the implementation process and this would lead to its unsuccessfulness. This was also evidenced during the study when one of the security officers reported by referring to other areas in Uganda that:

“In other areas of the country, the policy has not been successfully implemented because the political environment is not maintained stable. For example, in the areas of Northern parts of the country in the districts of Gulu, Arua, and other districts of Northern region, the policy has not been successfully implemented because the population has always been on run due to the political conflicts with Lord’s Resistance Army (LRA) against the ruling government. This has left parents failing to send their children to the schools in these war tone areas and even those who are sent to schools, they are captured by the rebels, therefore, parents remain scared of sending their children claiming that they would rather be killed with their children other than being killed during school time” (an interview with the security officer).

Given the above argument, I can clearly argue that the policy has not been successfully implemented not only in Lugusulu Sub County in Sembabule district but also in other areas of the country.

6.3.1 Education background of the target group

During the filed study, I also assessed the socio-economic factors such as education background of the parents, to know if their level of education has an effect on UPE policy implementation for example, through supporting and sending their children to the schools, the capacity to understand clearly the policy goals and objectives, the chances to be included during the policy implementation process, amongst others.

Table 8: Education background of the target group

Education background	Primary	Secondary	Tertiary/university	Total
Number of parents	10	1	0	11
Percentage	90%	9%	0%	100

Source: Researcher`s field notes

From the above table, it is clearly shown that out of 11 parents who were interviewed, 90% attended school but did not complete primary level who could not read and write, and therefore, did not have any knowledge about the policy of UPE, and did not know the benefits of educating their children. These further shows that this high percentage is not included during the policy implementation process since they are not educated. Such parents were left with difficulties compared to the educated ones with some levels of education who constituted to 9% claiming that let those with some ideas about the benefits of education send their children to school, after all we are all surviving locally both educated and uneducated, and therefore, our children would also survive in the same way hence hindering the implementation of the policy. As one of the respondents reported:

“Today, almost educated and uneducated parents are slightly surviving in the same way, especially teachers, my son aged 17 years works with the construction companies and earns ten thousand Ugandan shillings per day (approximately three US dollars), and within a month, totals to thirty thousand Ugandan shillings (approximately nine US dollars), without any taxation yet it is the same amount of money a teacher gets and when it is taxed, he is outcompeted by my son. So I therefore, do not see why I should educate my children” (an interview with the female parent).

Additionally, social amenities such as water, hospitals, electricity, infrastructures like roads, classrooms, and others are also believed to have an impact on the policy to be successfully implemented. It is argued that when these social amenities are available and are in better state, the policy is likely to be successfully implemented. For example, in the study area it was discovered that such social amenities like roads, school structures are present and this has led to the policy to be implemented to some extent. However, on the other hand, absence of some amenities such as electricity which could help children most especially during the night and morning preps have also made the policy to be unsuccessfully implemented. During

the field study, it was found out that none of the schools had a school clinic that can even give out first aid treatment in case of any health problems not only to the school children but also to the teachers. Water for consumption and other uses at school was another major problem. Teachers could just send children to collect water from their homes, and in addition their homes are far away from the water dams and rivers which make lives of the whole community hard. It was therefore, hypothesised that absence of these amenities such as water, electricity, and others hinder successful implementation of the policy.

Economically, it was also found out that economic factors are likely to have an impact about the successful implementation of the policy. Such factors were therefore, determined during my study in Lugusulu sub county in Sembabule district through assessing the community income generating activities such as growing crops like millet, matoke, cassava, sweet potatoes, and other crops, raring animals like cattle, goats, sheep, and other animals, all meant for sale and home consumption. The study revealed that after their sale of produce, the economic status of the population would get improved, and this would mean that the parents would afford to provide their children with other school materials that the government do not provide such as books, pens, school uniforms, and other school requirements. However, on the other hand, when the economic status of the parents is not doing well at all, the policy is likely to be unsuccessfully implemented due to the failure of the parents to support their children to school as required. Another example to substantiate poor economic status of the population in the study area was also aired on NTV Akawungeezi⁸ news at 07: 00pm on 07/11/2107 which showed that that seven million people in Uganda are suffering from hunger, and this would mean that such parents cannot afford to support their children with school requirement, provide them with food, not only at home but also at school, and in this regard children could not study when they are hungry. Amongst the areas that were mentioned to be suffering from hunger, the area of study Sembabule direct was as also included, and also other districts of Teso, Isingiro, Kiruhura, Kaliro, Busoga region, and many more districts in the country which meant unsuccessful implementation of the policy. During the field study, one of the parents reported that:

“My son, we welcomed the UPE policy hoping that it would help us by making our children access free education services, but then this has not been achieved because we still fail to

⁸ NTV is a Ugandan national television which airs out news in both English and Luganda in different periods of hours. For example, NTV Akawungeezi an evening news on 07/11/2017 at 07:00pm showed that the population in the country was suffering from hunger and of which Sembabule as the study area was also included which would lead to unsuccessful policy implementation.

support them with school requirements such as books, school uniforms, pens and other requirements. This is because our economic status is not doing good since we have failed to get agricultural produce after long dry season in our area, and this has left our area affected by lack of food, people dying of hunger, and in this condition, we have failed to get food at home, and so how can you send children to school without food, when they are hungry? This means that even if my children fall sick I even fail to provide them with medicines, they just stay home until they are healed by God`s grace. In addition, teachers have also failed to teach because at their homes they also do not have enough food; further still the government has failed to provide food to both teachers and children at school” (an interview with the male parent).

