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THE IMPACT OF OPPRESSIVE MILITARY-POLITICAL GOVERNMENTS ON  
SCHOOL EFFECTIVENESS IN UGANDA 1971 TO 1986

DISSERTATION

BY

Daniel M. Babigumira

A DISSERTATION SUBMITTED IN PARTIAL  
FULFILMENT OF REQUIREMENT FOR DEGREE OF  
DOCTOR OF EDUCATION

School of Education  
University of San Diego

1989

Dissertation Committee

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# ABSTRACT

THE IMPACT OF OPPRESSIVE MILITARY-POLITICAL GOVERNMENTS ON  
SCHOOL EFFECTIVENESS IN UGANDA BETWEEN 1971 TO 1986

BABIGUMIRA, DANIEL M., Ed.D University of San Diego, 1989.

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Director: Joseph C. Rost

How and why did the Ugandan educational system survive the political and economic instability of the dictatorial governments between 1971 and 1986? What did the school administrators do to make sure that the nation's schools survive the political turmoil?

The purpose of this researcher was to determine the impact of oppressive military and political governments on schools. Secondly, the researcher wanted to determine the extent to which the school administrators acted as instructional leaders in ensuring that the school effectiveness survived the enormous political constraints during this period. Four research questions explored qualitative interview data from the school administrators, reputationally selected from eight secondary schools, five tertiary institutions in and around Kampala surrounding areas, and administrators from the Ministry of Education agencies. The researcher also utilized an instructional leadership questionnaire survey and content analysis to supplement the secondary schools data.



The study concluded that the oppressive military governments were responsible for a cumulative negative effect on school effectiveness. This effect was most obvious in the fluctuating scores and overall but slight decline of the students' performance on academic examinations taken at the end of their secondary education, in the pervasive lack of instructional materials for the students and teachers to use, and in the political interference of military and government officials in the operation of the schools. The results also indicated that some governmental decrees constrained the school administrators.

Although the administrators generally kept a low profile during this period, there was clear evidence of some school administrators and some Ministry of Education officials acting more as instructional leaders than managers. These administrators played a crucial leadership role in ensuring that the schools survived the political and economic chaos that was going around them and the schools and, even more important, in surviving the educators actually delivered a surprisingly high quality education during these 15 years.

DEDICATED TO MY PARENTS WHO ENCOURAGED ME TO  
PURSUE MY CAREER AS FAR AS I CAN GO

IT IS ALSO DEDICATED MSGR. ANTHONY CHYLEWSKI, THE PROPAGATION  
OF FAITH, SAN DIEGO DIOCESE FOR HIS INVALUABLE SUPPORT FOR MY  
STUDIES

## PREFACE AND ACKNOWLEDGEMENTS

Being born and having being educated in Uganda during this period, I felt that I knew what went on in schools. However, the investigation of this research made me realize that there were aspects of the educational system which I had not paid attention to. After completing this study , I can safely say that I have learned a lot from Ugandan school administratotr.

There are many people who deserve to be thanked for their cooperation in making this dissertation possible: The Ugandan school administrators, teachers, the officials of the Ministry of Education. Special thanks must go to the school administrators at Mary Hill High School, Ntare High School, Kakoba National Teacher College and Mbarara High School, who accepted to be a part of a pilot study.

I am also extremely grateful for my outstanding typists, Sam Humphrey, Elia Mitchell, and Maria Webb. Sam and Elia with their patience, concern and diligence supported me throughout my entire graduate work. I would like to thank Maria who not only typed a part of my this manuscript, but who also proof read several rough drafts. Special thanks go to Susan Forcum who labored so much in proof reading the final manuscript. Without these people this project would not have been completed.

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Lastly, I would like to specially recognize Bill Foster, Edward Kujawa and Joe Rost members of my dissertation committee. Bill a great thinker and scholar, helped me a lot as my academic adviser and actually got me interested in the instructional leadership field. He gave me unparalleled support because of his experience gained as a member of Peace Corps in the Third World. Edward, a great and empathic teacher, provided me with helpful suggestions on in areas of statistics.

And of course Joe, a very thorough, dedicated professional, as my director guided me through many revisions of the manuscript to make this final product much more readable and understandable to the American audience. Joe has transformed the graduate students of educational administration into more

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## CHAPTER ONE

### STATEMENT OF THE ISSUE

#### Introduction

Uganda has received a flood of scholarly attention and sometimes sensational and superficial coverage in international media since it was catapulted into world prominence by the rise of the military government of Idi Amin in 1971 (Decalo, 1976). Ever since, there have been several civilian-military regimes. In fact there were five governments in the period between 1971-1985. Hence, an enormous amount of literature has been written on the political upheaval of Idi Amin and the subsequent governments (Gukiina, 1972; Ibingira, 1980; Kiwanuka, 1979; Nabbudere, 1988; Ravenhill, 1974). This literature reported the breakdown of law and order during this period. Heynenman (1983) acknowledged such a collapse. He reported that the deterioration of legal authority undermined the viability of both public and private enterprises. Many services sharply declined or fell into disrepair. The whole economy was destroyed during these oppressive governments (p. 403).



In contrast to the political literature mentioned above, there was little written about the impact of such governments on educational developments during this period. Even some of the dissertations done on education during this time (Ahudwendeire, 1977; Agard, 1975; Bunjo, 1983; Buruku, 1983; Hyuha, 1980; Musaazi, 1976; Preston, 1980) did not research the impact of these oppressive governments on education. Preston only suggested it to be a possible area of investigation.

To date there has been no one who has investigated the vital role played by the school administrators in coping with the social and political unrest brought about by these governments. Therefore, I decided to ask two questions in conducting this research.

1. What did the school administrators do to prevent schools from crumbling along with the total collapse of the Ugandan economy and many functions of the government?

2. What was the impact of this upheaval on educational institutions?

### Historical Background

#### National Development

Some historical background on Uganda is necessary in order to situate the research questions in an educational context. Uganda was an East African British protectorate from 1894 to 1962 when it gained its independence. Uganda was carved into its present shape by the British empire builders

(Nabudere, 1980, p. 9). It is located at a latitude of 4°30'N to 1°30'S, and from a longitude of 35°E to 29°50'W. Its area covers about 94,000 square miles and has a population of approximately 17 million people.

Uganda is situated astride the equator. It is a landlocked nation bordered by Sudan to the north, Kenya to the east, Zaire to the west, and Tanzania and Rwanda to the south (see appendix A). These boundaries were forged by a European treaty in the late nineteenth century, which enclosed "a physiographic unity but encompassed disparate tribal and language groups, resulting in sharp cultural diversity and sociopolitical disunity" (Herrick et al., 1969, p. 1; Nabudere, 1980). Uganda is a modern creation from Buganda, Bunyoro and Ankole kingdoms and other tribal groups. "The territorial unit that became Uganda started by the declaration of a protectorate over Buganda in 1894. From this nucleus the modern political entity was created over the first two decades of the Twentieth Century" (Herrick et al., p. 32). The country was governed by a legislative council composed mainly of Europeans and Asians. The council was controlled by British officers. After the Second World War, the African leaders gained entry to this national assembly. National African political parties formed and henceforth the British introduced elements of self-government in preparation for independence. In 1955 Buganda pressed the Protectorate Government for direct elections to the Legislative Council.

Elections for the central government were held March 1, 1962. Kiwanuka of the Democratic Party became the first Prime Minister. The general elections were held in April, 1962, and the Uganda People's Congress (UPC), under the leadership of Obote and allied with Kabaka Yekka (KY) won the elections. On October 9, 1962 Uganda gained her independence, and Obote became Prime Minister of independent Uganda. The country had developed into a parliamentary democracy with a strong executive presidency and independent judiciary.

Under the the terms of 1962 Independence Constitution which was forged between the kingdoms and the rest of the tribes, the Buganda kingdom continued to enjoy the prerogatives which she had enjoyed under the British colonial government. The Kabaka became the first President of Independent Uganda in October, 1963.

Meanwhile, Obote was still looking for ways to unify the nation. So, after the crisis of confidence in the government in 1966, and supported by the army and some elements of the of Uganda Police Force, Obote suspended the constitution and declared himself the President with executive powers and successfully secured the National Assembly to ratify the 1966 interim constitution.

On September 8, 1967 the National Assembly ratified a new constitution which made Uganda a republic. This restructuring was achieved by a clever maneuver that brought together a coalition of Obote's center faction of UPC and Amin's faction

of the army.

Obote's alliance with Amin came to an end in 1971 when Amin overthrew him in a military coup. According to Nabudere (1980) and Jorgensen (1981, pp. 268-72), the military coup was welcomed by Ugandans because Obote's dictatorial government had taken away democratic rights acquired by the people during their struggle for self-determination and independence. Unfortunately, the apparent success of the Amin's government was short lived. He soon became the most brutish dictator in modern Africa. Amin's murderous fascist regime collapsed on April 11, 1979 when the combined efforts of Uganda's Liberation Army and Tanzania's People Defense Forces took over Kampala.

The arrival of the Uganda National Liberation Forces (UNLF) government marked a new era of political struggles in Uganda. The new government was welcomed with overwhelming support throughout the country. This government was headed by President Yusuf Lule, a former vice chancellor of Makerere University. The National Consultative Council (NCC) selected at the Moshi Conference functioned as surrogate parliamentary body on the road to restoring national unity, democracy and social progress (Jorgensen, 1981; Nabudere, 1980). However, Lule's government was short lived. On June 20, 1979, Godfrey Binaisa took over as the Chairman of the National Executive Council (NEC) and became President of Uganda, and ruled Uganda for eleven months. His government was overthrown in the coup

d'etat on May 12, 1980 by the Obote-Museveni-Ejalu-P'Ojok militarist group under the name of military commission which soon was headed by Paul Muwanga in 1980.

In a disputed election held on December 10, 1980, Obote was returned to power. This occurred after the Democratic Party had claimed victory. However, Obote's ally Paulo Muwanga suspended the Electoral Commission and the earlier electoral results. He ordered the recounting of the votes and came up with different results which made the Uganda Peoples Congress the overall winner. The Democratic Party came out as the major opposition party.

Museveni, the leader of Uganda the Patriotic Movement, was not elected according to Muwanga's results. So, after the rigging of the elections, Museveni and a few supporters took to the bush to fight the newly installed government of Obote by forming the National Resistance Army (NRA). Soon after Obote became the president in 1981, he became a dictator worse than Amin. After several years of Obote's dictatorship, there was increasing dissatisfaction throughout the country, and in July 1985, the Obote government was toppled by the Acholi Army Officers under the command of Okello. However, it was generally perceived that this Okello coup seemed to have been a pre-emptive action against Museveni's NRA guerrillas who were about to capture Kampala and take over the government (Hensen, 1988, p. 3; Nabudere, 1988). Okello's military government lasted until February, 1986 when it was overthrown

by Museveni who formed a government which, at this writing, is still in power.

Soon after he took over Kampala, Museveni established a broad-based government composed of many movements. Museveni gave Democratic Party leaders and other parties comparable cabinet ministries. He embarked on building democracy at the grassroots through the local resistance committees around the country. Following the National Resistance Movement's manifesto outline in the "Ten Point Programme of National Resistance Movement," Museveni's government aspired to establish parliamentary, grassroot, and economic democracies.

## Educational Development

### Indigenous Education

African societies have been known to possess a long and rich history of educational traditions. Uganda was no exception to this. Prior to the arrival of the European missionaries in 1877, Uganda had a traditional system of education which functioned within the structure of the tribe, clan and family. It consisted of transmitting the patterns of accepted social, economic and political behaviors to the youth.

### Missionary Churches and Education

With the arrival of the missionaries, this kind of education changed. Uganda's early Christian heritage played an important role in establishing the present comprehensive system of formal education. At the very dawn of their coming, the missionaries established schools, known as Bush schools, where reading, writing and later arithmetic were taught (Herrick et al., 1969, p. 115). The missionaries thought that it was imperative to have such a rudimentary type of education because literacy was regarded as an important part of the conversion of Africans to Christianity.

At first, access to education was quite limited. This Western-style of formal education was only available for the more influential families. The English Mill Hill Fathers played an important role as early educational leaders. They were the first to open a school with an academic curriculum. They opened such a school at Namiryango in 1901 (Herrick et al., 1969 p. 115). This school was a prototype for many of the early boarding schools, most of which are still in existence today.

The Church Missionary Society (CMS), the Protestant counterpart of the Catholic Mill Hill Fathers, opened a similar school for girls at Gayaza in 1906. In the same year, the King's School (later called College) was established near Kampala. The Catholic White Fathers in 1908 took it upon themselves to open a school for the sons of the chiefs of the

Kabaka at Rubaga. From this center, many other schools opened throughout Buganda. Between 1911 and 1920 several boarding schools were established outside the Buganda area in the southern and eastern districts. According to Herrick et al., "the Moslems were the only religious group that did not establish a system of education for their converts in the early Twentieth Century" (1969, p. 116). However this observation seems to be contrary to the rest of African countries which received Islamic missionaries. For instance, in North Africa, both Arab culture and language were adopted. According to the 1987 World Bank study, "both formal and nonformal school systems were established to teach the ethics and theology of Islam in these areas" (World Bank, 1987, p. 4). The only plausible reason why Islamic missionaries did not immediately establish schools in Uganda is the influence of Kabaka who had distanced himself from the Arab Moslems by befriending the European missionaries.

#### Education Prior to Independence

According to Herrick et al., "Until the end of World War I, the British Colonial office had regarded education as basically a matter of local initiative and private agencies" (1969, p. 116). Hence, the first educational institution operated by the colonial government opened in 1922. The name later changed to Makerere College and finally to the University of East Africa.



As time went by, there was a need to coordinate and support the activities of missionaries in the field of education. For that reason, a Department of Education was established in 1925. The colonial government also established a Teacher's Training College in 1927. In the 1930s, the main effort was to build and improve the professional aspects of these institutions. However, the educational development slowed down during World War II. "Nevertheless, by 1945 there were 569 primary schools and secondary schools in the country" (Herrick et al., 1969, p. 117). The period after World War II saw a rapid development in the field of education. Teacher training was reorganized. Primary and secondary school facilities were expanded and more educational facilities for girls were provided. In the late 1950s, the government superimposed the Ministry of Education on the Department of Education (Herrick et al., 1969, p. 117).

#### Education After Independence

In 1963, the Castle Report commended the strong missionary tradition for character building, general education and citizenship in schools. It also recommended the expansion of secondary education especially to orient the students toward the Uganda's needs. The government set out to follow the Castle recommendations. Hence, the emphasis continued to be put on the expansion of secondary education in the late 1960s. The Uganda's Development Plan for Education, of 1964/65

increased the number of secondary schools. In 1966, the Second Five Year Plan called Work for Progress, stressed the expansion of both primary and secondary education. The Third Five Year Development Plan of 1971/72 continued to focus on the same objective.

The 1964 Education Act gave the government authority to reorganize ownership and management of schools. The Board of Governors became the government representatives. For the first time the schools became nondenominational. However, this change was gradual because some of the parents did not like their schools to be run by the government. The 1970 Education Act completed the nationalization of education.

### Educational System and Training in Uganda

#### Administration

Education in Uganda is currently administered by the Ministry of Education under the jurisdiction of the Minister of Education at the Crested Towers in Kampala. The organizational chart of the Ministry of Education is presented in Appendix B. Briefly, at the very top, there is the Minister of Education. Immediately below is the Minister of State for Education. Under this Office there is a Permanent Secretary who is aided by the Chief Education Officer and the Chief Inspector of Schools in the administration of education in the country.

In 1983, an effort was attempted to decentralize the educational system. The government created twelve regions, each comprising of several districts. Below the regional level there are District Education Officers who administer the schools on the local level (see Appendix B).

### Structure of the Educational System

The formal structure consists of seven years of primary education. This is an equivalent of grade school in the United States of America. The students graduate from this level by taking the Primary Leaving Examination (PLE). Those who pass the exam are advanced to secondary schools which have two levels: four years of Ordinary "O" level and two years of Advanced "A" level. The Ordinary level is equivalent to the 9-12 grades of high school in the United States. The Advanced level is generally required for admission to universities. Entrance and graduation from these levels are determined by the examinations given by the Uganda National Examinations Board. Passing the O level and A level examinations leads to the awarding of the Uganda Certificate of Education (UCE) and the Uganda Advanced Certificate of Education (UACE) respectively.

### General Education and Teacher Training Colleges

The educational system also has an elaborate teacher training system. The training of primary teachers consists of

a four year postprimary course of studies offered in Grade II Colleges or a two year postsecondary course of studies given in Grade III colleges. The Grade II Colleges are being upgraded to Grade III. In addition, the system offers postsecondary education below the university degree level. These colleges are called National Teachers Colleges and they are one of the two major sources of secondary teachers. The other source is the Faculty of Education at Makerere University.

#### Vocational and Technical Education

Besides the formal general education, the Ministry of Labour, through its Directorate of Industrial Training, offers vocational training. The educational system also provides a postsecondary education offered in technical institutes, the Uganda Technical Colleges, and the Uganda College of Commerce (see Appendix C). The Uganda Technical Colleges (UTC) and the Faculty of Technology at Makerere University cater to the country's engineering technicians. The Uganda College of Commerce (UCC) provides for the country's business managers.

#### Higher Education

Makerere University and recently Mbale Islamic University provide the higher education in the country. A third university (Mbarara University) will be fully operational in the early 1990s. The Higher School Certificate (UACE) is

generally required to enter these universities. However, some adults can be admitted passing the Mature Entrance Examination (an equivalent of the Graduate Record Examination). Makerere University has Faculties of Arts, Fine Arts, Agriculture, Education, Science and Technology, Forestry, Medicine, Law, Social Science, School Librarianship, Veterinary, and Extramural Studies. These institutions offer programs running from three to five years, and these award bachelor's, master's and doctorate degrees.

#### The Issue

During the oppressive government of Idi Amin, few people, if any dared, to keep documents for fear of being searched. Due to the explosive nature of the politics in Uganda between 1971-86, almost all of the literature on Uganda throughout the world has been dominated by the political and economic problems and it is devoid of information on the educational system. One gets the impression that education was nonexistent or at a stand still during this period. Even those who wrote about education during this period seemed to contradict each other. According to Eriaku (1983), Uganda's educational system was damaged and retarded. In contrast, Heynenman (1983) asserted that the "collapse of the Ugandan economy and the many functions of the government did not occur in education" (p. 403). However, these authors do not say how and why the

educational system survived when the rest of the country's institutions and economy were being destroyed by the oppressive governments.

Moreover, there was no research done on the role of school administrators and how they functioned within the constraints of the oppressive governments. Hurley, (1988) wrote an article describing what went on in education during this period. He asserted that the educational system survived the military regimes but he did not substantiate how or why it survived. He quoted Heynenman's assertion that the educational system survived because of managerial prowess. But this was not the whole picture. Moreover, the examples which were given referred only to primary schools. Therefore, it was important for me to attempt a study to provide a comprehensive description of the state of education so that there is a complete picture of what happened in Ugandan schools during the period 1971-86.

#### The Importance of This Study

The fact that there was minimal comprehensive research done on the conditions of education during the period of oppressive governments from 1971-86 impelled this researcher to make a study that would supply information to the body of knowledge in the scholarly world. Thus, this study is intended as a contribution to our understanding of Uganda's educational development in Uganda during the oppressive

governments. It is, therefore, my belief that a study needed to be done to complement the economic-political literature that is available on this period.

### Purpose and Objectives of the Study

The purpose of this study is to investigate the Ugandan schools during the oppressive governments and what school administrators did to keep their respective institutions effective and have them survive when everything else was in a state of destruction and chaos. In other words, the study explores how and what the school administrators did to ensure instructional effectiveness within the constraints of the oppressive governments. The study is concerned with the mutual impact and consequences of the governmental administrators and school administrators on the schools and the education which the students gained during the time of these oppressive governments.

The first objective of the study is to investigate a number of secondary schools and tertiary institutions in the Kampala Mpigi and Mukono districts to establish how the administrators and staffs of these institutions coped with the political and economic instability and the authority of the oppressive governments. The second objective is to research what impact the school administrators in these schools had on quality education. What part did they play in maintaining school effectiveness and educational standards in the context

of political apathy brought about by the oppressive governments of Idi Amin and other subsequent regimes? The third objective of the study is to explore the effects of some decrees of these military governments on the schools and the education they provided. The fourth objective of the study is to reconstruct the history of education during this period.

### Research Questions

To achieve these objectives, I conducted the research around four questions.

1. How did the school administrators both in secondary and tertiary institutions cope with the political instability?

2. How did the school administrators ensure quality education and school effectiveness and thus prevent the schools from crumbling along with the total collapse of the economy and other governmental functions?

3. Were these school administrators instructional leaders?

4. What impact did the governmental decrees or policies that were enacted by the oppressive governments have on school administrators and the way they operated their schools during this period?

### Definition of Terms

The following terms were referred to and used in this study.



**Effectiveness:** According to Webster's University Dictionary, effectiveness is defined as producing a desired or intended effect. Hence effectiveness is referred to in this study in terms of measurable student outcomes.

**Effective school administration:** Is "a process of working with and through others to accomplish school goals efficiently" (Sergiovanni, 1987, p. 6).

**Effective school administrator:** Is an individual who successfully matches her/his instructional management actions to accomplish the school goals efficiently (adapted from the effective schools literature).

**Effective school:** Is "a school whose students achieve well in basic skills as measured by standard achievement tests" (Sergiovanni, 1987, p. 30).

**Instructional leader:** Is an individual who transforms the kind of quality education that students achieve in their schools and how that education is delivered in the schools. (Adapted from Rost, 1987, p. 7.).

**Oppressive military government:** Is a governing body based on the authority of the armed forces and which exercises unjust, cruel and excessive use of power. The same concept is applied to the political dictatorial governments which were kept in power by means of the oppressive military.

**Headteacher:** Is the equivalent of the school principal.

**Economic war:** Is the decree enacted by Amin to Ugandanize the economy by expelling Asians and other non Ugandans.

**Magendo:** Refers to the black market accompanied by corruption which thrived during the time of the political instability in Uganda.

**Mafuta Mingi:** Refers to the economic opportunists who became rich overnight by engaging in Magendo.

**Coaching:** Refers to a practice that arose in the 1980s in Uganda. The teachers drilled the students to pass exams instead of educating them.

**Tertiary institutions:** The institutions which provide higher education other than the universities.

#### Relevance of the Issue to Leadership

This study provides scholars of leadership with an instance of how instructional leaders can and do shape educational cultures. It is also meant to supply information on how leaders overcame the cultural and political constraints to further their original vision. The study also shows that the role of a leader is very important in troubled organizations. It takes the persistence and patience of a leader to achieve and realize goals as originally laid out in the purpose of his/her mission. In other words, the leaders have to continually make adaptations to advance the vision of their organizations.

Equally important, the study indicates that some form of moral leadership can be provided by a few individuals or a

group in situations where one normally would not expect any moral leadership emanating from political and militarist dictatorial regimes such as those in Uganda from 1971 to 1986.

## CHAPTER TWO

### REVIEW OF THE LITERATURE

#### Introduction

In the foreword to Greenfield's (1987) book Instructional Leadership, Sergiovanni clearly asserted that research on school and teaching effectiveness in the last fifteen years has been linked to the nature of leadership. Other researchers have come to the same conclusion. For example, Sweeney (1982, p. 346) pointed out that research has focused on the effective principal in effective schools. Greenfield (1987) and Frederick (1987) agreed to the same contention. They noted that much of research and reform literature focused on school effectiveness and emphasized the role of the principal as instructional leader in order to make schools more effective.

This review of the literature explores and concentrates on the following subtopics: the role of instructional leaders, instructional leaders and effective schools, the characteristics of effective schools, educational research in Uganda stressing the school administrators' role in shaping and impacting education during the political instability.

### Role of Instructional Leader

Reviewing the literature on this topic revealed that the whole concept was rather new and specialized (Sergiovanni, 1987, pp. 4-5). It has picked up steam in the last two decades, and has become an attractive theme of the 1980s. Many authors pointed out numerous roles that are exercised by principals who functioned as instructional leaders. According to Edmonds (1979) and Brookover et al. (1979), the role of the instructional leader involves articulating the vision and getting the staff to agree on school goals and vision. It is crucial that the staff support the instructional leader in these matters.

In line with this view, Sergiovanni (1987) asserted that there are six roles played by the principal as he/she functions as an instructional leader. First, the instructional leader acts as a statesperson. This role allows him/her to shape the broad policies and define the school board philosophy and mission. Second, the instructional leader carries out the educational role. This role is concerned with the actual development and articulation of educational programs. Third, the instructional leader plays a supervisory leadership role. This involves how the principal works with teachers who are committed to the same objectives. Lipsitz (1984) came to the same conclusion that the instructional leader's role is to have a driving vision to sustain the faculty commitment to standards for school performance.

Fourth, Sergiovanni maintains that the instructional leader plays the role of organizational leader which ensures that school objectives, purposes and work requirements are realized. Fifth is the administrative leadership role wherein the principal seeks to provide the necessary support system and arrangements to facilitate teaching and learning. The final role is the team role. The principal builds mutual support among the teachers to make the school effective (Sergiovanni, 1987, pp. 16-17).

Persell and Cookson (1982) spoke of principals who functioned as instructional leaders. According to these authors, the role of instructional leader is (1) to demonstrate commitment to academics, (2) to create a climate of high expectations, (3) to help teachers in their instructional work, (4) to be a forceful and academic leader, (5) to consult effectively with others, (6) to create order and discipline, (7) to marshal resources, and (8) to use their school time well. Such functions portray the instructional leader as someone who was in charge and who led the school community in fulfilling its vision. He/She played a major role in active purposing to develop an effective school (Persell & Cookson, 1982, pp. 23-24).

#### Instructional Leaders and Effective Schools

One thing that could clearly be construed from the literature on this subject was that one couldn't speak of

instructional leadership without referring to effective schools. The major studies on effective schools indicated that the school principals of effective schools were strong instructional leaders (Bossert et al., 1982; Brookover et al., 1979; Burlingame 1987; Kroeze, 1983; Sergiovanni, 1987; Strother, 1983; Sweeney, 1982). On the whole, the literature on effective schools affirms the contention that instructional leadership was a key factor in good and successful schools. Some studies (Bossert et al., 1982; Sergiovanni 1987) indicated that the major role of instructional leaders in effective schools is to impact both quality learning and schooling. Without a doubt, the effective schools movement has contributed to the understanding of the role of instructional leaders. Instructional leaders are responsible for the quest of better schools. As Achilles (1987) put it, "the blending of vision and building level leadership gives meaning to the search for better schools" (p. 18). According to the literature, it all comes to this: Principals who are instructional leaders are the key elements for better and effective schools.

#### Characteristics of Effective Schools

An extensive review of the literature on effective schools and instructional leadership left no doubt that there were a number of distinguishing characteristics of such schools.

According to Clark & Lotto (1982), Crawson & Potter-Gehrie (1981), Duke (1987), Edmonds (1982), Frederick (1987, Hallinger & Murphy (1987), Leithwood & Montgomery (1982), Sergiovanni (1987), and Strother (1983), the principals in effective schools (1) emphasized student achievement as the primary outcome of schooling and place the academic achievement of the students as their main priorities. The principals who are instructional leaders make sure that their schools provided the best programs for their students. (2) The principals in effective schools monitored and evaluated the students' progress. (3) They emphasized basic skills as an important program outcome. (4) They communicated organizational goals clearly to the teachers and the school community. (5) Further, the principals established high standards of performance for students. (6) They held high expectations for student behavior and achievement. (7) Lastly, they bore and conveyed high expectations for the teachers' performance in the classroom. On the whole, the literature on effective schools asserts that such schools exhibit the following correlates: (1) strong and positive administrative leadership; (2) an emphasis on teaching the basic skills; (3) a climate or environment for learning that was orderly and safe but not repressive; (4) a sense of positive expectations for achievement on the part of everyone in the school; (5) an interest in using data derived from regular and continuous assessment of students' progress to help guide instructional



programs (Achilles, 1987, p. 20).

In summary, the literature review on school effectiveness and instructional leadership indicates that these concepts have withstood the criticism that had been raised against them. On the contrary, the concepts have gained such a momentum that there is no sign that they are going to be out of the researcher's pen. This is due to the fact that such a movement has emphasized instructional effectiveness as its primary focus. Secondly, researchers argue that schools must assume some responsibility for the students' success or failure. Thirdly, they maintain that school effectiveness is more complex than other researchers have admitted and includes such variables as school climate and instructional leadership besides academic achievement (Frederick. 1987, p. 25).

### Literature on Uganda

#### Educational Research

Educational research in Uganda was minimal during the 1960s and 1970s. According to Odaet (1985), "The main educational issue researched over that period included educational and vocational aspirations of primary leavers [primary school graduates], achievement motivation of teachers, personality correlates of academic performance and the role of psychological tests in promotion from primary to

secondary schools" (p. 5336).

In line with this contention, Odurkene (1987) reviewed the research that had been done on adult education and observed that there had been little research for several reasons. One of the major reasons was the economic and the security constraints undermined what would have been rich research. According to Odurkene:

The major constraint has been the bad security and political situation which has existed in Uganda since 1971. It has been quite risky for academics and researchers to move about in the country to conduct research. They have always been looked at with suspicion and concern by the government of the day and its supporters (1987, p. 42).

Nevertheless, some limited research was conducted. In the 1980s, the research done in Uganda was concentrated on student achievement and teacher behavior. For instance, Bunjo (1983) investigated the factors which affected the academic attainment at Ordinary level geography examinations in boarding schools around Kampala. He concluded that the background of the students such as the parents' attitude toward education and the student's personality played an important role in academic performance.

Futhermore, Baruku (1983) conducted a study which investigated the attitudes of secondary school teachers and the effect of these attitudes on their performance as

professional educators. One of his conclusions was that some teachers did not put their maximum attention into professional improvement (Baruku, p. xi). This inattention was indirectly related to the harsh conditions of service which had been brought about by the political and economic instability of the 1970s and the early 1980s.

The Ugandan literature indicated that educational leaders had been preoccupied with curriculum improvement and development. The National Curriculum Development Centre has been working on innovative modules for skills training. For example, in 1973 the Centre embarked on Namutaba a project which had been designed to provide academic and practical education for the students so that they could be more functional in the Ugandan society. In other words, the project tried to integrate formal educational activities with community activities. In its Five Year Development Plan (1976-81), the Centre outlined ways by which it was going to redress the imbalances in the educational delivery system.

Equally important, some of the Makerere University faculty at the Centre for Continuing Education carried out studies in an attempt to improve adult education. For example, Kwesiga (1973) asserted the importance of adult education in the national development of Uganda. Ruhweza's study (1984) acknowledged the prospects and the importance of distance education in teaching in Africa.

According to Eriaku (1983), the curriculum was meant to

provide for innovative change within an individual. The implementation had to be adjusted to suit the individual. This meant that the instructional leaders had to plan for curriculum changes based on people's needs. Hence, one could construe that the role of school administrators was very important in Uganda during and after the Idi Amin era.

Equally important, Amodoi (1982) conducted a study on improving the agricultural curriculum. This study revealed that improvements were needed if effective implementation of the agricultural curriculum was to bear fruit. Amodoi found that curriculum improvement was hindered by a lack of administrators who acted as instructional leaders. Their role in providing guidance and advice to teachers was very minimal.

Abeti (1983) and Walugere (1983) were interested in how educators sought to improve the academic achievement of students. These studies did not correlate academic performance to school effectiveness or instructional leadership. Abeti (1983) demonstrated that there was a significant relationship between the students who attended school more regularly and their academic performance.

In another study, Heynenman (1983) examined the condition of education in Uganda during the period 1971 to 1981. According to Heynenman, there was little decline in mathematics achievement during the austerity period of 1971-81. He attributed such performance to the quality of teachers and various compensations for scarce classroom

resources accompanied by the managerial prowess. The students were required to spend an extra "2 or 3 hours per day memorizing lessons written on the blackboard" (p. 409). This study was limited to the primary level of education.

#### Socio-Economic and Political Conditions in Uganda

Another prevalent topic found in the literature discussing the period which was being investigated was the impact of military rule on the economy and politics in Uganda. According to Gupta (1983), Ibingira (1980), Jorgensen (1981), Karugire (1980), Kiwanuka (1979), Nabudere (1980), Nabudere (1988), and Ravenhill (1974), economic and political conditions had deteriorated so much that the whole situation was termed pathetic. Ravenhill pointed out how the excessive military expenditures of Amin's government bankrupted the economy. The government bought huge amounts of military hardware and the armed forces benefited in financial terms (p. 244). The situation was made worse by the so-called economic war declared by Amin in 1972, which involved the expulsion of the Asian community. The cost of living escalated for the urban population. This situation has continued to escalate up to the present day. Uganda experienced periodic shortages of essential commodities such as sugar, milk and salt. Unemployment increased which created a difficult situation for thousands of people. Gupta (1983, p. 134) acknowledged the same situation when he pointed out that the economic

instability continued during the political instability of the period between the "liberation" and elections of December, 1980. Such chaotic socio-economic conditions have had a great impact on education. As a result, many educators were severely constrained by these conditions.

Furthermore, this period saw the disintegration of the government into a personal dictatorship. The literature reveals that there was increasing reliance by the subsequent governments upon the coercive and divisive policies to maintain themselves in power (Ibingira, 1980; Nabudere, 1988; Ravenhill, 1974). For example, Amin's government exploited the internal divisions within the military, especially the ethnic divisions, to keep himself in power. Ravenhill pointed out how Amin had become "increasingly reliant upon officers from the West Nile" (p. 242). The Obote government relied on the corrupt army and a youth wing called National Uganda Student Union (NUSU) to perpetrate his oppression.