From the field study, the data collected clearly depicted that political and socio-economic conditions have led to unsuccessful implementation of the UPE policy in Lugusulu Sub County in Sembabule district.

6.4 Conclusion

The above analysed data about the independent variables and the presentation and discussion of findings, it is clearly evidenced that the UPE policy has not been successfully implemented in Lugusulu Sub County in Sembabule district. This is evidenced by different factors such as ambiguities and inconsistencies of the policy standards and objectives. The ambiguities created conflicts amongst the policy implementers and other actors such as target groups, and street-level bureaucrats which led to unsuccessful policy implementation. The politicisation of the program also interfered the implementers which also created ambiguities of the policy standards and objectives. Additionally, street-level bureaucrats such as school administrators have always been excluded from the decision making meant for policy implementation, yet they should be included, and such exclusion would lead to unsuccessful implementation. Limited resources such as financial and human resources also led to unsuccessful implementation of the policy. It was discovered that the policy lacked enough teachers, most especially sign language and trained teachers in relation to the number of pupils, resources such as text books, furniture, like desks, crutches, wheel chairs meant for persons with disabilities and other resources were not enough. Poor political and socio-economic condition was another factor that also contributed to unsuccessful implementation of the policy. It was also revealed that politicisation of the program, such as politicians using their political powers to influence the policy implementers created conflicts hence unsuccessful implementation. Additionally, such politicians would also appoint people in offices

regardless of their academic qualifications. It was further reported that absence of social amenities such as water, school clinics, and others also contributed to the unsuccessful implementation of the policy.

Given the above background from the data that was collected and analysed, I can argue that UPE policy was not successfully implemented in Lugusulu Sub County in Sembabule district.

Chapter Seven: Summary, Implication of Findings and Conclusion

7.0 Introduction

This is taken to be the last chapter of my thesis, whose main study purpose was to examine the factors that determine successful implementation of UPE policy in Lugusulu Sub County in Sembabule district. The chapter is intended to mainly summarize the major findings of the study in relation to the independent variables and how they influence dependent variables during the implementation process of any policy. This chapter is also intended to answer the research questions as following;

- a) To what extent does policy design affect the success of implementation of UPE policy?
- b) What kind of resources is essential for successful implementation of the UPE policy?
- c) How do political and socio-economic conditions affect the successful implementation of UPE policy?

Additionally, the chapter also gives a clear picture of the study implication about the implementation policy process in Uganda most especially at the local levels, however, this does not give a final conclusion about implementation policy because there are other studies which have been studied by different researchers and others are still being studied.

The study findings well evidenced that UPE policy is unsuccessfully implemented because of the following factors, not only in the study area but also in other areas of the country Uganda.

7.1 Ambiguities and inconsistencies of the policy standards and objectives

Ambiguities and inconsistencies of the policy standards and objectives were found during the field study as major problems and challenges that had hindered successful implementation of the policy. There were a lot of ambiguities and inconsistencies in the policy standards and objectives, conflicts amongst the policy implementers, and other actors like target groups, street level bureaucrats, amongst other challenges which all contributed to unsuccessful policy implementation.

During data collection, the two theories that were mainly used helped the study to answer the research questions based on the data presented and analysed. For any policy to be implemented successfully, there should be presence of clear policy standards and objectives which are emphasized by both theories like Winter`s (1990) integrated theory and Van Meter and Van Horn (1975) implementation theory. This is because when policy standards and

objectives are clearly maintained, there is a likelihood of fewer ambiguities amongst the policy actors during the implementation process and this would mean successful policy implementation. They further argued that implementation results are easily determined when the stated policy standards and objectives are well maintained during the process. However, data collected and presented from the field study depicts that the policy has not been successfully implemented the fact that there were a lot of ambiguities and inconsistencies of policy standards and objectives. This was mainly led by the poor politicians most especially the area MPs who would interfere with the implementation process for example, by targeting their political interests to be achieved and elected in the office, selecting nonqualified officers in to the offices that need qualified officers, amongst other ways altering the process, hence inefficiency of the policy to be implemented. Therefore, the data from the field of the study substantiates these theories that the presence of ambiguities and inconsistencies of policy standards and objectives largely contribute to unsuccessful implemented of the policy. With the help of interviews conducted with the policy implementers and other actor such as DIS, school administrators, local leaders, amongst others, the study concluded that, given clear policy standards and objectives, the UPE policy would be successfully implemented as the government had planned for it.

7.2 Limited resources such as financial and human resources

Limited resources such as financial and human resources were also found to have contributed to unsuccessful implementation of the policy. Van Meter and Van Horn (1975) argues that for any policy to be successfully implemented, resources such as financial and human resources should be mobilized and made readily available. However, the study revealed that it was unfortunate that such resources like teachers, money to buy other extra materials, text books, furniture, and others, were insufficient which made the UPE policy to be unsuccessfully implemented. This was revealed with the help of school documents such as book records, which depicted the number of teachers, text books, and other school materials which were not enough. Therefore, given enough resources of financial and human resources, the UPE policy would be successfully implemented.