On the whole, the era of oppressive governments seemed to have had a dulling effect on the social and economic life of most Ugandans, especially the educators and other professionals. As Kajubi (1985) acknowledged, "the social and educational institutions were left in disarray after the despotic and destructive misrule of the 1970s" (p. 22). He appealed to the government to stop the brain drain that Uganda has suffered since the military coup in 1971. He asserted that Uganda suffered a crippling outflow of high level manpower to

other countries. These people fled for academic freedom and a better life. In fact some took advantage of such a chaotic situation to rip off the government.

### Concluding Remarks

In essence, the literature indicated that the role of instructional leadership is rather new. As Greenfield (1987) put it: "It is attractive because it fits neatly with the tenor of the times and ethos of profession and the historical roots of principalship-principal teacher" (p. xii). However, such a concept is limited because it does not compare all roles of the principal. The role of instructional leader has to be reviewed within the context of effective schools. Accordingly, the instructional leaders in effective schools emphasize the students' academic achievement and basic skills and communicate this goal to the teachers. Secondly, those principals who act as instructional leaders establish higher standards of performance for teachers and students and expect these standards to be achieved. Thirdly, they provide a safe and orderly school environment for teachers and students so as to have better more successful schools.

There was no clear cut notion of the role of instructional leaders in the literature on Uganda. Hence, one could only construe the notion of instructional leadership from the studies done on curriculum improvement. This is

because curriculum improvement or innovation is one of the major roles of an instructional leader according to the definition. For this reason, the present researcher found a strong correlation between the school administrators who happened to be instructional leaders and the vital role played in sustaining educational quality and surviving the oppressive reigns of the military governments. The value they put on education became the driving vision which led these school administrators to transcend the adverse conditions exerted by the political instability to survive. A few of these people showed moral courage to elevate students despite the military and political dictatorships of the 1970s and the 1980s.



## CHAPTER THREE

### RESEARCH DESIGN AND METHODOLOGY

#### Introduction

The purpose of this study is to investigate what the school administrators did to keep their respective institutions effective and have them survive the political instability that existed in Uganda between 1971 and 1988. To this end this research is an attempt to provide a comprehensive description of the state of education in Uganda so that there is a complete picture of what happened during this period.

The purpose of this chapter is to present the procedure that was followed in the study. In this chapter, I describe the persons who were interviewed and give a description and explanation of the instrumentation which was used in gathering the data.

The questions which this study set out to address required an extensive use of qualitative methodologies and some descriptive statistics. For this purpose, this research can be deemed a semi-historical and descriptive study. It is descriptive in the sense that it drew on the primary and

secondary sources relevant to understanding the Ugandan educational system. On the other hand, it can be deemed historical because it attempted to reconstruct the history of education from the Idi Amin regime to the present government of the National Resistance Movement (1971-1988). The questions which were investigated were both qualitative and historical in nature because they reflected the personal experiences of people and what was recorded in documents about these experiences.

### Historical Research

In this study I employed some of the techniques of historical research in order to establish facts and conclusions about the experiences of educators during the time of the Ugandan oppressive governments. The historical research method gives researchers guidance on the sources of data collection. Cohen and Manion (1985) mentioned two types of sources: primary and secondary sources. According to these authors, primary sources are individuals, remains or relics, oral or written, that were present or have a physical relationship to the events being reconstructed. On the other hand, secondary sources are the individuals who were not present at the time of the events about which they are reporting (Cates, 1985, p. 105; Sidhu, 1985, p. 97). In this investigation, I obtained information from both primary and

secondary sources.

Equally important, historical researchers use a process called historical criticism to ensure the authenticity and worth of the data. According to Barzun & Graff (1977, pp. 117-120), Cates (1985, pp. 106-7), Cohen & Manion (1985, p. 57), Fuchs (1980, pp. 46-47) and Sidhu (1985, p. 99), there are two types of historical criticism: external and internal. External criticism means establishing the authenticity or genuineness of the data. Internal criticism involves the worth and accuracy of the data by establishing the validity and reliability of the contents of the documents. Historical criticism was partly used in this study. Some of the people interviewed gave secondary sources for their data. For example, some of the headteachers and deputy headteachers had just recently arrived at some of the schools I visited and so they were not in a position to give a complete picture of what had happened at the schools before their arrival. In addition the researcher had to use secondary documents since some of the institutions investigated had been looted and most of their documentary records had been destroyed during the civil war that ousted Amin. In summary, the researcher had to use the historical method of external and internal criticism to achieve his objective of presenting an accurate picture of the state of Ugandan education in 1971-86.

### Qualitative Interviewing

Interviewing has been widely used in many research projects and is now an accepted method of collecting data. In qualitative research, interviews may be used as the dominant strategy for data collection (Bogdan & Biklen, 1982 p. 135). In this study, I used interviews as the main methodology. The purpose of these interviews was to obtain information that could not be directly observed. In the literature search, several authors reported different approaches to qualitative interviewing. According to Bogdan (1984, pp. 60-73), Goetz & LeCompte (1984, p. 119), Jones (1985, pp. 60-73), Kane (1983, pp. 62-4), and Patton (1980, pp. 197-205), there are three forms of interviewing. The first form is the informal conversational interview guide, which relies on the spontaneous generation of questions and a natural flow of interaction between researcher and participant. The second form is the schedule standardized approach. This approach consists of sets of questions carefully worded and arranged with the intention of having each respondent go through the same sequence of questions (Patton, p. 198). The third form is the open-ended interview which involves outlining set issues to be explored with each respondent. This study employed a combination of schedule standardized and open-ended approaches to interviewing. A set of the questions to ask school administrators as key informants in this study was prepared before hand and was tested in a pilot study.

In other words, I wrote an interview guide in which I outlined a list of questions which I asked three categories of people: the headteachers and their deputies, the school administrators in the Ministry of Education, and some officials at the Uganda National Examination Board. I took into consideration the sequence of the questions and how much detail to solicit. The interview consisted of descriptive, structural and contrast questions in line with what Spradley (1979) suggested in his famous book The Ethnographic Interview. I asked the kind of questions which Patton (1980, p. 207-8) called experience/behavior, opinion/value, feeling and knowledge questions. The experience questions aimed at obtaining from school administrators a description of the oppressive governments and the impact of those governments on the schools and Ugandan education in general. Closely related, the feeling questions aimed at understanding the emotional responses to their experiences and thoughts during the time period. Most of the interview consisted of knowledge questions. They provided the backbone of the factual information which the respondents knew. The phraseology of the interview questions was done with great care since the wording determined the respondents' responses. As Patton (1980, pp. 211-235) pointed out, good questions should be open ended, neutral, singular and clear. The questions used in this study tried to ensure that such conditions were fulfilled.

## Selection of Participants

### School Administrators

The subject sample was selected by using the technique of reputational sampling from the former and present staff members of Kampala, Mpigi and Mukono districts schools. The interview data was collected from school headteachers, their deputies and teachers of those schools. Besides interviewing these people, questionnaire data were collected from the senior staff at those schools. Wherever possible, I tried to find and interview the key informants among the school administrators and teachers who happened to be in these schools during the time of oppressive governments. They were the individuals who possessed a specialized knowledge and personal understanding of the subject and who were willing to share that knowledge and experiences with the researcher.

In addition, I interviewed the educational administrators who worked in the Ministry of Education, especially those who worked in the National Curriculum Development Centre, the Ministry of Education Planning Unit, the Chief Education Office, the Inspectorate of Schools, and the Teaching Service Commission. These were the people who were directly involved in the delivery of education services to the schools and who played a vital role in influencing educational and governmental policy. All of these interviewees were men with the exception of two women.

From this sample, I paid special attention to those individuals who had exhibited a transforming effect on the running of the school system during this period.

#### Number of Participants

In qualitative research the number of participants can influence the research techniques to be used. Usually, a sample selection is done because a larger group of participants can be expensive, too wide and time consuming. Hence, according to Patton (1980), an "ethnographer chooses small groups that delineate larger populations that are assumed to represent or to which they can legitimately be compared" (p. 66). For this purpose, I selected teachers, headteachers, deputy headteachers and some institutional administrators such as registrars or curriculum and examination chairpersons from fourteen schools, some of whom I considered to be instructional leaders. I did four interviews of those people who were willing to cooperate and participate in the study. I also selected fourteen from twenty educational administrators from the Ministry of Education. In this group, I interviewed the following individuals: the Permanent Secretary of Education; the Chief Education Officer and his deputy; the Chairperson of Uganda Teaching Service Commission and his deputy; the Chief Inspector of School and his deputy; the Education Officer in the Planning Unit; the Chairperson of Uganda Commission for UNESCO; the Secretary and

Deputy Secretary at the Uganda National Examination Board; the chairpersons of the English department and Science department at the National Curriculum Development Centre.

### Site Selection

The study was carried out in some selected schools in the Kampala, Mpigi, Mukono districts in central Uganda. The selection of the academic institutions was based on a reputational sampling. Random sampling was not used in this study because the researcher did want to miss key informants. The sample targeted those people who had been at the institutions for a period of time. I asked the head of the institution to select several staff members who had maximum experience at the school to be interviewed and later complete the questionnaire. Sometimes, it proved difficult because of the teachers' transiency which characterized the period that was being investigated. The institutions investigated comprised both secondary and tertiary institution within the Kampala, Mpigi and Mukono areas. The schools were chosen on the basis of how receptive the headteachers were to participating in this study. Two school headteachers who were contacted declined to participate or showed some hesitation, and so, the schools were left out of the study.



## Research Design and Procedures

### Data Gathering

This study describes the impact of dictatorial military and political governments on school effectiveness. In particular, it examines how schools and school administrators coped with the political instability during the dictatorial governments between 1971-1986. Equally important, it examines how school administrators impacted or attempted to improve education in Uganda so as to survive the political turmoil.

This study was designed and carried out within a year and half. The proposal was developed in the fall of 1987 and approved in March, 1988.

In the meantime, I spent the month of May waiting for National Research Council in Kampala to approve the study. The process was highly involved and full of red tape. For instance, I had to submit a research application and my proposal to the National Research Council. There were unnecessary delays during the period. Fortunately two accompanying letters, one from the Director of the Division of Leadership and Administration at University of San Diego (U.S.A.) and the other from the Permanent Secretary of Education in Kampala, sped up the process (see Appendixes D & E).

After the approval by the Chairman of National Research Council, I had to submit different applications to the Uganda

President's office in order to do the research and use governmental documents (see Appendix F). I obtained approval to do the research in Uganda at the end of May, 1988. The actual study took place between June and September, 1988.

While waiting for the approval, the researcher sent out cover letters inviting selected schools to participate in the study. The criteria for the selection of institutions were the school's academic reputation, accessibility, historical foundations, and whether it was a day or boarding school.

Not long after the approval, I sent questionnaires, cover letters, and stamped self-addressed envelopes to schools in different parts of the country, especially the northern and eastern parts of the nation where some insecurity still prevailed. Initially, some fifteen questionnaires were sent out and five were returned.

Individual interviews were used to collect information from key informants. The interview schedule was primarily composed of some semi-structured questions and some open-ended questions. The interview guides were based on the research questions this researcher sought to answer. Some of the questions were based on an analysis of Clark and Lotto's (1982) study of instructionally effective schools. A copy of the interview schedule is found in Appendix G.

Likewise, the researcher developed specific interview questions for the school administrators of the Ministry of Education and the officials at the Uganda National Examination

Board (see Appendixes H and I ). The specific questions were developed after the pilot study revealed that some of the questions for the headteachers and teachers were not applicable to the people who worked in the ministry.

The researcher consulted with several experts to make sure the interview questions correlated with the research questions. The interviewer posed the questions and allowed the respondents as much time as needed to answer. Their answers usually led to subquestions which the researcher asked. In the end, the interviewer restated the respondents' responses to make sure that the researcher understood their responses (Spradley, 1979).

#### Additional Data Gathering Procedures

Besides the interviews, the researcher also collected data by carrying out documentary analysis of (1) inspectorate reports, (2) the annual reports of some schools, and (3) governmental decrees issued under the governments of Amin and the second term of Obote.

#### Pilot Study

Goetz & LeCompte (1984) and Jones (1985) strongly recommended a pilot study in qualitative research to ensure that the researcher and respondents shared the same language or understanding of the questions before the field work begins. As a result, the researcher attempted to interview

some Ugandan educators who had lived under the oppressive governments but who were living in the United States at the time of the study. Several of them were contacted by phone but declined to participate. They declined because they feared for their safety. However, the researcher was able to talk to two people who gave him valuable advice on some questions.

The researcher conducted a pilot study in Mary Hill High School, Mbarara High School, Ntare School, and Kakoba National Teachers College to represent the Mbarara schools in South Western Uganda in April and May 1988. The pilot study tested the interview schedules and the questionnaire type survey. Before the interviews were conducted, a cover letter inviting the school to participate in the study was sent to the headteachers (see Appendix J and K ). Four schools were selected because they happened to have experienced the political instability of the civil wars of 1978-79 and 1985-6. They were also chosen because of their accessibility and academic reputation.

Two of these four schools were very cooperative in arranging for the interviews and providing senior staff members to answer the questionnaire. In one school the administrator was not ready to be interviewed and teachers who were asked to answer the questionnaire declined to do so. Only one senior teacher who had been teaching at the school for seventeen years agreed to be interviewed. Without a doubt, such an experience was but a preview of what happened in the

actual study.

The results of the pilot study revealed that the researcher had to probe a lot or solicit the information. Secondly, the phraseology of some of the questions required modification in order to be understood by the teachers. A couple of questions were added as result of the pilot study. On the whole, the pilot study revealed that 83.3% felt that school effectiveness had changed. It also revealed that 66.7% agreed that governmental decrees or policies had constrained the operations of the schools. The teacher morale was greatly affected. On the other hand, schools which showed instructional leadership coped better than those schools which were not effective in surviving the political turmoil. For example, 33.3% of the teachers surveyed strongly agreed and 50% moderately agreed that their headteachers had been instructional leaders.

#### Analysis of Data

According to Miles and Huberman (1984) and Patton (1980), analysis of qualitative data consists of three concurrent flows of activity: data reduction, data display, and conclusion drawing and verification. This process is intended to "create a vivid reconstruction of the phenomena studied" (Goetz and LeCompte, 1984 p. 190).

### Transcription

The field notes of each interview were transcribed so that the researcher could identify and analyze the themes in order to reconstruct, organize and synthesize the information. During the actual collecting of the data, tape recordings had been made with the permission of the interviewees. Hence, the first thing the researcher did was transcribe the data from the tapes. This made it easier to get accurate records of what was said. Further, the information was put into a word processor of a computer. Finally it was analyzed using the Text Analysis Package (TAP). The researcher was able to reconstruct how the data interrelated. The frequencies and percentages were calculated to show the predominant themes of the interviews. Data from the questionnaire were first tabulated by hand and then entered into University of San Diego Vax computer. The data was analyzed using the Statistic Package for Social Sciences (SPSS). The information was computed using percentages and frequencies.

The researcher took care to note how such themes were interrelated. This was achieved by constructing topologies of topics. Particular focus was placed on the themes that delineated how the school effectiveness changed; how and what decrees constrained education; and what the school administrators did to cope with the political insecurities in order to protect their institutions.

Equally important, the themes that depicted the impact

of the governments on quality education were examined. On the whole, the interpretations of findings and meanings were delineated to show the vital role of instructional leadership in Uganda during the period studied. The final descriptive product of the investigation is found in the following chapters.

### Limitations and Assumptions

As a descriptive study, the researcher attempted to recount what instructional leaders did during a limited period in the history of Uganda. The study is limited to the educational system and therefore has not set out to expound on or investigate the politics in Uganda. The political arena was examined insofar as it influenced the school administrators' behaviors and their professional work.

This study was also limited in that it did not examine every aspect of education in Uganda. The researcher investigated a number of schools located in one geographical area of Uganda although I tried to get the feeling of other schools around the country by surveying several schools in other parts of Uganda. The schools in the study were selected because of their academic reputation and because much of the political unrest was more pronounced in Kampala than in other areas of the country. Hence, one might argue the study does give a complete representation of the entire nation. Since most schools are clustered in this area and the administration

of education is centralized in this area, the findings reflect the true picture of the state of education during the period studied. To triangulate, the researcher talked to some people from other areas and the people from the Inspectorate of Schools whose job is to do field work across the nation. Some of the document analysis verified what happened to education.

The researcher also experienced several barriers during the investigation of this particular topic. For example, some of the key informants did not feel free to express their opinions because of the fear of political reprisals. Moreover, some of the informants tended to give some biased responses depending on the government they supported. However, the researcher made sure that this kind of response did not go too far. He pointed out contradictions or inconsistencies and so the interviewees were encouraged to give balanced opinions. Such a balance was also made possible by talking to different people who were supporters of one government or the other. Another barrier encountered was the fact that some of the people had been selected to participate in the study and who agreed to the dates and times of the appointment for the interview would not keep the appointment. When rescheduled the same thing happened.

As with any qualitative study, the possibility of researcher bias was taken into consideration. The researcher constantly confronted his opinions and prejudices with the data collected. He did what is called bracketing and



reduction. The researcher tried not to make biased judgments.

## CHAPTER FOUR

### PROFILES OF THE EIGHT SECONDARY SCHOOLS

The purpose of this study is to determine what school administrators did to keep their respective institutions effective and to account for their survivability during a time of political and economic instability in Uganda.