7.3 Poor political and poor socio-economic condition

Poor political and poor socio-economic condition was further evidenced as other factors that had led to unsuccessful implementation of the policy. Winter`s integrated theory also argued for stable political and socio-economic conditions for any policy to be successfully implemented. The FGDs held with the local community revealed that the policy has not been

successfully implemented because it was politicised by some politicians by personalising the program to maintain political interests. It was revealed that in most cases these politicians get involved in planning, mobilizing, resource allocation, monitoring and evaluation of UPE activities, and hence this led to alteration of the policy implementation process which in the end made the policy to be unsuccessfully implemented. It was also discovered that the socio-economic conditions of the community was not good. For example, the study revealed that the area lacked clean water for home consumption and at school. This meant that such population would collect water from rivers shared with animals and this could cause a lot of problems such as diseases like cholera, hence altering the lives of the people, and such pupils could not go to school when they are sick. There were no hospitals and clinics both in the area which also hindered the successful implementation of the policy; surprisingly there was no any school that had a school clinic for even emergency health services. Roads in the area were also poor which could disturb the community in transportation system, and in addition, such schools are quite far away from the homes. Other social amenities such as electricity also hindered the successful implementation of the policy, as electricity would help in terms of lighting. The study therefore, concluded that, given such social amenities, the policy would be successfully implemented as the government had initially planned.

7.4 Limited resources for persons with disabilities

Limited resources for persons with disabilities were another hindrance to the successful implementation of the policy because majority of the pupils with such disabilities have not been fully facilitated. During the field study, it was observed that resources such as sign language teachers, crutches, wheel chairs and others are still lacking which lead to unsuccessful policy implementation. The study therefore, concluded that given such resources such as crutches, wheel chairs and other resources for persons with disabilities, the policy would be successfully implemented.

7.5 Poverty amongst the local population

Poverty amongst the local population was another factor that was revealed during the study to have led to unsuccessful implementation of the policy. This was argued by the head teacher who reported that pupils had kept dropping out because their parents had failed to send their children to school with school requirements such as school uniforms, books, pens and others. It was further discovered that the economic condition of the population was also not good meaning that they do not have enough money to buy school materials such as books, school uniforms, pens and others and therefore, they still fail to send their children to school and this

has left children not attending school leading to unsuccessful implementation of the policy. The study concluded that, given good economic status of the community, the UPE policy is likely to be successfully implemented the fact that the parents are able to support their children to school by providing them with school materials such as school uniforms, books, pens, pencils, amongst other requirements.

7.6 Poor geographic environment

Poor geographic environment also lead to the unsuccessful implementation of the policy because pupils could still dropout before even completing grade seven as it was intended by the government policy. This was substantiated by the DIS who reported that majority of the population do practice agricultural activities where children are forced to drop out to engage into such activities. Additionally, the area is also dominated by pastoralists who are not highly educated and therefore, does not see the need for education. Such parents also make their children stay at home to look after their animals hence hindering successful implementation of the policy. This meant that given community mobilisation about educating children and benefits of education with the help of local leaders, these parents would stop engaging their children in agricultural activities and send them to school with supporting school requirements hence leading to successful implementation of the policy.

7.7 Conclusion

Given the data analyzed from the study, policy standards and objectives were considered to have a great impact during the implementation process of UPE. This study further depicted that most of factors that had led the policy not to be successfully implemented were raised from policy standards and objectives. The data that I collected from the field study clearly stressed that policy standards and objectives were not clear, and therefore, ambiguities and inconsistencies amongst the policy implementers and other actors were rampant which made the policy unsuccessfully implemented. Given clear policy standards and objectives, UPE policy would be successfully implemented. This was not only common amongst the policy implementers but also amongst the politicians who could politicize the UPE program by claiming that it was due to their financial support, yet the program was initiated and being run by the government. Additionally, the objectives were routinely interfered by the politicians for example, initially the government agreed with the development partners to only fund four children from each family but because of populism and political interests, the government decided to change it into education for all without first considering the availability of

resources, both financial and human resources to implement UPE policy. Hence this strongly hindered the quality of education.

Ambiguities amongst policy implementers made them lack consensus thereby resulting into conflicts, most especially during the implementation process and this would lead to unsuccessful implementation of the policy. Winter`s (1990) integrated perspective together with mixed models of policy implementation emphasized that for any successful implementation process, the policy implementers should maintain cooperation, commitment, and harmony such that they can reach consensus. Further still, theorists like Van Meter and Van Horn theory (1975) and Winter`s (1990) integrated theory also argue for the involvement of all policy actors during the formulation of the policy and this would bring about the clear standards and objectives and this would in the long run lead to consensus hence successful policy implementation. During the field study, it was evidenced that policy implementers did not maintain clear policy standards and objectives in that the UPE policy can be successfully implemented. The study therefore, argued that the policy implementers and other actors should always maintain clear standards and objectives for successful policy implementation as different theorists such as Van Meter and Van Horn (1975) and Winters integrated theory emphasized. The study also revealed that some policy actors would be excluded during the policy formulation process which could lead to unsuccessful process. It was therefore, concluded that policy actors should always be included during the policy formulation, as this could give them morale, hence ambiguities and inconsistencies would be minimized and therefore leading to harmony amongst the policy implementers and other actors which lead to a successful implementation of the policy.

The study further realized that insufficient policy resources such as financial and human resources were considered as another negative impact against the successful UPE policy implementation. Resources such as teachers, finances, school materials such as textbooks, crutches, wheel chairs, especially for the disabled pupils amongst other materials were not readily available which made the policy unsuccessfully implemented. Van Meter and Van Horn (1975) also emphasized that such resources should be made readily available for the successful implementation of the policy. From the field study, during the FGD held with the respondents both teachers and parents, they revealed that the government should make the resources readily available for the successful implementation of the policy; they raised the problems of limited infrastructure, chairs, limited text books and others. The study concluded that the need to mobilize resources remains urgent to acquire the necessary infrastructure to

support successful implementation of the policy. Funds are still needed to increase on the capability support essential infrastructure and human resource training. Further still, local governments should be greatly supported by the central government, development partners, and other NGOs, and that such support should always come in time.

Additionally, the study realized that political and socio-economic conditions of the population were considered as another impact towards the successful implementation of UPE policy. This was substantiated by Winters' integrated implementation theory that argues for relevant factors of political and socio-economic conditions being influential in the implementation process. It was revealed that such conditions had negatively impacted the implementation process due to the fact that some politicians would interfere with the planning, mobilization, allocation of resources, monitoring and evaluation of the policy. These politicians have used their political powers in their areas to influence policy implementers in favor of their personal political interests by just appointing officers in the offices regardless of the academic qualifications meant for such offices, and this led the policy to be unsuccessfully implemented. The study concluded that such politicians should stand aside and let policy implementers work independently without any interference and this would lead to successful implementation of policy. Furthermore, poor economic status of the population had also led to unsuccessful implementation of the policy since the populations have continued to fail support their children to school while providing them with school requirements such as books, pens, food amongst other requirements. The study concluded that poor economic status of the population can be improved by practicing large scale farming instead of subsistence farming, use of improved methods of farming, use of land whose tenure is secured, engage in small businesses, access loans with low interest rates through micro finance credit banks and others. The populations still produce depending on gifts of nature, whereby when they receive favorable rainfall, they are likely to harvest high produce and vice versa, unfortunately, these produces are bought at low prices by middlemen traders. The little produced should be bought at favorable price which give population good money to support their children. It was evidenced that the area is affected by harsh conditions of heavy sunshine since the equator passes through the area, with even today's global warming whereby, all these characteristics do not allow the population to attain high agriculture produce due to the dry seasons leaving them helpless to support their family in a day to day life. The study concluded that such problems should be given a more attention for example exerting more force and laws against environmental degradation in the area because

this would reduce on the problem of global warming hence receiving favorable rainfall which would support agriculture being their economic activity hence making them support their children to school. Irrigation system should also be put in place as another way of helping agriculturalists most especially during the dry seasons as they would always irrigate their crops not only on small scales but also on large scales of farming. Tilling of big dams in the area was also mentioned amongst the solutions that would help the locals because such dams would keep water for some good period of time for irrigation, home use and for their animals since the area also concentrates on both crop growing such as maize, millet, cassava, matoke and other crops and animal raring of cattle, sheep, goats and other animals. The study therefore, depicted that when such activities are fully supported by the government, the economic status of the parents is likely to highly improve and this would make them capable of supporting their children in the schools, hence successful policy implementation. Socially, the study revealed that the area was negatively affected. This was evidenced by poor infrastructures such as poor roads which were in a bad state with marram and a lot of pot holes. These roads would make transportation system hard as one of the teachers stressed that he could take his motorcycle in the garage every two days which was also seen as quite expensive for him based on the low salaries they earn and therefore, roads should be well constructed to make the transport system easy. The study also found out that the schools in the area did not have hydroelectricity power which could be used for lighting most especially during night and early morning preps, and other services which may require the use of electricity. Therefore, the study stressed that electricity should be provided in the area to make such education services easy. During the study field, none of the schools were found with at least a clinic where not only children but also teachers can always get first aid services in case of health problems at school. The schools should be provided with clinics where children can always access health facilities the fact that such children are in most cases young. Further still, water for consumption and other services at school was another problem because it was found out that none of the schools had even a water tank where at least some water could be collect during rainy seasons. To make matters worse, the rivers and dams were far away from schools where children would spend many hours going to collect some water, and these water sources are always shared with both domestic and wild animals, which are likely to also cause diseases to the community hence hindering the policy. Therefore, limited social amenities would lead to unsuccessful implementation of the policy. It was therefore, argued that such problems of limited social amenities like water problem would be solved by the government providing piped water, water tanks and even dig more dams around

and near the schools to keep the children with water not only for consumption but also for other school activities such as schools irrigating school gardens especially during dry seasons hence leading to a successful policy implementation. More roads should also be constructed and improve existing ones which could also ease the road transport system to both children and the local community especially when transporting their agricultural products to the markets. The study argued that when such amenities are provided, the UPE policy is likely to be successfully implemented.