The task of the researcher in this study was to determine the impact of the political instability created by the military and political dictatorships in Uganda between 1971 and 1986 on school effectiveness. The researcher also attempted to discover why education survived in such political chaos and what school administrators did to impact the quality of education.

#### Overview of Analysis

The following research questions were used to examine both the qualitative and quantitative data to determine how the political and economic instability of Uganda impacted on school effectiveness.

1. How did the school administrators in secondary and tertiary institutions cope with the political instability?

2. What function did the school administrators play and what impact did they have on quality of education and school effectiveness? How did they prevent the schools from crumbling along with the total collapse of economy and government functions?

3. Were these school administrators instructional leaders?

4. What was the impact of governmental decrees or policies enacted by the oppressive governments on the school administrators' method of operation in the schools during this period?

The researcher designed these questions based on the characteristics of effective schools, but he also used other questions in the interview that were pertinent to the Ugandan educational experience (context). The researcher employed questions which targeted headteachers and teachers as well as school administrators at the Ministry of Education and the UNEB officials.

These interview questions were clustered together under the four research questions for easier analysis.

In analyzing research question 1, the researcher combined interview questions 6, 7, 8, 9, 12, 13, 14, and 16.

For research question 2, he combined interview questions 4, 14, 15, 17, and 18. For research question 3, he combined interview questions 4, 5, 7, 8, 9, 11, 12, and 15. Finally, for research question 4, he combined interview questions 4,

7, 10, 13, and 18 (Appendix J).

The analysis of data examines information gathered from the interviews under these four questions. In particular, the researcher analyzed the individual questions answered by the respondents. The analysis also reports the data from the questionnaire survey to complement and support the interview questions. Finally, this analysis gives a brief summary of the perception of the findings of the study according to each site.

#### Survey Population

Twenty seven persons from the secondary and tertiary institutions completed the questionnaire survey.

According to Table 1, this number represented 42% of the 65 ten-year or more tenured teachers across the nation who were given the questionnaire.

#### Interview Population

Eighty-two persons were interviewed from among the entire population of educators in these schools and agencies. These respondents included 56 teachers, headteachers, and tutors from the secondary and tertiary institutions; and 14 school administrators at the Ministry of Education and 4 at the Uganda National Examination Board; 2 at the National Resistance Movement Secretariate; and 6

people outside the study area (see Table 2).

Table 1

Responses to The Survey According to Schools Across the Country

School	Number of Responses	Number Sent out	Percentage of Teachers Responding
Namagunga	4	5	15
Budo	3	6	11
Old Kampala	2	6	7
Mengo	3	6	11
Nabisunsa	2	5	7
Outside Study	4	20	15
Kisubi	3	6	11
Gayaza	3	6	11
Nabbingo	3	5	11
Total	27	65	99

Table 2

Distribution of Interview Sample by Population and  
Percentage Interviewed

Population	No.inter- viewed	No. invited for interview	Percentage interviewed
Headteachers, teachers & tutors	56	70	57.1
Officials at Ministry of Ed.	14	20	70.0
UNEB officials	4	7	57.1
NRM officials	2	7	28.5
People not in the study area	6	18	60.0
Total	82	122	

### Nabbingo Trinity College

#### Introduction

Nabbingo Trinity College was established by the Catholic Missionary Religious sisters in mid nineteenth century. They administered the school until in 1972 when the Idi Amin government expelled the non-Ugandans. The nuns, being expatriate, were affected by such a policy.

The school is situated less than ten miles from the capital city, Kampala. About five hundred students from senior

one to senior six are enrolled in the school.

#### Research Question One: Coping with Political Instability

This question explores whether Nabbingo Trinity College had specific ways of coping with political instability that reigned in the 1970-80s in Uganda. To analyze this question, questions 6, 7, 8, 9, 12, 13, 14, and 16 of the interview protocols were conceptually clustered together.

According to the responses, the Nabbingo educators did not have any special skills or gimmicks to cope with unstable politics. However, like any other school caught up in this political disorder, they did what they had to do. For instance, the school kept a low profile in order to keep out of trouble. School administrators, teachers, and students did what they could to avoid provoking the Army while remaining firm by not letting the soldiers interfere with the school.

For this reason, the school administrators worked hard to keep the school environment orderly and safe for teaching and learning. Up to 1972 the climate was rather peaceful since the school had good discipline under the leadership of the expatriate Sisters. Soon after the expulsion of expatriates, disciplinary and disruptive problems began to increase.

These problems generated a negative effect on the learning of the students. The respondents indicated that expulsion of the non-Ugandan teachers created a shortage of good teachers. Coupled with the lack of electricity and other essential commodities, the students' performance gradually

declined.

Because the climate at Nabbingo was not safe and orderly, the students were affected by the wars. During the civil wars of 1978-79 and 1985-86, there was considerable rumor mongering which was not helpful to effective teaching and learning. With increased disciplinary problems, the students performed poorly on the Ordinary and Advanced level examinations.

#### Research Question Two: Role of School Administrators in Maintaining The Quality of Education

This question explores whether the Nabbingo school administrators had any noticeable impact on the quality of education during the period which was investigated. This research question includes interview questions 4, 14, 15, 17, and 18.

Most respondents were unable to answer this question satisfactorily. The respondents revealed that they did not have any direct effect on the school community. However, they indicated that they kept education going when the military governments neglected and lowered the quality of education.

According to the responses there was little inservice for Nabbingo Trinity College staff members during the first part of 1970s. After 1975, there was a long period of no active staff development.



### Research Question Three: School Administrators as Instructional Leaders

Questions 4, 5, 7, 8, 9, 11, 12, 15, and 18 were clustered into this research question.

School effectiveness changed negatively at Nabbingo Trinity College. The alterations were evident in the educational materials, the pedagogics and performance standards. One aspect of change took place in the instructional process. There was low teacher morale among instructors, resulting in a decline of effective teaching. The situation was aggravated by school expansion and the lack of instructional materials. The administrators accepted many students, increasing class sizes from 40 to 100 in some classes. There were too many students to teach effectively especially when educational materials such as library resources, textbooks and supplies were scarce. As a result, the teaching suffered from both personal and individual inattention.

This change partly affected the students' academic achievement. The factors that account for the change of school effectiveness are partly responsible for the decline in the academic performance. Before 1971 under the leadership of expatriate Sisters, the students performed well on the O and A level examinations. However, since the African administrators took over, academic performance declined

sharply. One reason for the decline was due to the political influence of some politicians or government officials who forced the school administrators to take on more unqualified students. Equally important, the decline had to do with the psychological worries brought about by the existing political instability.

#### Research Question Four: The Impact of Governmental Decrees

One constraining decree was to teach on Saturday instead of Friday, in order to allow the Moslems time to observe their Friday holyday. The school administrators had no alternative but to conform to whatever the government stipulated or politicians demanded. Furthermore, there were policies or actions that constrained the administrators. For instance, nepotism was always a common occurrence during the military and dictatorial governments. Politicians and the Army officers advanced their personal interests by forcing the enrollment of their relatives in school no matter how poorly qualified they were. It was always hard to discipline such students. Likewise, some teachers were appointed to the school for political motives. This kind of appointment was a common practice during the dictatorial second term of Obote which relied on the National Uganda Student Union causing chaos and interference with the administration of the school through spying activities.

The data collected in survey questions 11, 13, 14, 15,

18, 19, and 20 support the perception given by the interview data. According to Table 3, three of the teachers surveyed thought that their headteachers were instructional leaders. What this reveals is that the most teachers perceived their headteacher as an instructional leader. In addition, the majority of the teachers also felt that school effectiveness had changed since the military takeover in 1971.

Table 3

The Opinions of the Tenured Staff Members at Nabbingo  
Trinity College Regarding School Effectiveness

Variables	Values of Responses				
	SA	MA	NA	MD	SD
Student achievement emphasized	1	2	-	-	-
School's specific goals	2	1	-	-	-
Headteacher as instructional leader	2	1	-	-	-
The use of political structures	2	-	-	-	1
Teachers' morale increased	1	-	-	-	2
Inservice promoted and done	1	-	-	-	2
School effectiveness changed 1971-88	3	-	-	-	-
Governmental decrees constrained school	2	-	-	-	1
Ministry of Ed. assisted quality of education	-	3	-	-	-

Note. SA: Strongly agree; MA: Moderately agree; NA: No answer; MD: Moderately disagree; SD: Strongly disagree.

Summary

Both the internal and external indicators seem to assert that the political and economic instability of 1971 to 1986 had a major impact on how the educators at Nabbingo Trinity College survived and educated students. The lack of

instructional materials and the teaching staff that was insufficient and ineffective had a great influence on the students' performance. Basically, there was a feeling in the school that academic attainment declined due to bad school management. Equally important, the quality of education rendered at this school was constrained by the expansion of general secondary education in the 1970s and 1980s.

### Gayaza High School

#### Introduction

Gayaza High School was established by the British Protestant Church Missionary Society in 1905. It started as a primary school for the daughters of the king's chiefs. At one time Gayaza functioned as a teacher training college. In the early 1960s, Gayaza expanded to a Higher School Certificate (H.S.C.). The school is situated well outside the capital city, Kampala. Gayaza enrolls between 500 and 600 students. It is still an all girls school with a couple of British teachers.

#### Research Question One: Coping with Political Instability

The data reveal one prominent fact: The Gayaza High School's administrators and teachers kept a low profile to avoid getting into trouble with the oppressive governments. They made sure they did not provoke the politicians or the

Army officers. Basically, they played a neutral role in politics. Students cooperated with the school administrators to keep discipline and self-control. The student councils and class mistresses enforced the discipline and supervision. This method of operating was enhanced by the value the students put on their education. They were determined to get the best education and so they cooperated with the administrators to accomplish their educational vision.

There seemed to have been an orderly and safe environment for teaching and learning at the Gayaza High School. The campus was always calm and peaceful compared to the state of insecurity reigning around the Kampala area. There were a few occasions when some politicians or the Army officers disrupted the school's peace by some interference, bringing their children to be admitted into the school whether they were qualified or not. The headmistress had to cope with this by either refusing unqualified students or yielding by putting the students into lower grades.

Equally important, the school officials had to cope with an increasing problem of lack of instructional materials. However, the school was in better shape than most because it was never looted. Moreover, the school depended on the British Council and International Development Agency to supply textbooks and other materials. Students had to supply their own exercise books and writing materials.

Research Question Two: The Role of School Administrators in

### Maintaining The Quality of Education

There is no clear evidence that the school administrators at Gayaza came out to directly impact education. It can be construed that school effectiveness and the quality of education were the result of championing effective teaching and learning. They involved the PTA to finance education, keeping teachers committed to the school vision. In addition, the Gayaza school administrators had some impact on education by providing constructive suggestions to the Education Policy Review Commission which had been set up by the Ministry of Education to review the state of education in the country. The school administrators pointed out to the Commission that the national secondary curriculum was more strict and that it needed to be modified to match an Ugandan educational vision.

### Research Question Three: School Administrators as Instructional Leaders.

Interview data and the survey revealed that instructional effectiveness did not change much. The school climate was orderly and safe for effective teaching and learning. The school's excellent academic standards were also due to the maintenance of a good, qualified staff, strict discipline and good administration. This perception is supported by the results of the questionnaire. Of the teachers who answered the questionnaire, two disagreed strongly that school effectiveness had changed (Table 4).

Table 4

The Opinions of the Tenured Staff Members at Gayaza High School Regarding School Effectiveness

Variables	Values of Responses				
	SA	MA	NA	MD	SD
Student achievement emphasized	3	-	-	-	-
School's specific goals	3	-	-	-	-
Headteacher as instructional leader	2	1	-	-	-
The use of political structures	-	-	-	-	3
Teachers' morale increased	-	1	-	-	2
Inservice promoted and done	-	3	-	-	-
School effectiveness changed					
1971-88	-	-	-	2	1
Governmental decrees constrained school	1	1	-	-	1
Ministry of Ed. assisted quality of education	-	1	-	-	2

Note. SA: Strongly agree; MA: Moderately agree; NA: No answer; MD: Moderately disagree; SD: Strongly disagree.

The maintenance of instructional effectiveness is evidenced in the students' test scores on the Ordinary and Advanced Examinations. Essentially, the scores show that the



academic standard of performance had steadily progressed over the years (see Table 5)

In fact, Gayaza High School has been among the top five schools in the nation, and this high ranking was possible because of the following factors: An orderly environment with good discipline helped the students to perform well on the Uganda Certificate of Education examination. Discipline and commitment of all staff members contributed to the steady progress of academic performance. The headmistresses played an instructional leadership role in the scholastic environment. The school has continued to be led by English missionaries who have made a noticeable difference. The headmistress was viewed as an instructional leader because she was actively involved in leading the teachers and students to higher standards. According to Table 4, two of the teachers surveyed strongly agreed and one moderately agreed that the headteacher was instructional leader.

The headmistress was instrumental in having teachers and students meet their instructional goals. For instance, she was an active teacher in the classroom and she held frequent staff meetings to review how classroom instruction was progressing. Sharing between departments helped to improve the teachers' scope and sequence in their courses. The teachers were strongly encouraged to develop themselves with further studies or refresher courses.

Table 5

Candidates Who Sat for the Uganda Certificate of Education  
Examinations at Gayaza High School in 1980s

Year	Number of Candidates	Percentage of Students Scoring in Each Performance Division					
		I	II	III	IV	Y	Z
1980/81	121	42.1	42.1	15.7	-	-	-
1981/82	117	57.3	36.6	5.6	-	-	-
1982/83	121	43.8	46.3	9.9	-	-	-
1983/84	121	63.6	29.8	4.9	1.7	-	-
1984/85	118	71.2	23.7	4.2	0.8	-	-
1985/86	123	78.0	18.7	3.3	-	-	-
1986/87	121	83.5	16.5	-	-	-	-
1987/88	126	73.8	24.6	1.6	-	-	-

Note: Division I: Students passing with very high scores and are usually selected to pursue Advanced Levels.

Division II: Students passing with moderately high scores and qualifying for the Advanced Level

Division III: Students passing with average scores selected for some tertiary institutions; Division IV: Students passing with low scores; Division Y: Scores Missing; Division Z: Failed

#### Research Question Four: The Impact of Governmental Decrees

Basically, the school administrators, being European, tended to conform with whatever policy came from the Ministry. For instance, the mandate of a free Friday and teaching on Saturday did not bother the school administrators. Friday sessions were used for extracurricular activities, and then the teachers taught on Saturday. On the other hand, when Amin demanded that a Moslem teacher be hired, the headmistress was firm on exacting a qualified one.

The policies, rather than decrees, constrained the running of the school. In Obote's administration, certain ministers set tuition rates without consulting with the school administrators. Another source of constraint was political influence taking the form of interference and nepotism. The survey results indicate that 33% agreed that governmental decrees repressed the school (see Table 4). Likewise, the survey reveals that the respondents strongly disagreed that the school used the political structures to support its programs.

#### Summary

This analysis provides some insights on the impact of political instability on Gayaza High School. On the whole, both the internal (physical infrastructure, educational material, teaching staff, school management) and external (performance standards) indicators clearly assert that the

headmistresses and teachers did not let the political instability affect the quality of education given at Gayaza High School.

Essentially, the academic standards of performance showed a steady progress over this period. The school continued to educate and graduate successful students despite political vicissitudes. This success can be attributed to a number of factors. First, the school administrator seemed to have provided instructional leadership. Second, the school climate was marked with order and safety for the students and teachers favoured effective teaching and learning, despite scarce instructional materials. In brief, Gayaza High School survived the political instability of the 1970s and early 1980s in remarkably good shape and provided its students with a quality education.

#### Mount St. Mary's Namagunga

##### Introduction

Mount St. Mary's Namagunga was founded by a Catholic Religious Congregation in the early 1900s. It was managed by the religious sisters until 1973 when the first African headmistress was appointed after the expatriate teachers left the school. However, the African administrators did not last long and soon another European headmistress was appointed to run the school. Namagunga enrolls between 400 and 500 students from form one to form six. The school still has a couple of

European teachers. The school is situated some twenty miles east of the capital city, Kampala.

#### Research Question One: Coping with the Political Instability

The data reveal that the administrators, teachers and students kept a low profile to avoid getting into trouble with the government. Everyone learned to utilize public relations to their advantage. Although the school administrators kept a low profile towards the Army, nonetheless they exhibited firmness. For instance, they had to solve problems involving soldiers or politicians and so they found themselves telling such people to respect education and the school's goals.

Furthermore, school administrators showed extraordinary courage in dealing with political interference during the Amin regime and the second term of Obote. For example, during the second term of Obote some teachers feeling were oppressed, and they called the Minister of Education to complain that they were being asked to teach more hours in contrast to other teachers from the neighbouring schools. The school administrator handled this volatile situation well. Some of these teachers had to be transferred.