This study contributed to the understanding of the policy implementation process at the local levels, particularly UPE policy in Lugusulu Sub County in Sembabule district in Uganda. The study revealed that such local levels particularly districts largely depend on the financial support from the central government, and this has hindered successful implementation of the policy the fact that central government releases such support late to the district, and then to its final beneficiaries who are teachers. It was therefore, reported that if such financial services are increased and are provided in time to the beneficiaries who are teachers, the policy would be successfully implemented because such teachers would be highly motivated and encouraged to perform as expected during their course of work at the schools. Additionally, in Sembabule district, factors such as geographical environment, family backgrounds and breakdowns, ignorance of parents, early marriages and pregnancies, and poverty amongst other factors have left the UPE policy unsuccessfully implemented as was meant by government. The study therefore, argued that if the mentioned challenges are dealt with an immediate effect, UPE policy and other policies are likely to be successfully implemented. However, on the other hand, if these mentioned challenges are not dealt with an immediate effect, the UPE policy is likely to be unsuccessfully implemented. It is also argued that, since the study was explorative, meaning that it based onto a single case study, it is hard to generalize its findings to the whole country because it is covered with almost 111 districts, and each district has got its office working characteristics, but this cannot stop the study to act as an eye opener for other studies, and researchers about the policy implementation at the local levels not only in Uganda but also in other countries that have policies to be successfully implemented.

References

- Adam, F. (2005). Community participation in school development : understanding participation in basic school performance in the Nanumba district of Ghana. Bergen: F.Adam.
- Agaba, A. (2004, Jul 2, 2014). CHALLENGES IN UNIVERSAL PRIMARY EDUCATION, *Redpepper*. Retrieved from <http://www.redpepper.co.ug/challenges-in-universal-primary-education/>
- Aguti, J. N. (2002). Facing up to the challenge of Universal Primary Education (UPE) in Uganda through distance teacher education programmes. *A paper presented at Pan Commonwealth Forum on open Learning. Durban, South Africa 29th July.*
- Ayee, J. R. (2000). *Saints, wizards, demons, and systems: explaining the success or failure of public policies and programmes*: Ghana Universities Press.
- Bhattacharjee, A. (2012). Social science research: principles, methods, and practices.
- Bruns, B., Mingat, A., & Rakotomalala, R. (2003). A chance for every child. *Washington DC.*
- Bruns, B., & Rakotomalala, R. (2003). *Achieving universal primary education by 2015: A chance for every child* (Vol. 1): World Bank Publications.
- Bwogi, M. (2016). Implementation of Public Policies at Local Level in Uganda. A Case Study of National Agrikultural Advisory Services (NAADS) in Mukono District Local Government: The University of Bergen.
- Christensen, T., Lægreid, P., & Roness, P. G. (2007). *Organization Theory and the Public Sector : Instrument, culture and myth*. Hoboken: Taylor & Francis.
- Creswell, J. W. (2003). *Research design : qualitative, quantitative, and mixed methods approaches* (2nd ed. ed.). Thousand Oaks, Calif: Sage Publications.
- Creswell, J. W. (2009). *Research design : qualitative, quantitative, and mixed methods approaches* (3rd ed. ed.). Los Angeles: SAGE.
- Creswell, J. W. (2013). *Qualitative inquiry & research design : choosing among five approaches* (3rd ed. ed.). Los Angeles: Sage.
- Creswell, J. W. (2014). *Research design : qualitative, quantitative, and mixed methods approaches* (4th ed. ed.). Los Angeles, Calif: SAGE.

- Dakar, U.-I. P. (2014). *TEACHERS INITIATIVE IN SUB-SAHARAN AFRICA TEACHER ISSUES IN UGANDA: A SHARED VISION FOR AN EFFECTIVE TEACHERS POLICY, Vol 1*, 32.
- Gollin, D., & Rogerson, R. (2010). *Agriculture, roads, and economic development in Uganda*: National Bureau of Economic Research.
- Grindle, M. S., & Thomas, J. W. (1991). *Public choices and policy change : the political economy of reform in developing countries*. Baltimore, Md: Johns Hopkins University Press.
- Grogan, L. (2009). Universal primary education and school entry in Uganda. *Journal of African Economies*, 18(2), 183-211.
- Hill, M., & Hupe, P. L. (2009). *Implementing public policy : an introduction to the study of operational governance* (2nd ed. ed.). Los Angeles, Calif: Sage.
- Hill, M., & Hupe, P. L. (2014). *Implementing public policy : an introduction to the study of operational governance* (3rd ed. ed.). London: Sage.
- Howlett, M., Ramesh, M., & Perl, A. (2009). *Studying public policy : policy cycles & policy subsystems* (3rd ed. ed.). Don Mills, Ont: Oxford University Press.
- Hydén, G. r. (2006). *African politics in comparative perspective*
- Karyeija, G. K. (2010). *Performance appraisal in Uganda's civil service: Does administrative culture matter?* , University of Bergen, Faculty of Social Sciences, Department of Administration and Organisation Theory, Bergen.
- King, G., Keohane, R. O., & Verba, S. (1994). *Designing Social Inquiry - Scientific Inference in Qualitative Research*: PRINCETON, NEW JERSEY: Princeton University Press.
- Kipo, D. D., & Universitetet i Bergen Institutt for administrasjon og o. (2011). *Implementation of public policy at the local level in Ghana : the case of national health insurance scheme in Sawla-Tuna-Kalba district*. Bergen: Department of Administration and Organisation Theory, University of Bergen.
- Kisembo, F. (2014). *The Impact of community participation on academic performance in Uganda's primary education. A case study of school management committees and parent teacher associations in Kayunga district*: The University of Bergen.
- Knill, C., & Tosun, J. (2012). *Public policy : a new introduction*. Basingstoke: Palgrave Macmillian.
- Krueger, R. A., & Casey, M. A. (2009). *Focus groups : a practical guide for applied research* (4th ed. ed.). Los Angeles, Calif: Sage.

- Lipsky, M. (1980). *Street-level bureaucracy : dilemmas of the individual in public services*. New York: Russell Sage Foundation.
- Masue, O. S., & Universitetet i Bergen Institutt for aministrasjons- og o. (2010). Empowerment and effectiveness of school committees in Tanzania. Bergen: O.S. Masue.
- Mays, N., & Pope, C. (2006). *Qualitative research in health care* (3rd ed. ed.). Malden, Mass: Blackwell BMJ Books.
- Moulton, J. (2002). *Education Reforms in Sub-Saharan Africa: Paradigm Lost? : Greenwood Publishing Group*.
- Muriisa, R. (2005). The Privatisation Experience in Uganda: Prospects and Challenges in its Implementation.
- Nabafu, R., & Maiga, G. (2012). A model of success factors for iplementing local e-government in Uganda.
- Nakamura, R., & Smallwood, F. (1980). The Policy Implementation. *New York: St. Martin's*, 12-18.
- Ndeezi, A. (2000). Focus on Policy: Universal Primary Education in Uganda. *Enabling Education Network(EENET) Newsletter*(4).
- Nishimura, M., Yamano, T., & Sasaoka, Y. (2008). Impacts of the universal primary education policy on educational attainment and private costs in rural Uganda. *international Journal of Educational development*, 28(2), 161-175.
- Odaet, C. F. (1990). *Implementing Educational Policies in Uganda. World Bank Discussion Papers No. 89. Africa Technical Department Series: ERIC*.
- Odoki, B. J. (2001). The Challenges of Constitution-making and Implementation in Uganda.
- Pressman, J. L., & Wildavsky, A. (1984). *Implementation : how great expectations in Washington are dashed in Oakland, or, Why it's amazing that federal programs work at all : this being a saga of the economic development administration as told by two sympathetic observers who seek to build morals on a foundation of ruined hopes* (3rd ed. ed.). Berkeley, Calif: California University Press.
- Reinikka, R., & Collier, P. (2001). *Uganda's recovery: the role of farms, firms, and government: World Bank Publications*.
- Ryan, N. (1996). SOME ADVANTAGES OF AN INTEGRATED APPROACH TO IMPLEMENTATION ANALYSIS: A STUDY OF AUSTRALIAN INDUSTRY POLICY. *Public Administration*, 74(4), 737-753. doi: 10.1111/j.1467-9299.1996.tb00893.x

- SK, A. K. M. (2000). EDUCATION IN UGANDA.
- UBOS. (2014). *National Population And Housing Census For Uganda*. Kampala: UBOS
Retrieved from Ubos.org.
- Van Meter, D. S., & Van Horn, C. E. (1975). The policy implementation process a conceptual framework. *Administration & Society*, 6(4), 445-488.
- Ward, M., Penny, A., & Read, T. (2006). *Education Reform in Uganda-1997 to 2004: Reflections on Policy, Partnership, Strategy and Implementation*: Department for international development (DFID).
- Yin, R. K. (1993). *Applications of case study research* (Vol. 34). Newbury Park, Calif: Sage.
- Yin, R. K. (2003). *Case study research : design and methods* (3rd ed. ed. Vol. vol. 5). Thousand Oaks, Calif: Sage.
- Yin, R. K. (2009). *Case study research : design and methods* (4th ed. ed. Vol. vol. 5). Thousand Oaks, Calif: Sage.
- Yin, R. K. (2014). *Case study research : design and methods* (5th ed. ed.). Los Angeles, Calif: SAGE.

Appendix 1: Recommendation letter from DIS

OFFICE OF THE DISTRICT INSPECTOR
OF SCHOOLS SEMBABULE DISTRICT

P.O. BOX....

DATE: 10-07-2016

TO THE DEPT. OF ADMINISTRATION & ORGANIZATION THEORY,
FACULTY OF SOCIAL SCIENCES,
UNIVERSITY OF BERGEN,

Dear Sir/Madam,


RE: MR. MUHANGI EDGAR

I wish to inform you that I received Mr. Muhangi Edgar in reference who conducted interviews at the district as a process of collecting data for his research concerning the performance of the Universal Primary Education (UPE) as a government Program.

This letter therefore serves as a formal acknowledgement by the office of the district Inspector of Schools confirming that he was given the permission and consent to carry out research in a professional and ethical manner.

The office in question hopes to get feedback for improvement in regard to the research findings especially in the areas of improved performance of the schools.