#### Research Question Two: The Role of School Administrators in Maintaining the Quality of Education

According to respondents, the administrators did not come

out directly to impact education. They did this indirectly by fulfilling their duties to the education profession. They insisted on effective teaching in order to continue the success and high achievements of the students in a scholastic environment. The respondents indicated that there was a slight change in school effectiveness. It occurred when there was a change of administrators in 1973 and 1978. The African administrators seemed to have espoused a system of less instructional effectiveness. Some of the teachers were ineffective due to their lack of commitment which resulted from the poor financial remuneration they received. The slight change in school effectiveness is supported by the survey. One of the teachers surveyed strongly agreed and another moderately agreed that the effectiveness changed (see Table 6). Since the effectiveness was high in the beginning, the conclusion is inescapable that effectiveness decreased. This slight change was reflected in the question of academic standards of performance. Generally speaking, the academic performance had been very good except in 1978 when the students' test scores at the Advanced level examinations dropped. Basically, other years indicated a steady progress in the academic performance at Ordinary level examination. To show how successful the school was progressing, Mount St. Mary's Namagunga in 1982 was superior to the whole nation based on the Ordinary test scores of that year.

Table 6

The Opinions of the Tenured Staff Members at Mount St. Mary's Namagunga Regarding School Effectiveness

Variables	Values of Responses				
	SA	MA	NA	MD	SD
Student achievement emphasized	2	1	-	-	1
School's specific goals	3	1	-	-	-
Headteacher as instructional leader	2	2	-	-	-
The use of political structures	2	1	-	1	-
Teachers' morale increased	-	1	-	1	2
Inservice promoted and done	1	1	-	1	1
School effectiveness changed 1971-88	1	1	1	1	-
Governmental decrees constrained school	1	2	-	-	1
Ministry of Ed. assisted quality of education	-	1	2	-	1

Note. SA: Strongly agree; MA: Moderately agree; NA: No answer; MD: Moderately disagree; SD: Strongly disagree.

Research Question Three: School Administrators as Instructional Leaders

According to the respondents' views, Namagunga's success was attributed to good leadership, teacher commitment,

devotion and good teaching facilities.

The headmistress acted more like an instructional leader than a business manager, being more interested in the quality of instruction. She checked on the lesson plans of teachers and did classroom supervision. There was merit teaching at the school. The teachers were given tokens and incentives in the form of essential commodities to encourage competition and good teaching.

Moreover, the school had an orderly and safe environment conducive to study. There was strict discipline and parents and student councils were very supportive of the administration. The students rejected the National Uganda Student Union and did not involve themselves in politics. For this reason, the school climate favoured and increased the good performance and progress of students.

On the question of staff development, unlike many secondary schools, Namagunga continued to stress the quality of teachers by asking the Ministry to give them instructors from Makerere University and National Teachers Kyambogo. The school promoted inservice and refresher courses whenever the opportunity availed itself.

All things considered, the headmistress was perceived as an instructional leader. This was verified by questionnaire data. The teacher survey indicates that one teacher strongly agreed and another moderately agreed that the school administrator was considered an instructional leader (see



Table 6).

#### Research Question Four: The Impact of Governmental Decrees

On the question regarding policies and mandates which constrained the school functions, the school was not affected by the Amin decree to teach on Saturday instead of Friday. The school introduced a ninth period during the week in order to avoid teaching on Saturdays. The political education introduced by National Resistance Movement seemed not to constrain the school functions. On the whole, the evidence revealed that there was no major decrees which confined the school administrators at Namagunga. The questionnaire survey supported this perception. For example, of those teachers surveyed, one person out of four strongly disagreed that governmental policies or decrees constrained the school (see Table 6).

#### Summary

This analysis produces some insights on the impact of political uncertainty on the Namagunga school. On the whole, both the internal (physical infrastructure, educational material, teaching staff, school management) and external (performance standards) indicators seem to suggest that the instability did not influence the school greatly in regard to school effectiveness. Essentially, the academic performance of the school showed a steady progress. Namagunga had

remained in the top five schools in the nation. This was due, in part, to good student discipline, the safe and orderly environment, and solid instructional leadership.

### Mount St. Mary's Kisubi

#### Introduction

Mount St. Mary's Kisubi was founded in 1906 at Rubaga by the White Fathers and in 1922 was transferred to Kisubi. In 1926 the White Fathers invited the Christian Brothers to manage the school which they did. In 1960 the government took over the school but Mount St. Mary's Kisubi is still run by a few African Christian Brothers. It enrolls between 500 and 600 students from form one to form sixth. It is situated some ten miles south of the capital city, Kampala.

#### Research Question One: Coping with Political Instability

According to the respondents, there was no specific strategy. However, the situation demanded that the administrators make firm decisions in relation to the political interference championed by some politicians. Generally speaking, the school administrators kept a low profile to avoid getting in trouble with the government officials.

Although the school administrators ensured a safe and orderly school climate, some politicians meddled with the school's tranquility. The school did not close except for two

or three days during the take-over of Kampala during the 1979 Civil War. Basically, the educational climate provided a safe and orderly environment for teaching and learning. Accordingly, the school administrators stressed good performance for the teachers and students.

The school administrators asked parents to buy scholastic materials to cope with the dwindling supplies. In addition, students were allowed to borrow from the school's meager supply.

#### Research Question Two: The Role of school Administrators in Maintaining the Quality of Education

The evidence indicated that Kisubi exhibited a slight change in the quality of education, compared to some of the schools around the nation. The changes can be attributed to the exodus of some of the teachers during 1971-1979 and 1981-1985, a period when some teachers fled the country for their lives or opted for greener economic pastures. Further, a change in school effectiveness is revealed in the expansion of the student population without increasing physical facilities. The school expanded from three to five streams. This factor decreased effective teaching in that the ratio of the students to teachers increased. As a result, the day scholars performed slightly lower than the boarders on the Ordinary level examinations.

There was political interference from some officials of

the Ministry of Education. They destabilized the school by employing several teachers and students as spies. For instance, in 1983 the headteacher was dismissed without consultation, which brought about a temporary crisis in the administration.

Further, the school administrators tried to reform and improve Ugandan education. The administrators pointed out a need for Ugandan education to be restructured in order to adapt to the needs and the abilities of the students.

#### Research Question Three: School Administrators as Instructional Leaders

Most respondents reported a slight change in effective teaching and learning. This conclusion was also revealed by the academic standards of performance as shown by the test scores from 1978-1988. There is steady progress over the years, but a slight drop in the test scores during certain years is noticeable (see Table 7). Such an apparent decline was due to the lack of scholastic materials. The drop was also due to the lower portion of the population being forced on the institution and these performing poorly on the examinations because of previous academic weaknesses.

But all in all, the school administrators worked for the good performance of both the staff and students by encouraging an environment conducive to teaching and learning.

Table 7

Candidates Who Sat for the Uganda Certificate of Education  
Examinations at Mount St. Mary's Kisubi in 1978/79-1987/88

Year	Number of Candidates	Percentage of Students Scoring in Each Performance Division					
		I	II	III	IV	Y	Z
1978/79	99	52.5	31.3	14.1	2.0	-	-
1979/80	-	-	-	-	-	-	-
1980/81	104	27.9	48.1	21.1	1.9	-	1.9
1981/82	-	-	-	-	-	-	-
1982/83	119	47.1	35.3	13.4	3.4	-	0.8
1983/84	113	58.4	28.3	9.7	1.7	0.9	0.9
1984/85	127	43.3	37.8	12.6	4.7	1.6	-
1985/86	136	44.1	32.4	17.7	5.9	-	-
1986/87	146	57.5	30.3	9.6	2.7	-	-
1987/88	122	41.8	31.9	22.1	-	-	-

Note. For explanation of the divisions see Table 5

#### Research Question Four: The Impact of Governmental Decrees

According to the interview data from Kisubi, there were no specific mandates which constrained the school administrators. But the economic policies under Amin's government and the second term of Obote severely constrained

the way the school functioned. The declaration of Amin's economic war had adverse effects on the operation of the school. But in comparison, the second term of Obote was more economically disastrous. When the currency was devalued, the teachers' salaries became meager, and as a result some teachers became business minded. They got involved in business and trading at the expense of teaching. Some taught in more than two schools which added to their ineffectiveness as teachers. On the other hand this factor did not impact teaching and learning at this school as much as it did in other neighboring schools.

According to Table 8, two teachers out of three at Kisubi strongly agreed that the governmental decrees constrained the way the school functioned. This seems to support the interview data which indicated that the economic policies had a negative impact on the school administrators and the way they operated the school.

### Summary

The summary reflects aspects in the data which provide insights on the impact of political instability on Kisubi. This analysis indicates that the political and economic instability from 1971 to 1986 affected the school's performance slightly. Basically, there was a feeling that the school administrators and teachers had continued to educate and graduate highly qualified students. Such observations are verified by the students' test scores for the Ordinary level

examinations (see Table 7).

Table 8

The Opinions of the Tenured Staff Members at Mount St.  
Mary's Kisubi Regarding School Effectiveness

Variables	Values Responses				
	SA	MA	NA	MD	SD
Student achievement emphasized	2	-	-	-	1
School's specific goals	2	1	-	-	-
Headteacher as instructional leader	1	2	-	-	-
The use of political structures	-	-	-	-	3
Teachers' morale increased	-	-	-	-	3
Inservice promoted and done	-	2	-	-	1
School effectiveness changed 1971-88	3	-	-	-	-
Governmental decrees constrained school	2	-	-	-	1
Ministry of Ed. assisted quality of education	1	1	-	-	1

Note. SA: Strongly agree; MA: Moderately agree; NA: No answer; MD: Moderately disagree; SD: Strongly disagree.

The slight fluctuation in the scores was not limited to Kisubi as such fluctuations can be observed in the test scores of other schools so they appear to be a national trend.

In conclusion, there was a strong feeling that Kisubi's

academic standards were kept in check by the vision and ability of the headmasters who were instructional leaders according to the teachers.

### Old Kampala High School

#### Introduction

Old Kampala High School was established by the colonial government to cater for the urban population. From the beginning the majority of the student population was Indian. The faculty were mostly Asian and European. However since 1972, the population has become purely Ugandan. The school has expanded so much as to become a double shift day institution of about 900 students. Old Kampala High School is an inner city school which enrolls students from the city capital and upcountry primary schools.

#### Research Question One: Coping with Political Instability

The school administrators, teachers, and students at Old Kampala kept a low profile to avoid getting into trouble with the military men and explosive politicians. The headteacher requested the students to avoid provoking the soldiers. Pupils were required to strictly observe all school rules and were compelled to remain within the premises of the school. Equally important, school discipline was emphasized by both the administrators and teachers. Since Kampala is an inner city, day school, discipline was a concern mainly during the



lyceum hours only.

Furthermore, the school administrators had to find ways to cope with the scarcity of instructional materials. Since the textbooks, laboratory equipment, and instructional materials had dwindled over the years, the students were asked to buy them from the black or open market, which was found on the streets of Kampala.

Equally important, the school had to cope with pressure and insecurity during the Civil Wars of 1979 and 1985-86. The school did not close down except for the few days when Kampala was taken over. Fortunately, the institution was never looted.

#### Research Question Two: Role of School Administrators in Maintaining the Quality of Education

There is nothing much reported on any direct impact. There was also little evidence that the school administrators affected the quality of education through staff development. Although the headmasters encouraged teachers' inservice, they rarely carried it out.

#### Research Question Three: School Administrators as Instructional Leaders

The evidence revealed there was a negative change in school effectiveness. The reasons for this change were varied. For example, some teachers left the school for either fear of their lives or for greener pastures where they could

enjoy economic opportunities. Consequently, unqualified teachers were hired to fill the teaching positions. Unqualified people were put in certain positions of teaching and administration, leading to the decline of quality education. Another change which affected school success had to do with the morals of teachers and students. Since Amin took power and during the subsequent dictatorial governments, moral corruption hit the educational sector. Some teachers and students were involved in magendo. This is a trade where people hoarded essential commodities only to sell them at exorbitant prices. For example, some teachers would report in the school office and then leave to attend their businesses elsewhere. At times some parents were asked to bribe some of the management staff.

As a result of these factors, the standards of academic performance declined. The failure rate in the range of ten points between the years has remained almost the same although the passing rate showed some improvement up to 1985-86 (see Column Z, Table 9). After the exodus of non-Ugandans, the school had not ranked among the best across the country. This ranking was due to the less qualified, less committed staff members. Another reason for the decline was admitting unqualified students into the school. This was aggravated by the lack of instructional materials worsening over this period. The situation was compounded by a school climate in which the staff failed to maintain favorable discipline for

teaching and learning.

Table 9

Candidates Who Sat for the Uganda Certificate of Education Examinations at Old Kampala High school in mid 1970s and 1980s

Year	Number of Candidates	Cumulative Percentage by Division					
		I	II	III	IV	V	Z
1976/77	276	2.2	8.3	27.2	33.7	0.4	28.2
1977/78	423	1.2	5.7	19.8	42.6	0.2	30.5
1978/79	383	1.0	5.3	17.2	35.8	0.3	40.4
1979/80	347	1.2	6.0	24.8	37.5	-	30.5
1980/81	407	1.7	6.4	19.2	37.8	0.2	34.5
1981/82	464	0.6	6.9	24.0	32.5	0.2	36.0
1982/83	432	0.7	6.7	20.1	37.5	0.5	34.5
1983/84	464	1.0	10.2	28.5	28.2	-	32.1
1984/85	477	3.7	12.9	31.4	26.4	0.6	25.0
1985/86	450	3.5	14.1	26.7	29.3	0.9	25.0
1986/87	445	3.8	11.5	20.0	37.3	-	18.4
1987/88	421	4.3	14.2	34.7	32.1	0.7	14.0

Note. For the explanation of the divisions see Table 5

Although there were no big disciplinary or alarming disruptions, undisciplined army children posed great problems

to effective teaching. Discipline got worse when some politicians interfered with school administrators superceding regulations with their own wishes. For instance, the politicians required that students of their relatives or friends be enrolled in the school.

The school administrators operated as instructional leaders. In particular, they attempted to get teachers and students to meet their instructional goals. Students were compelled to attend classes, told not to loiter around the campus, and given homework assignments to fulfill their responsibilities. Furthermore, the school administrators tried to supplement the lack of staff development by obtaining part time Makerere graduates and lecturers to teach at the school.

According to Table 10, the survey indicates the school administrator was perceived an instructional leader. This seems to support the position of headmaster as instructional leader.

#### Research Question Four: The Impact of Governmental Decrees

Amin's decree to teach on Saturday instead of Friday inhibited the way school administrators handled the question of Seventh Day Adventist teachers and students. Since Saturday was their Sabbath, some did not come to school at all.

Table 10

The Opinions of the Tenured Staff Members at Old Kampala  
High School Regarding School Effectiveness

Variables	Values of Responses				
	SA	MA	NA	MD	SD
Student achievement emphasized	2	-	-	-	-
School's specific goals	2	-	-	-	-
Headteacher as instructional leader	2	-	-	-	-
The use of political structures	-	-	-	1	1
Teachers' morale increased	-	-	-	-	2
Inservice promoted and done	-	-	-	2	-
School effectiveness changed 1971-88	2	-	-	-	-
Governmental decrees constrained school	-	1	-	-	1
Ministry of Ed. assisted quality of education	-	1	-	-	1

Note. SA: Strongly agree; MA: Moderately agree; NA: No answer; MD: Moderately disagree; SD: Strongly disagree.

Although this decree was mentioned as constraining, the evidence seems to suggest that certain policies bothered administrators more. For example, political influence and interference by some politicians especially during the second term of Obote were more inhibiting than during Amin's period.

Also increasing the school population without expanding the facilities and resources put a strain on school administrators. Another factor was political. If one belonged to an opposition political party during Obote's second term, one was considered an automatic enemy. In response to political opposition, the government officials discriminated against the programs and schools of those educators who belonged to opposition parties. Such an interaction was negative to education just as it was in the time of Amin. However, according to the survey, there is no clear evidence supporting the view that governmental decrees constrained the way school administrators functioned. One teacher who responded to the survey moderately agreed that governmental decrees constrained school functions. Yet another teacher who responded the survey strongly disagreed. This division indicated two types of respondents who supported different governments.

### Summary

This analysis provides some insights on the impact of political instability on Old Kampala High School. It seems to advocate some kind of change in the way the teachers taught and students learned. The impact appears to have been a negative one. It can be observed in the decline of academic performance during the period after the exodus of non-Ugandans.

This decline may be attributed to the lack of instructional materials, and the less orderly and unsafe school environment which did not favor effective teaching and effective learning. The situation was compounded by less committed, unqualified teachers and students who crept into the school during the period of political interference. In brief, one can assert the school administrators were instructional leaders. The conclusions from the findings strongly suggest that there was a cumulative effect on the quality of education at Old Kampala Secondary School. The political instability cannot be totally responsible for the decline.

### King's College Budo

#### Introduction

King's College Budo was established by the Protestant Church Missionary Society in 1906. It was founded to educate the sons of the king's chiefs. King's College started as an all-boys, small school but now it has become coeducational with enrollment of about 900 students. The faculty used to be predominantly European until early 1970 when Amin's policy regarding non-Ugandans required most of the European teachers leave the school. King's College Budo is situated about fifteen miles west of the capital city, Kampala.