Yours Sincerely,


MR. KIGGWE MOHAMED
District Inspector of Schools.

Appendix 2: Recommendation letter from Kyabi/St Joseph's primary school

KYABI PRIMARY SCHOOL

P.O. BOX...

SEMBABULE

DATE: 16.07.16

TO THE DEPT. OF ADMINISTRATION & ORGANIZATION THEORY,
FACULTY OF SOCIAL SCIENCES,
UNIVERSITY OF BERGEN,

Dear Sir/Madam,

RE: MUHANGI EDGAR

I wish to inform you that I received Mr. Muhangi Edgar in reference who conducted interviews in our school as a process of collecting data for his research concerning the performance of the Universal Primary Education (UPE) as a government Program.

This letter therefore serves as a formal acknowledgement by the school management confirming that he was given the permission and consent to carry out research in a professional and ethical manner in our school.

The school hopes to get feedback for improvement in regard to the research findings especially in the areas of improved performance of the pupils.

Yours Sincerely,



MRS. ORIKIRIZA GLORIA

Head Teacher.

Appendix 3: Recommendation letter form Kyamabogo C/U primary school

KYAMABOGO C/U PRIMARY SCHOOL

P.O. BOX 09,

SEMBABULE

DATE: 20.07.16

TO THE DEPT. OF ADMINISTRATION & ORGANIZATION THEORY,
FACULTY OF SOCIAL SCIENCES,
UNIVERSITY OF BERGEN,

Dear Sir/Madam,

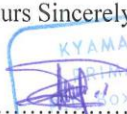
RE: MUHANGI EDGAR

I wish to inform you that I received Mr. Muhangi Edgar in reference who conducted interviews in our school as a process of collecting data for his research concerning the performance of the Universal Primary Education (UPE) as a government Program.

This letter therefore serves as a formal acknowledgement by the school management confirming that he was given the permission and consent to carry out research in a professional and ethical manner in our school.

The school hopes to get feedback for improvement in regard to the research findings especially in the areas of improved performance of the pupils.

Yours Sincerely,


KYAMABOGO C.O.U
PRIMARY SCHOOL
P.O. BOX 09 Sembabule
Date: 20.07.16

MR. TWEBAZE WILLIAM

Head Teacher.

Appendix 4: Recommendation letter from Kawanda primary school

KAWANDA PRIMARY SCHOOL
P.O. BOX 08,
SEMBABULE
DATE: 22.06.16

TO THE DEPT. OF ADMINISTRATION & ORGANIZATION THEORY,
FACULTY OF SOCIAL SCIENCES,
UNIVERSITY OF BERGEN,

Dear Sir/Madam,

RE: MUHANGI EDGAR

I wish to inform you that I received Mr. Muhangi Edgar in reference who conducted interviews in our school as a process of collecting data for his research concerning the performance of the Universal Primary Education (UPE) as a government Program.

This letter therefore serves as a formal acknowledgement by the school management confirming that he was given the permission and consent to carry out research in a professional and ethical manner in our school.

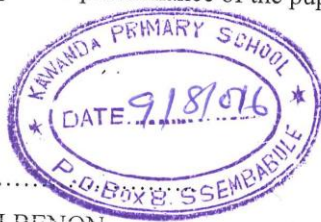
The school hopes to get feedback for improvement in regard to the research findings especially in the areas of improved performance of the pupils.

Yours Sincerely,



MR. KANYONYI BENON

Head Teacher.



Appendix 5: Recommendation letter from Kyamabogo Muslim primary school

KYAMABOGO MUSLIM PRIMARY SCHOOL

P.O. BOX...

SEMBABULE

DATE: 15.08.16

TO THE DEPT. OF ADMINISTRATION & ORGANIZATION THEORY,
FACULTY OF SOCIAL SCIENCES,
UNIVERSITY OF BERGEN,

Dear Sir/Madam,


RE: MUHANGI EDGAR

I wish to inform you that I received Mr. Muhangi Edgar who conducted interviews in our school as a process of collecting data for his research concerning the performance of the Universal Primary Education (UPE) as a government Program.

This letter therefore serves as a formal acknowledgement by the school management confirming that he was given the permission and consent to carry out research in a professional and ethical manner in our school.

The school hopes to get feedback for improvement in regard to the research findings especially in the areas of improved performance of the pupils.

Yours Sincerely,


KYAMABOGO MUSLIM P/S
P. O. BOX 64, SEMBABULE
DATE: 15/08/16

MR. MATOVU HASSAN

Deputy Head Teacher.

Appendix 6: Interview guide

I am Muhangi Edgar, a Ugandan, studying at the University of Bergen, Norway. I am currently doing my research on the topic of implementation of universal primary education policy in Lugusulu sub-county in Sembabule district in Uganda.

As part of research, I need to ask a section of people about some few questions which are relevant to my study. I therefore, promise to maintain confidentiality of the information provided to me by the respondents during the interview.

Back ground questions (tick and or fill in as appropriate)

Name.....

Gender: Male.....Female.....

Age.....

Religion.....

Level of education

Illiterate.....

Primary.....

Ordinary level.....

Advanced level.....

Certificate level.....

Diploma level.....

Degree level.....

Masters' degree.....