### Research Question One: Coping with Political Instability

The interview findings revealed that the school administrators didn't have magical skills to cope with instability. Most of the respondents indicated the staff members and students kept a low profile to avoid getting into trouble with the army officers or politicians. They tried to avoid political reprisals by remaining neutral. To emphasize their neutrality, they preached a gospel of not combining school and politics. The emphasis was placed on the primary role of teachers and students as educators.

Another way to contend with the political instability was for the head teachers to act as business and instructional managers, trying to stamp out disorder by maintaining the high standards of King's College Budo. The school administrators stressed discipline to enhance an orderly and safe environment for the school. Students were asked to be politically neutral. They continued to be impartial during the second term of Obote in 1981-85.

However, the school administrators had to spar with the officials over the lack of instructional materials. The Ministry of Education could no longer supply scholastic materials, so the administrators at King's College Budo, resorted to asking students and parents to buy their own. Students had to buy their textbooks from street vendors, who displayed and sold them on the open market.



## Research Question Two: Role of School Administrators in Maintaining the Quality of Education

There is nothing much reported on any direct impact. It was rather the PTA which had some limited impact on school finances. Since the Ministry of Education had limited funds to run the school, school administrators always invited the PTA to give a hand. There was also little evidence that the school administrators affected the quality of education through staff development. Although the headmasters encouraged teachers' inservice, they rarely carried it out.

## Research Question Three: School Administrators as Instructional Leaders

The interview findings revealed that there was a slight change in school effectiveness. It started when the expatriate teachers had to leave the country under Amin's decree of economic war. Classrooms were left bereft after the exodus, and the school administrators scrambled looking for competent, qualified teachers to replace the British teachers. There was a slight change in student discipline because the students did not accept the new Ugandan instructors. The situation was compounded by the scarcity of essential commodities such as sugar, salt and food. Budo's situation was aggravated by the scarcity of instructional materials. It took good leadership from the headmaster to change and stabilize the situation.

There was a slight drop in academic standards of

performance over this period of time. The students' test scores dropped slightly in data but soon rebounded. The academic standards of performance steadied over the years (see Table 11). One reason for this steady academic progress was the school's admitting the most successful graduates based on Primary Leaving Examination.

In fact, except for a short period after the expatriates' departure, Budo has consistently been one of the top ten schools in the country. This ranking can be credited to the headmaster and staff members who worked hard to improve quality education keeping the tradition of excellent academic performance in Budo. The students and teachers saw education as a challenge to achieve the best despite the lack of instructional materials. They have continued to strive for academic excellence.

The survey supports a slight change in school effectiveness. According to Table 12, two of the teachers surveyed at Budo strongly agreed that there was a change in school effectiveness.

However, one of the teachers strongly regarded the headmaster as an instructional leader. Another one moderately thought he was an instructional leader.

Table 11

Candidates Who Sat for the Uganda Certificate of Education  
Examinations at King's College Budo in 1980s

Year	Number of Candidates	Percentage of Students Scoring in Each Performance Division					
		I	II	III	IV	Y	Z
1980/81	105	38.1	34.3	20.0	3.8	-	3.8
1981/82	99	44.4	32.3	21.2	2.0	-	-
1982/83	105	42.0	29.9	23.4	4.7	-	-
1983/84	123	57.7	24.4	13.8	4.1	-	-
1984/85	121	47.1	43.7	15.7	2.5	-	-
1985/86	143	45.5	41.9	9.1	2.1	0.7	0.7
1986/87	136	56.6	26.4	13.2	0.7	2.9	-
1987/88	183	36.1	38.3	22.9	2.7	0.7	-

Note. For the explanation of divisions see Table 5

#### Research Question Four: The Impact of Governmental Decrees

The main decree, mentioned frequently, was to teach on Saturday instead of Friday so as to give the Moslem a holyday. The mandate was short lived at Budo. School administrators soon ignored it by increasing lessons on other school days, by-passing the issue.

Table 12

The Opinions of the Tenured Staff Members at King's College  
Budo Regarding School Effectiveness

Variables	Value of Responses				
	SA	MA	NA	MD	SD
Student achievement emphasized	1	2	-	-	-
School's specific goals	2	1	-	-	-
Headteacher as instructional leader	1	1	1	-	-
The use of political structures	-	1	1	-	1
Teachers' morale increased	-	1	-	-	2
Inservice promoted and done	-	-	1	1	1
School effectiveness changed 1971-88	2	1	-	-	-
Governmental decrees constrained school	2	1	-	-	-
Ministry of Ed. assisted quality of education	-	1	-	-	2

Note. SA: Strongly agree; MA: Moderately agree; NA: No answer; MD: Moderately disagree; SD: Strongly disagree.

Another policy, especially prevalent in the second term of Obote, was the political interference by government ministers in school matters. This hindrance, coupled with political insecurity, put many constraints on how the school functioned. As seen in Table 12, 2 of the teachers surveyed felt strongly that the governmental decrees had constrained the school

administrator.

### Summary

Although there was a slight drop in academic performance at one time, the school has shown steady progress over the years. This brief decline was due to some teachers leaving, lack of adequate instructional materials, the school's expansion without proper facilities, and low morale for the teachers and students. With the headmaster acting as instructional manager alongside qualified teachers, the school was able to continue its high academic excellence. This seems to account for the survival of education during the troubled times of 1971-86.

## Mengo Secondary School

### Introduction

Mengo Secondary School was founded by the Anglican Church Missionary Society in 1913. It started as subgrade and later to a junior school, then to senior secondary, and in 1977 a Higher School Certificate institution. Mengo Secondary was administered by reverend headmasters until the 1970s. Presently, the school is a day school with a double session. It has a population of about 800 students. Mengo Secondary School is situated on one of the seven hills of the capital city, Kampala. It is considered one of the inner city schools.

### Research Question One: Coping with Political Instability

The school administrators at Mengo Secondary did not have elaborate strategies to cope with instability. Basically, they kept a low profile to avoid getting into trouble with the military officers and explosive politicians. They had to guard their words since some students were used as spies. Another way the school administrators coped with political insecurity was to conduct themselves more as business managers than instructional managers. They developed their business sense, causing instruction to become secondary in importance to trading. The school administrators also had to cope with the scarcity of instructional materials.

They were used to getting these materials from the Ministry, but that soon became impossible, and so the materials stopped coming to the school. Consequently, the school administrators stepped in and asked students to procure their own stationary. These were bought on the open market in the streets of Kampala at exorbitant prices. The educators also had to deal with a disorderly environment composed of discipline problems caused by the political insecurity. Some of the teachers were allegedly members of a State Research Secret Unit making it difficult for the educators to communicate their feelings on the political instability and for the administrators to discipline those teachers.

Research Question Two: Role of School Administrators in  
Maintaining the Quality of Education

The question was not sufficiently answered. The respondents did not feel the school administrators carried out a special role to maintain the quality of education besides doing their professional work.

Research Question Three: School Administrators as  
Instructional Leaders

There were strong indications that school effectiveness was somewhat altered at Mengo during the political instability. There was a change in the way students valued education. Some did not stress their studies, instead they became business oriented. There was also a change from the teachers point of view. They faced economic hardship due to insufficient salaries, so they resorted to teaching in more than two schools. The academic performance declined sharply for this reason. The previously mentioned factors affected the teachers' performance of duties and the students' methods of study, jeopardizing instructional effectiveness. The students' test scores declined over the years, bouncing up and down in no consistent fashion (see Table 13).

One respondent described this pathetic situation as follows: "How can a teacher be effective in class when she/he has to teach 40 periods a week in each school commuting on foot across town?"

Table 13

Candidates Who Sat for the Uganda Certificate of Education  
Examinations at Mengo Secondary School in the 1980s

Year	Number of Candidates	Percentage of Students Scoring in Each Performance Division					
		I	II	III	IV	V	Z
1979/80	243	0.4	5.3	35.8	42.8	0.4	15.6
1980/81	269	2.6	9.3	26.8	30.1	-	31.2
1981/82	234	6.4	10.7	31.6	35.9	-	15.4
1982/83	228	1.8	15.3	41.7	23.2	0.9	17.1
1983/84	217	2.8	18.9	26.2	37.3	0.5	14.3
1984/85	210	3.3	11.4	21.9	33.3	0.9	26.2
1985/86	226	1.3	7.1	20.4	29.2	1.3	40.7
1986/87	172	5.8	18.6	33.1	34.3	-	8.1
1987/88	204	5.0	13.7	35.8	38.2	-	10.8

Note. For the explanation of divisions see Table 5

Insecurity within the city and lack of discipline indirectly affected academic performance. The situation was aggravated by the lack of instructional materials and by the fact that the headteacher was more a business manager than an instructional leader.

These assertions are supported by the survey results. For example, one of the senior tenured teachers who completed the



survey moderately disagreed that the headmasters had been instructional leaders one did not answer the question, and one mildly agreed (see Table 14). The survey data also revealed that there was a change in school effectiveness: Two teachers strongly agreed and one moderately agreed that school effectiveness had changed during the period investigated. Further testimony is manifested by the fact that the teachers were demoralized by the hardships emanating from the political instability (see Table 14).

#### Research Question Four: The Impact of Governmental Decrees

The decree of teaching on Saturday instead of Friday caused some inconveniences to the school administrators. It hindered the Seventh Day Adventists who celebrated their Sabbath on Saturday. Another policy constraining Mengo Secondary was the economic policy of Amin (economic war) combined with Obote's floating currency. The whole institution became very expensive to finance. Obote's Political Education and National Resistance Movement's Ten Point Program, conceived to train teacher cadres, put some constraints upon the way the school functioned. This perception is supported by the survey. All the three respondents felt strongly that governmental decrees and policies were coercive and constrained the proper functioning of the school (see Table 14).

Table 14

The Opinions of the Tenured Staff Members at Mengo Secondary School Regarding School Effectiveness

Variables	Value of Responses				
	SA	MA	NA	MD	SD
Student achievement emphasized	1	1	1	-	-
School's specific goals	1	1	-	-	-
Headteacher as instructional leader	-	1	1	1	-
The use of political structures	-	-	-	1	2
Teachers' morale increased	-	-	-	-	3
Inservice promoted and done	-	2	-	1	-
School effectiveness changed 1971-88	2	1	-	-	-
Governmental decrees constrained school	3	-	-	-	-
Ministry of Ed. assisted quality of education	-	-	-	1	2

Note. SA: Strongly agree; MA: Moderately agree; NA: No answer; MD: Moderately disagree; SD: Strongly disagree.

Summary

This analysis provides some insights on the impact of political instability at Mengo Secondary School. The evidence shows that there was at least some indirect effect caused by

the political instability. There was a cumulative effect on the quality of education and the administration of the school. Particular aspects can be singled out for they seem to have been affected most. Indeed, at Mengo Secondary School the academic performance declined partly because of the political instability exhibited in a disorderly and unsafe environment and the lack of instructional leadership on the part of school administrators who got involved in business in order to survive.

### Nabisunsa Secondary School

#### Introduction

Nabisunsa Secondary School was founded by Moslem educators in 1958 to provide education for Moslem girls. Right from the beginning all the teachers were Moslems. However, all this has changed. Only about a third of the student population is Moslem. In comparison to the 52 all Islamic teachers in the first two decades of the school, today 15 out of 45 faculty teachers are Moslem. Nabisunsa Secondary School has evolved from a much smaller school to a moderately larger institution with a student population of about 500. It gained a status of an Higher School Certificate in 1982. Nabisunsa is located in a suburb of Kampala.

#### Research Question One: Coping with Political Instability

The school administrators did not have any stratagem to

cope with the instability. However, the school administrators and teachers at Nabisunsa kept a low profile to avoid getting into trouble with the government officials. The school administrators made sure that the teachers and students remained neutral by not participating in politics especially during the second term of Obote. They took precautionary measures to avoid provoking the army officers or government officials. For example, at one time the headteacher had to remove a school sign post from the main road so as not to attract military attention. In order to survive, the school also relied on the PTA who raised the funds to finance the school programs.

#### Research Question Two: Role of School Administrators in Maintaining the Quality of Education

The interview respondents felt that despite their constraints the school administrators had positively impacted the quality of education. For instance, the school administrators encouraged and promoted staff development. They gave the teachers the freedom to pursue degree studies in the local higher education institutions and overseas universities. The administrators also encouraged the teachers to train as Uganda National Examinations Board examiners.

### Research Question Three: School Administrators as Instructional Leaders

The interview results indicated there was a change in school effectiveness. One obvious change was in the allocation of instructional materials. Nabisunsa Secondary School's supplies dwindled from well stocked to almost none. This scarcity of instructional materials increased gradually over the years, and it resulted in the decline of effective teaching and learning. Consequently, student academic performance fluctuated between decline and progress in the 1970s and early 1980s. There seems to have been a more steady progress since 1985, it may be that school discipline improved in the 1980s, thus quelling the student strikes and those students who sneaked out at night to be entertained by the "big sugar daddies". There was solidarity between the teachers and the school administrators. Students and teachers seemed to have become aware of their roles and took them seriously.

The school climate under the second term of Obote, exhibited sporadic insecurity. For example, the school truck was stolen by the soldiers. There were always gunshots at night in the neighborhood. This created psychological anxiety and tension among students and staff. As a result, effective teaching and learning were affected.

The two teachers who responded felt that the school administrators were instructional leaders (see Table 15). The fact that the school administrator encouraged effective

teaching and learning despite the enormous problems facing the teachers and students indicated that he acted at least in part as an instructional leader. Equally important, he promoted staff development as a way to improve the quality of education in the school. Table 15

The Opinions of the Tenured Staff Members at Nabisunsa Secondary School Regarding School Effectiveness

Variables	Value of Responses				
	SA	MA	NA	MD	SD
Student achievement emphasized	1	1	-	-	-
School's specific goals	2	-	-	-	-
Headteacher as instructional leader	1	1	-	-	-
The use of political structures	2	-	-	-	-
Teachers' morale increased	-	-	-	1	1
Inservice promoted and done	2	-	-	-	-
School effectiveness changed 1971-88	1	1	-	-	-
Governmental decrees constrained school	1	1	-	-	-
Ministry of Ed. assisted quality of education	-	1	-	-	1

Note. SA: Strongly agree; MA: Moderately agree; NA: No answer; MD: Moderately disagree; SD: Strongly disagree.

#### Research Question Four: The Impact of Governmental Decrees

Nabisunsa, being a Moslem-founded school, had no problem with Amin's decree to teach on Saturday instead of Friday. There was no question of the constraint reported in other schools. This view was not reflected in the survey data. Both teachers who were surveyed at Nabisunsa agreed that the governmental decrees constrained their school (see Table 15). However, they could have had other decrees than the teaching on Saturday decree in mind when answering this question.

#### Summary

This analysis suggests that the political instability had some impact on the school. The findings showed fluctuating changes in school effectiveness. The academic standard of performance declined overall but began to improve in the mid 1980s. The teachers viewed the headteacher as an instructional leader.

## CHAPTER FIVE

### PROFILES OF COLLEGES AND TERTIARY INSTITUTIONS AND MINISTRY OF EDUCATION AGENCIES

#### Introduction

In this chapter, I examine what college and tertiary administrators did to keep their respective institutions effective and to account for their survivability during a time of political and economic instability in Uganda. In addition, the study considers the role played by the educational administrators at the Ministry of Education to ensure the quality of education during the political instability.

Thirty-four respondents were interviewed. Fourteen people were from the two colleges and three tertiary institutions. Fourteen people were interviewed in the Ministry of Education. Four interviewees were from the Uganda National Examinations Board. Two officials from the National Resistance Movement Secretariate were interviewed.



National Teachers' College Kyambogo and  
The Institute of Teacher Education Kyambogo

Introduction

National Teachers' College evolved from a small college of about fifty students which had been established to train primary teachers at Nyakasura and later moved to Mbarara. National Teachers College was established in 1964 at Kyambogo to train secondary school teachers to teach in secondary one through three commonly referred to as Grade V teachers. By 1967 and 1984, the institution had expanded to graduate 70 and 281 students respectively. Between 1984 and 1985, the Minister of Education decided to merge the National Teachers College, Kyambogo with Makerere University and create new National Teachers Colleges across the country. However, when the National Resistance Movement took over the government, it reversed that decision. The Minister of Education decreed that the former National Teachers' College at Kyambogo would become the Institute of Teacher Education Kyambogo. The Institute of Teacher Education Kyambogo took over the functions of the National Institute of Education, Makerere University. These responsibilities involved the development of the curriculum for Primary Teacher Training Colleges, examination and certification of primary teachers, and programs for experienced teachers who want to earn BA degrees. The Institute graduates more than 200 teachers a year.

Institute of Teacher Education is located in a suburban area a few miles East of Kampala. Four former tutors of National Teachers' College Kyambogo were interviewed.

#### Research Question One: Coping with Political Instability

The college administrators and tutors kept a low profile to avoid getting into trouble with the military government officials, and at the same time, they firmly dealt with these officials. Educators established a political boundary by being neutral to politics, and not expressing their views publicly. The administrators would not dare make comments or risk to protect a teacher who was being harassed by the Army officers for fear of their own lives and their families' security.

The college administrators also had to cope with political interference. They were not left alone to manage their own teaching affairs. They also administered under a scarcity of instructional materials. Toward the middle of Amin's regime, the institution's scholastic materials were almost non-existent. The situation deteriorated during subsequent governments and continued up to 1989. Exercise books and textbooks used to be supplied by the government and students would buy them from the institute's canteens but not anymore. The administrators asked students and tutors to buy their own stationery and textbooks, forcing them to buy these materials expensively from open markets on the streets of

Kampala.

After the 1979 civil war, the Third International Development Agency provided some books for Kyambogo's Library in response to requests to cope with the problem.

Then, the administrators had to cope with a sudden announcement by the Minister of Education to expand the campus. The fact that the need to expand was not researched and that no planning had been done to implement the policy brought constraints to the administrators. They had to scramble to cope with a situation aggravated by a dilapidated infrastructure.

#### Research Question Two: Role of College Administrators in Maintaining the Quality of Education

The evidence reveals that the college administrators influenced the quality education. They indirectly impacted the quality of education through sustaining educational vision and maintaining the high standard of secondary teachers. The Principal and tutors also impacted education by improvising teaching and improving the quality of the scholastic attainment despite a scanty supply of instructional materials.

#### Research Question Three: College Administrators as Instructional Leaders

There seem been a change in instructional effectiveness at the National Teachers College. This change started when

the non-Ugandans were expelled by Amin in 1972. Expatriates left a gap which widened over the years. Some indigenous teachers who came to the college to fill the chasm were not prepared or qualified enough to be teacher educators. This education gap became worse when some Ugandan professors and tutors left for other countries. The change in instructional effectiveness was due to the shortage of good teachers coupled with the expansion of the college. The institutional population was increased, yet the faculty members remained the same.

As a result of the above factors, academic standards of performance declined somewhat. Although the standards and infrastructure were dilapidated, they were not completely destroyed. The credit may go to the education system with its set up to check the academic standards. The apparent drop in academic performance may be attributed to lack of instructional materials, teachers' morale and shortages brought about by hard economic hardship, all of which had the effect of constraining effective teaching.

Equally important, the college climate, rift by a state of insecurity and confusion from political instability, might account for the apparent decline in academic performance. This situation and political interference by the government officials caused teachers and students to be less committed. For instance, the politics of education was never taught because one could be accused of planning to destabilize or

sabotage the government.

Even though the regime constrained college administrators and faculty, some were able to play a crucial role in aiding students and teachers in meeting their instructional goals. They brought in external examiners to evaluate the academic progress of the college, and they modified the curriculum to suit the students. They worked hard, potentially risking their lives in order to advance the college's educational vision. They pursued better education. In essence, they acted more as instructional managers than business managers.

#### Research Question Four: The Impact of Governmental Decrees

The findings revealed that Amin's decree of teaching on Saturday did not constrain the administrators at all because it was ignored. The government officials did not have the ability to enforce the decree so it was not universally implemented. However, Amin's decree on slave trade censorship had some constraining effect on the tutors. This mandate aimed to absolve Arab slave traders from having traded Africans as slaves. Curriculum planners either left the subject of slave trade out or dragged the revisions out until the emotions died down, then continued to teach the Arab slave trade as they had done before Amin's decree. Individual policies from singular politicians and the Army officers were more constraining than the decree of Saturday classes or Arab slave trade censorship. Political interference in the form of

nepotism was more inhibiting than the aforementioned decrees. Some politicians advanced their interests rather than instructional effectiveness. For example, they forced their relatives into the College, no matter how unqualified those people were. This was more pronounced in the second term of Obote. Furthermore, college administrators were encumbered by the practice of spying. Some students and teachers spied for the State Research Branch during the Amin's government. In the second term of Obote, the National Uganda Student Union and several teachers were used to spy on the college.

The policy of centralized education constrained school administrators by hindering attempts at innovative programs. The situation was exacerbated with the expansion of the institution by the government without any consultation or planning.

#### Summary

On the whole, the internal and external indicators revealed that the National Teachers College, Kyambogo's effectiveness was somewhat lowered but then was maintained. Like the administrators and faculty at other institutions, the staff members at the college insulated themselves against the most adverse conditions common to political instability.

Despite the problems, the institution maintained its academic performance and continued to graduate teachers to teach in lower secondary schools. The number of graduates from Kyambogo increased over the period that was investigated. The

numbers reflect the success of the institution. administrators and tutors worked zealously to maintain and improve the quality of teacher education.

For this reason, the findings reveal that some of the administrators and tutors acted as instructional leaders in the way they coped with instability, and how they advanced the quality of education.

### Makerere University Kampala

#### Introduction

Makerere was founded in 1922 by the British Colonial Administration as a Government Technical School to give the natives the skills in mechanical engineering, carpentry, telegraphics and medical assistanceship. Later on the Technical School became a College, and then it was upgraded to become the University of East Africa. In 1953 Makerere was affiliated to London University. By 1963 Makerere University was comprised of three colleges: Dar Salaam offering law, Nairobi offering engineering and veterinary medicine and Makerere offering medicine, agriculture and education. In 1970 Makerere became a fully-fledged university.

Up to 1970, 75% of Makerere University Faculty were expatriates. In 1972, Amin expelled the non-Ugandans and consequently many expatriate professors and lecturers left the University. In 1984-85, Obote's government attempted to expand Makerere University by annexing National Teachers' College

Kyambogo, Uganda Technical College, and Uganda College of Commerce.

Makerere is located on one of the seven hills of the capital city, Kampala. Since 1972, the population has been predominantly Ugandan with a few staff members and students from other countries. Several university administrators and professors were interviewed for this research.

#### Research Question One: Coping with Political Instability

The Makerere administrators, professors, and lecturers kept a low profile to avoid getting into trouble with Amin's Uganda National Liberation Army and explosive politicians during subsequent governments especially the second term of Obote. The institution tried to limit its political activities by remaining neutral at certain times. The administrators curtailed public actions and pronouncements.

University administrators had to cope with a general climate of the political insecurity and interference. For instance, during Amin's regime the Makerere University students once held a demonstration march and some of them were arrested by military officers and were flogged. At the onset of the regime, the Vice-Chancellor of the University was killed; and later on during this period, a lecturer and warden were slain. The University administrators had a lot to cope with, and they usually coped with the help of the Ministry of Education.



Under the second government of Obote, the University administrators had to deal with political interference brought about by the politically charged National Uganda Student Union. During Obote II, 24 students were forced to leave the University and a few others were put under detention. Some members of the University administration were removed on the basis of politics. The political interference was so bad that the Chairman of Uganda People's Congress at Makerere was more powerful than the Vice-President. For instance, he had to approve those who were invited to the commencement exercises. With this in mind, the school administrators had to avoid becoming entangled in these party politics by sticking to educational matters.

Equally important, the University administrators and teachers had to cope with the scarcity of scholastic materials. This started with the expulsion of non-Ugandan lecturers and professors around 1972. As a result, Makerere University found it increasingly difficult to import teaching, research materials and books for the library. After 1974, library periodicals and journal subscriptions dwindled so much that most shelves stand empty today. The administrators had to continue pressuring the government to give the students a book allowance. The administrators also sought help from outside firms. The International Development Agency (IDA) was one of the agencies which aided the University by rehabilitating Makerere University's main library.

And then the administrators had to cope with an illiterate Amin awarding academic degrees to graduates because as the president of the country he was automatically the Chancellor of the University. Many professors and students skipped graduation ceremonies until Amin threatened to revoke these degrees.

#### Research Question Two: Role of University Administrators in Maintaining the Quality of Education

The university administrators had some influence on the quality of education. One can construe an impact from the way the administrators attempted to maintain academic standards by supplying qualified lecturers. They also impacted education by promoting the original educational vision and its value established by the British. Likewise, the impact on quality education is seen in the fact that the university administrators continued to do staff development in spite of the hardships.

#### Research Question Three: University Administrators as Instructional leaders

The findings revealed that instructional effectiveness was comparatively maintained. Not long after the expulsion of the non-Ugandans, some Ugandan lecturers left Makerere and fled the country for their safety or for greener pastures in order to obtain better financial benefits. This was the

beginning of Ugandan intellectual drainage. Such a situation had to affect the academic performance of the students. However, the university administrators endeavored to keep academic standards high by attracting qualified and well motivated teachers. Despite this, the academic performance declined slightly just like it did in other institutions in the country. This was particularly true for the science based departments. They deteriorated because of inadequate staffing, lack of scholastic materials and equipment, the staff taking on other jobs at the expense of their profession, and a low morale among students and staff. There was less effective teaching and learning as a result.

On the other hand, external examiners reported that the academic standards at Makerere were still surprisingly high. This conclusion is supported by the data from several Kenya educators interviewed. They reported that despite the problems that faced Uganda, some Makerere trained teachers from Uganda are still preferred by Kenyan students over some Kenyan teachers for their high qualifications, commitment and integrity.

Although a majority of the educators at Makerere worked extremely hard to advance quality education, some academicians looked for easy money (mafuta mingi) during the 1971-1979 period, instead of focusing on their research and influencing the students' attitudes and performances. This situation got worse during the 1981-85 Obote period. Somehow this affected

the way professors taught and students learned. Even though Makerere University maintained a high standard of performance, the failure rate has increased in recent years. Some supplementary examinations had to be given and very few students were awarded the 1st Degree (Upper Upper Second).

Despite this, the evidence overwhelmingly asserts that some of the university administrators and faculty were instructional leaders. They educated and graduated students the way they did in 1971. The fact that they showed moral courage in trying to advance effective teaching and learning indicates they intended to change and elevate students' lives to a higher level.

#### Research Question Four: Impact of Governmental Decrees

The evidence revealed there were some governmental decrees constraining the functioning of the University. However, it seemed the University Act was too restrictive, leading the University to depend too much on the government. Amin's government passed a law to admit students according to regions, forcing the administrators to carry out what the law required even to the extent of enrolling unqualified students. The same Act abolished a policy to have exchange students from Kenya and Tanzania. This brought about political interference putting pressure on the university administrators to admit less qualified students.

During Obote's second term, the Minister of Education tried

to expand the Makerere campus. The policy in itself was good but was never planned well. A government policy of expanding secondary and tertiary schools had indirect consequences on the University. For example, the University can only take 1,500 students while 10,000 candidates are qualified. The selection of 1,500 out of 10,000 puts pressure on the University Registrar and opens room for political pressure and corruption.

The Museveni's government has embarked on addressing this issue by starting another university in the southwest area of the country.

#### Summary

This summary gives some insights bearing on political instability at Makerere University. On the whole, it is evident that there was some change in academic effectiveness at Makerere University. However, the University insulated itself against political instability by zealously maintaining academic performance. The administrators and faculty were not prepared to qualify someone who was going to be inefficient in society. This was particularly true for the Medical School.

Another insight deduced from the findings is that the high academic standards of performance established by the British declined slightly. This was due to the lack of scholastic materials coupled with shortage of staff; some of

the staff and students became business minded at the expense of effective teaching and learning. At the same time, a decline was not tantamount to destruction because of many effective faculty members who continued to advance an educational vision. Quality graduates from Makerere University over this period were highly praised in other countries such as Kenya, Zambia and Tanzania. Moreover, those who went to Europe and America were able to compete internationally in different academic fields. On the whole, there is evidence that the university administrators and the faculty acted as instructional leaders in the special circumstances brought about by the political instability.

### The Former Uganda Technical College and Uganda Polytechnic Kyambogo

#### Introduction

Uganda Technical College started as a part of Makerere Civil Engineering during the British colonial government. In 1928, it was known as Kampala Technical School. In 1954 it transferred to Kyambogo under the name Kampala Technical Institute to include the Madhavani School of Commerce and the Uganda Commerce. In 1962 the Uganda Commerce moved to Nakawa, later to be known as the Uganda College of Commerce.

Uganda Technical College remained at Kyambogo. In 1984-85, the Minister of Education decreed that the Uganda Technical College become a part of the Faculty of Engineering

of Makerere University. In 1986, the Minister of Education of Museveni government reversed the decision and renamed the college as Uganda Polytechnic College.

#### Research Question One: Coping with Political Instability

Basically, the college administrators kept a low profile to avoid getting into trouble with military government officials and political dictators. They did this by remaining neutral, not involving themselves in politics unless they had to (e.g. voting). The educators at Uganda Polytechnic and the former Uganda Technical College had no magical skills to survive the political instability. They merely adhered to their jobs.

College administrators had to cope with the scarcity of instructional materials. They acquired most of their scholastic apparatus from foreign aid and the government. The Ugandan government used to allot a portion of the foreign exchange to the Polytechnic to purchase books. When this was not possible, students were given local currency to buy the textbooks on the open markets on the streets of Kampala.

College administrators also had to contend with disciplining Army students who would sometimes come to school with guns. These students threatened anybody without being challenged. For this reason, the administrators had to be firm by creating and maintaining a safe and orderly environment conducive to learning. In addition, the administrators had to deal with

the teacher shortages created by tutors who left the college and fled the country. They continued to recruit local tutors as well as those from Western countries.

#### Research Question Two: Role of College Administrators in Maintaining the Quality of Education

The administrators at Uganda Technical College revealed nothing extraordinary in the way they maintained the quality of education.

#### Research Question Three: College Administrators as Instructional Leaders

The instructional effectiveness at Uganda Polytechnic did not vary much. Undoubtedly there were shortages of equipment which lessened laboratory effectiveness but the institution was lucky because the polytechnic depended on foreign firms from Canada and the British Council, which provided textbooks, equipment and scholarships.

Although there was a lack of textbooks and equipment from time to time, the institution's academic performance declined slightly. Accordingly, the academic standards were steady most of the period. Several factors contributed to this steady state. The principal played an instructional manager role. One can see this in the case of his insistence upon academic standards. He did classroom teaching and he worked closely with an academic committee to identify problems and prospects



facing both students and teachers in order to solve them. Secondly, the principal made sure that at least some instructional materials were available for teaching. Thirdly, he maintained an orderly and safe environment for effective teaching and learning. The administrators identified the best students and senior staff members to pursue a Second Degree or go for a specialization in the United Kingdom. The deduction from this analysis is that the principal was an instructional leader.

#### Research Question Four: The Impact of Governmental Decrees

Basically, there were no decrees enacted which put constraints on the way the Uganda Polytechnic functioned. Other than financial constraints brought about by general economy, there were no mandates identified as constraining.

#### Summary

On the whole, the political instability had no major negative impact on the Uganda Polytechnic except a slight decline. Basically, the institution showed an increase in the academic performance of its students during the time of oppressive government. Much of the credit for the Polytechnic's maintenance of academic standards goes to the administrators who were more instructional managers than business managers.

## Shimoni Teacher Training College

### Introduction

Shimoni Teacher Training College was founded by the Asian Community as a counterpart of the National Teachers' College-Kyambogo. Until the 1972 expulsion, most the teachers at the college were Asians. The student population was largely Asian and small (about 50). Today the population is primarily Ugandan and much larger than the Asian community used to be (300). Shimoni Teacher Training College is located in Kampala, about hundred yards from the Ministry of Education headquarters.

It was difficult to locate tutors or former principals to interview. Hence, only two people were interviewed.

### Research Question One: Coping with Political Instability

Just like the other scholastic institutions, Shimoni Teachers College kept a low profile to avoid getting into trouble with the military government officials and politicians. The principal used his accessibility to the Minister of Education to ask for intervention on the school's behalf whenever the college was disturbed by soldiers.

The college administrators had to deal with undisciplined female students who used to escape with military men. The principal established a number of rules including a roll call at night to keep order at the College. Furthermore, the college administrators had to cope with the scarcity of

instructional materials. They had to adapt to a new way of providing textbooks and other materials. Formerly, these materials were received from the Ministry of Education and distributed to the students. During the Amin and Obote governments, the administrators had to ask the students to supply their own stationary and textbooks. Even the tutors had to purchase their texts. The situation resulted from the civil war of 1979, when most of the furniture and scholastic materials were either destroyed or looted.

College administrators also had to contend with the political interference and spying prevalent during the second term of Obote. This was generally perpetrated by the National Uganda Student Union whose members proclaimed themselves watchdogs of the government. The administrators were forced to stop making comments that could be misinterpreted as subversive. Most often, silence was the rule of thumb.

#### Research Question Two: Role of College Administrators in Maintaining the Quality of Education

The respondents did not reveal anything extraordinary in the way they maintained the quality of education.

#### Research Question Three: College Administrators as Instructional Leaders

The findings show that instructional effectiveness declined after Asian teachers left the College. Then it

improved gradually until the 1979 civil war. The college was looted and this destruction contributed to the lack of instructional materials which had a negative impact on effective teaching and learning.

Academic performances declined due to the unruly students who took to the streets when Kampala experienced political unrest. The teachers were not able to instruct efficiently because of the same reason. But as time went on, the test scores rebounded because school discipline and the students' commitment in their studies greatly improved.

The principal acted as instructional leader in an attempt to advance quality education. This can be deduced in what the principal did. Generally, the principal stressed the student academic performance and disciplined the students. The principal also monitored and instructed in classrooms.