Doctorate of philosophy (PhD).....

Field of study

- Business administration.....
- Arts and humanities.....
- Social sciences.....
- Law.....
- Natural sciences.....
- Others specify.....

Occupation status

- Working.....
- Self-employed.....
- Unemployed.....
- Retired.....
- Pupil.....
- House wife/home worker.....

Kind of occupation

- Farmer.....
- Manual worker (skilled).....
- Manual worker (unskilled).....
- Professional, doctor, accountant and others.....
- Academic/teacher (school/college)
- Military service, police/security.....

Public servant.....

Others specify.....

Monthly income.....

Interview questions for the district education officer

1. For how long have you been serving in this position in this district?
.....
2. What are your responsibilities?
.....
3. How do you perceive or understand UPE?
.....
4. What are the UPE objectives and targets?
.....
5. How do you rate the performance of the UPE pupils in the whole district?
.....
6. To what extent do pupils dropout of school in the district? Who drops out most?
.....
7. How is the rate of absenteeism amongst schools in the district?
.....
8. Are the school administrators in the district performing as expected? If no, why?
.....
9. To what extent has the pupils completed the grade level of primary seven in the district as the policy was intended?
.....
10. Did the UPE policy improve on to the enrolment and retention of pupils in the district?
.....
11. Do you find challenges that are affecting the policy in the district? If yes, what are they?
.....

12. What is the ratio of teachers to children and how does it affect UPE implementation in the district?

.....

Interview questions for the head teachers

1. How long have you been serving in this position in this school?

.....

2. How cooperative is the school administration with the community?

.....

3. What is the ratio of teachers to children and how does it affect UPE implementation in your school?

.....

4. What is the level of education of teachers in the school?

.....

5. What is the general performance of the school in PLE compared to past years before introduction of UPE?

.....

6. What is the total enrolment of pupils in the school compared to the past years before introduction of UPE?

.....

7. What is the level of teachers' attendance?

.....

8. Do you access the essential resources to enable you to do your activities diligently?

.....

9. What are the resources necessary for effective UPE implementation?

.....

10. How do you rate the performance differences amongst the boys, girls, and people with disabilities in the school? Who performs better than the others?

.....

11. Do teachers perform as they are expected during their duties? If no, why?

.....

12. To what extent do pupils dropout of school? Who drops out most?

.....

13. Have the pupils completed the grade seven as was meant for the program? If no, why?
.....
14. Did UPE improve on to the enrolment and retention of pupils in the school?
.....
15. In your opinion, what issues would you like to be given immediate attention and why?
.....

Interview questions for the teachers

1. How long have you been serving as a teacher in this school?
.....
2. What subjects do you specialise in teaching? How do the pupils perform with it compared to other subjects?
.....
3. Do you have school committees? If yes, do they support you as you expected?
.....
4. What challenges do you face during your career of teaching? Which one do you regard to be given more attention compared to others in your own opinion?
.....
5. Are the parents collaborative with the school administration and committees? To what extent do they motivate their children to attend schools?
.....
6. Has the government provided teaching materials (library, classrooms, and books, amongst other facilities) to accommodate the number of increased number of pupils?
.....
7. If yes, are they enough? Or what should be provided more?
.....
8. Abolition of tuition fees led to the increased number of pupils in schools, but this did not completely stop pupils from dropping out of school. Does the school look at this as a problem? If yes, what has the school done to overcome such a problem?
.....
9. Which classes have more dropouts than others? Who drops out most, and why?
.....

10. Does the ratio of teachers to pupils match? If no, what are the challenges, and what ratio is appropriate for better learning standards?

.....

Interview questions for the local leaders

1. How long have you served as the local leader in this area and what are your responsibilities?

.....

2. In your own opinion, do the administrators perform as they are expected in schools? If no, why and what should be done?

.....

3. What challenges do you experience that are affecting the UPE program in the district?

.....

4. What should be done to overcome such challenges?

.....

5. How involved and motivated are you in the education of pupils in your area?

.....

6. Does socio-economic status of the community affect the policy? If yes, how and why?

.....

7. Abolition of tuition fees led to the increased number of pupils in schools, but this did not completely stop pupils from dropping out of school. Does the area look at this as a problem? If yes, what has the locals done to overcome such a problem?

.....

Interview questions for the parents

1. How long have you been a parent in this school?

.....

2. What is your perception or view about the school administrative management?

.....

3. How involved and motivated are you in education of your children?

.....

4. In your opinion, what do you consider as the challenging problem that should be given the great attention in the school?

.....
5. Does your socio-economic status affect the policy? If yes, how and why?
.....

Interview questions for the pupils and people with disabilities (PWDs)

1. Which class do you attend?
.....

2. How many subjects do you study?
.....

3. How does teachers' attitude and motivation affect your studies?
.....

4. How does the socio-economic status of your parents affect your studies?
.....

5. Do you find challenges during your studies? If yes, what are they, and what do you think can be done to overcome them in your opinion?
.....

6. Does teacher's ratio to pupils affect your studies? If yes, how and what should be done?
.....

7. Are you provided with all required school facilities such as crutches, wheel chairs, sign language teachers, and others to the PWDs during your schooling? If yes, are they enough?
.....