#### Research Question Four: The Impact of Governmental Decrees

Amin's decree to teach on Saturday constrained and inconvenienced the Shimoni College administrators especially in handling Seventh Day Adventists whose Sabbath fell on Saturday.

Another constraint was caused by the policy enacted during the second Obote regime regarding political education in schools which was meant to politicize the college students. The situation was complicated when the National Uganda Student Union functioned as a political wing, reporting on teachers

and administrators. As a result the college administrators were not free to carry out their responsibilities as effectively as they wanted had there been no political interference.

### Summary

The conclusions indicate the political instability had an indirect and direct effect on the institution. The academic performance declined slightly. The governmental policies seem to have had some effect on the academic performance. The Shimoni College administrators did play a significant instructional leadership role in insuring that a quality education survived the oppressive governments.

## Ggaba Teacher Training College

### Introduction

Ggaba Teacher Training College was founded by the Catholic Church and it used to prepare Grade II teachers. The government took it over and now it upgrades Grade II teachers to Grade III teachers. Ggaba Teachers' Training College is also one of the few training colleges which function as a music magnet college. In 1981 the College's two year course was reduced to one year. The population is too big for the size of the College. Ggaba Teachers' Training College is located about six miles south from the capital city Kampala.

### Research Question One: Coping with Political Instability

Ggaba Teachers College had to cope with instability in the same way the other educational institutions did. The college administrators, tutors and students kept a low profile during the period of political insecurity. In so doing, they were able to keep a safe and orderly environment at their institution for teaching and learning. They learned to struggle with the problem of scarce instructional materials. The institution was like a magnet school so the Minister of Education under several military governments continued to supply it with occasional materials and equipment. The rest were procured by shrewd principals.

### Research Question Two: Role of College Administrators in Maintaining the Quality of Education

The respondents did not indicate the school administrators did anything special in maintaining the quality of education.

### Research Question Three: College Administrators as Instructional Leaders

The College maintained its instructional effectiveness fairly well. This was manifested in the demand for the College's graduates. According to the findings, the academic standards steadied despite the dwindling of instructional materials. The College was the only institution in Uganda

specialized in training music teachers for primary schools so everyone worked hard to maintain the College's high standards. The principal performed an important role in making sure that tutors and students met their instructional goals. For example, the principal gave the students incentives and talked to them about better prospects and job satisfaction as graduates of the College. For this reason, these student teachers were highly motivated to do well.

#### Research Question Four: The Impact of Governmental Decrees

There were no governmental decrees which hindered the College other than the general economic situation.

#### Summary

The conclusions seem to suggest that there was slight change in instructional effectiveness at Ggaba Teacher Training College. But the academic performance steadied and improved over the years. These results could be attributed to a safe and orderly scholastic environment conducive to effective teaching and learning. Likewise, the results could be attributed to the high motivation that was manifested by the student teachers and an indispensable leadership role provided by the college administrators.

### Ministry of Education Agencies

Uganda's educational system was initiated by the missionary educators and later was developed based on the British system by the colonial government. The present system is largely based on the 1963 Uganda Education Commission Report. It is administered by the Minister of Education through the professional civil servants and other local education authorities (see Appendix B).

The Minister of Education is a political cabinet officer. The Minister is responsible for the administration of the ministry. He/she directs and controls the country's education. The Minister appoints the professional civil servants to assist him/her in the daily running of education. These appointments include the Permanent Secretary, the Chief Education Officer, the Chief Inspector of schools, the Higher Education Officer, the Chairman Teaching Service Commission, the Director of the National Curriculum Development Centre and the Vice-Chancellor(s). The Permanent Secretary is the Chief Executive Officer and is responsible for executing the education policy and coordinating all the ministry's divisions.

Fourteen educational administrators were interviewed at the ministry agencies or divisions discussed below. Four educational administrators at the Uganda National Examinations Board were interviewed.



## Chief Education Office

### Introduction

The Chief Education Officer assists the Permanent Secretary in administering and managing the schools in Uganda. In turn the Chief Education Officer is facilitated by a number of deputies and assistant officers: the Deputy Chief Education Officer; the Assistant Chief Education Officer; Teacher Training Colleges; the Assistant Chief Education Officer, Technical and Business; the Assistant Chief Education Officer, Secondary; the Assistant Chief Education Officer, Primary; and the Assistant Chief Education Officer, Planning and Statistics (See Apppenix B). Their responsibilities are varied and many. However, their main responsibilities are to ensure the efficient running of the schools and implementation of education policies.

Due to the lack of availability and the seniority of most officers, four officers were interviewed at the office of Chief Education.

### Research Question One: Coping with Political Instability

According to the general view of the officials in the Chief Education Office, the political instability mostly affected the infrastructure and the personnel of the educational system. Some educational administrators survived by chance since some of their colleagues were killed. They had to adapt to each political situation to survive. Often times,

they had to keep a low profile to avoid getting caught in the political traffic of fanatical politicians.

The conclusions show educational administrators coping with political interference by some politicians. During the massive expansion of secondary schools, several politicians imposed headteachers on certain schools without consulting the Chief Education Office.

Equally important, the educational administrators at the Chief Education Office had to cope with limited funds and lack of transportation for their work. Despite this, they continued to strive for better educational outcomes.

#### Research Question Two: Role of Educational Administrators in Maintaining the Quality of Education

It was evident that under each subsequent government, the officials in the Education Office, especially in the planning section, attempted to improve the quality of education. Some of these educational administrators reported how they risked their lives to do inservice during Amin's military government. However, others reported how Amin's government helped them in their work of improving the quality of education by supplying books, apparatus and assistance which they passed on to schools. However, this help was short lived because education was neglected or ignored when Amin increasingly concentrated on the Army as his major priority.

Consequently, the administrators at the Chief Education

Office found themselves selling the idea of the value of education to students as well as teachers who had got involved in business ventures. Unfortunately, this trend of doing business at the expense of quality education continued during the subsequent governments of Lule Binaisa, the second term of Obote and continues even now under the present National Resistance Movement.

On the other hand, the officials at the Chief Education Office endeavored to impact education by seeking ways to improve education. For instance, the Obote's government and National Resistance Movement government set aside some grants to rehabilitate and reconstruct the quality of education in Uganda. The Policy Review Commission was charged with such responsibility. The Chief Education Officer, his deputy and the Chairman of the Planning Unit were committee members of the Commission.

In order to improve education, the officials at the Chief Education Office administered, streamlined and stressed technical education and accountability. This was important because of the massive expansion of general education in the early 1980s and a pressing need for the gradual establishment of universal education.

### Research Question Three: Educational Administrators as Instructional Leaders

The officials at the Chief Education Office believed that

instructional effectiveness was affected very little by the political instability. On the whole, there were changes in the availability of instructional materials, student discipline, teacher and student morale, but in all, these were miniscule problems. The teachers had to adapt their instruction to limited scholastic materials and the economic hardships of inadequate salaries. Some schools did not have enough equipment and broken items were never replaced. Ministry administrators felt that to some extent these factors indirectly and directly affected academic performance. For example, some educators believe that these factors have led to rote learning in most schools.

Despite this, educational administrators continued to find ways to maintain and improve effective teaching. Together with the school administrators, the Ministry of Education officials, provided a leadership role in advancing educational vision amidst the constraints and problems brought about by the political unrest. They carried out this instructional leadership role in the form of inservice and supervision of schools to make them better.

#### Research Question Four: The Impact of Governmental Decrees

Most people at the Chief Education Office felt the decree of teaching on Saturdays did not have any major impact on education. They considered it a nuisance. However, they thought Amin's decree censoring the teaching of slave trade

constrained the Chief Education Officer's job. As educators, the officials were obligated to promote the teaching of facts, and yet as agents of government policy, they were required to implement the government mandates. This posed an intellectual freedom dilemma. Fortunately, the Minister of Education being, a military man and a teacher by profession, interceded and diffused the explosive situation.

### Summary

The findings reveal that the general instability constrained the way these officials administered education, resulting in limited options in their ability to cope with the instability.

Despite this conclusion they helped the schools survive and helped maintain educational services of some quality. Most of them seem to have done it with managerial prowess. On the other hand, some provided instructional leadership especially where they impacted effective teaching and learning of some schools.

## Teaching Service Commission

### Introduction

Teaching Service Commission is a governmental agency responsible for regulating the conditions of teachers as the public service. It is under the direction and control of the Ministry of Education. In particular Teaching Service

Commission is responsible for the day to day teachers, appointments, confirmation and discipline.

Due to the lack of availability and the seniority of most officers, three officers were interviewed at the office of Teaching Service Commission.

#### Research Question One: Coping with Political Instability

The administrators at the Teaching Service Commission employed no specific strategies to cope with instability besides being resigned to it, accepting and adapting to it. Since they were part of the government, they were forced to go along with the decisions made by the higher government officials. Sometimes they found it difficult to make free and impartial decisions regarding the professional matters of some teachers who were victimized by some government officials.

#### Research Question Two: Role of Educational Administrators in Maintaining the Quality of Education

The officials at the Commission impacted education in the way they interrelated with teachers. They stood between the government officials and the teachers on matters of the profession: norms, integrity and freedom to teach and learn. The Teaching Service Commission administrators made sure they sought and appointed qualified and dedicated teachers to preserve the excellent tradition of good education. However, their work was hindered by the military and political

dictators who appointed headteachers without consulting them. Such actions always jeopardized effective teaching.

Despite this, the educational administrators in the Teaching Service Commission worked determinedly to improve education because they recognized each government having the desire to enhance the quality education. You can see this in the case of rehabilitation and reconstruction championed by the subsequent governments after the civil war of 1979. Not long after, the officials at Teaching Service Commission presented to the government a budget proposal to rehabilitate and improve education.

#### Research Question Three: Educational Administrators as Instructional Leaders

The findings reveal that school effectiveness was a combination of change and maintainance. The change started at the outset of Amin's military government. The expulsion of non-Ugandans in 1972 had an indirect effect on instructional effectiveness. For instance, government officials appointed inexperienced Ugandans to take over the administration of the schools, thus retarding the educational achievement of several institutions. In addition, the school supplies having been imported by expatriates, ceased when they were expelled. Technical assistance abated in science which also affected instructional effectiveness.

The situation grew worse when some Ugandan teachers opted

to go to schools outside Uganda. As a result, a shortage of teachers occurred. Those who stayed behind were pressed by hard economic conditions and began to teach in more than one school. Coupled with other factors such as tremendous inflation, scarcity of instructional materials, poor teacher and student morale, the instructional effectiveness of the nation's schools was severely retarded.

Therefore, strong leadership was needed to maintain and improve education amidst these circumstances. It was in this respect that the administrators played a crucial role in maintaining and advancing the quality of education. Accordingly, they recommended that the teachers develop themselves by further studies and the Commission sponsored a good deal of staff development to produce qualified teachers. When the teachers were besieged by problems, the officials encouraged them to maintain the spirit of their profession. In this way, the educational tradition survived the destruction that was taking place in other sectors of the government.

#### Research Question Four: The Impact of Governmental Decrees

The policy of expanding secondary and tertiary institutions by the second term of Obote government put pressure and constraints on the Teaching Service Commission. Some government ministers appointed their own headteachers without consulting with the officials at Commission. Even when



these ministers conferred with the administrators at the Teaching Service Commission, they demanded that administrators transfer certain headteachers to oversee the newly established schools. During this period there was too much political interference by some politicians. They put the Commission officials in a difficult position when some ministers removed headteachers on the basis of partisan motives. Despite the Commission officials' objections, the ministers would not revoke their decisions. The Commission was crippled by excessive centralization of policies by the political and military dictators. The educational administrators were inhibited by such a practice. For instance, decisions regarding the teachers were either delayed or undermined, causing teacher frustration with the entire process.

### Summary

The Commission officials were constrained by the political instability as they struggled to serve the teaching profession. They encountered a great deal of political interference by other government officials.

Some of the educational administrators at the Commission risked a great deal to promote and advance the cause of quality education and help the teachers maintain instructional effectiveness. The primary and secondary schools of Uganda would have been in a worse position without the courageous work of the educators at the Teaching Service Commission.

## Inspectorate of Schools

### Introduction

This agency administers the primary, secondary, technical education and teacher education examinations, curriculum, syllabus, textbooks, teaching methods and refresher courses.

Due to the lack of availability and the seniority of most officers, four officials were interviewed at the office of the Inspector of Schools.

### Research Question One: Coping with Political Instability

The administrators in the Inspectorate of Schools attempted to alleviate the problem of a shortage of instructional materials by supplying some to the schools. However, in the meantime, they were not able to procure enough materials and were not able to supply them. Therefore, the responsibility shifted to the parents. The officials at the Inspectorate of Schools had to cope with the lack of transportation. They had only a couple of government vehicles to take them around the hilly country.

### Research Question Two: Role of Educational Administrators in Maintaining the Quality of Education

The officials in the Inspectorate of Schools assisted schools to keep education balanced and moving forward despite the problems facing the schools. This is was accomplished

through school supervision. Teams from the Inspectorate visited the schools to determine how they were being managed. The team looked at the staffing, enrollment, school administration, the school curriculum, the assessment of student performance and finances.

During the second term of Obote, the Ministry of Education attempted to decentralize education. Its task of improving education was extended to regional inspectorates. This was a healthy move, but it was constrained by the economic situation.

The Ministry of Education officials attempted to expand schools. They encouraged and assisted in the opening of the new schools. It was at this time that the so called Third World or Tata or Mango Tree schools sprang up. As a result, the Inspectorate officials had to look for ways to give aid. They contacted the Third International Development Agency (IDA) which provided some textbooks and equipments.

### Research Question Three: School Administrators as Instructional Leaders

The respondents at the Inspectorate of Schools felt there was some change in way they administered school effectiveness. During their supervision of schools, the officials at the Inspectorate, realized that the academic standards of performance had declined in some schools and steadied in others. As a result, the Inspectorate officials assisted

instructors and headteachers to do their best in order to enhance the vision of quality education. They encouraged the headteachers and teachers to maintain better education. They also kept in focus the plight of the scholars by promoting inservice programs for them. In this way, the administrators kept the glimmer of instructional leadership going.

#### Research Question Four: The Impact of Governmental Decrees

There were no governmental decrees which hindered the Inspectorate of Schools other than the general economic situation which constrained the services of school inspection.

#### Summary

On the whole, the evidence reveals that the officials at the Inspectorate of Schools were affected by political instability as were all the other people working in the Ministry of Education. They were hampered by lack of transportation, which slowed down and constrained the regular work of the school inspectors in their supervision of the schools. Despite this, the research reveals that the Inspectorate officials continued to do the crucial work of maintaining and improving education upon which the quality of life depended. In short, the educational administrators at the Inspectorate of Schools acted as instructional leaders by keeping the vision of better education alive.

## National Curriculum Development Centre

### Introduction

The National Curriculum Development Centre was launched in 1973 with the purpose of improving current curricula and developing new curricula relevant to Uganda's needs.

Due to the lack of availability and the seniority of most officers, three officials were interviewed at the National Curriculum Development Centre.

### Research Question One: Coping with Political Instability

There was no specific strategy used to survive the political instability. Rather, the administrators at the National Curriculum Development Centre were forced to adjust to adverse economic and war effects by subsequent governments. They struggled in many ways in order to survive. For example, the educators at the National Curriculum Development Centre used to generate funds from the Namutaba project, and they found it more and more difficult to obtain financial support in that way. Their printing press was destroyed by soldiers leading to another loss of a source of income. As a result, they were not able to print textbooks except syllabi for primary schools.

During the Lule and Obote regimes the school administrators continued to struggle just to exist. They were only able to publish textbooks using foreign firms.

## Research Question Two: Role of Centre Administrators in Maintaining the Quality of Education

The Centre's educators aspired to helping elementary and secondary schools to achieve a better education for Ugandan students. In this way, the school administrators at the National Curriculum Development Centre attempted to improve the quality of education in Uganda. In line with such an objective, the Namutaba project was begun to provide marketable practical skills for the students. The projects which had been planned earlier were implemented until the economic constraints crippled them.

Some members of National Curriculum Development Centre were selected to play a role in improving Ugandan education. They were a part of the Kajubi Policy Review Commission which was in charge of such efforts.

Further, the educators at this Centre were responsible for staff development. They put a great deal of time into training teachers to teach and mark examinations. They also upgraded teachers who were involved in teaching science. They helped in the reorientation of primary school instructors. The Centre administrators were involved in the rehabilitation programs which aimed at improving the quality of education under the second term of Obote. However, they were hampered by too much political interference.

The Museveni government continued the policy of rehabilitating and reconstructing education. Therefore,

administrators at the National Curriculum Centre were given a chance to continue the rehabilitation of education. For example, in 1988, they were a part of a Policy Review Commission which made recommendations to improve the quality of education in Uganda.

### Research Question Three: Center Administrators as Instructional Leaders

Changes in school effectiveness were inevitable, taking into consideration the whole picture of the political situation in Uganda. The initial change started when non-Ugandan and later Ugandan teachers left the country after a declaration of Amin's economic war (1972). There was a temporary effect on the performance of some schools. Soon after the National Curriculum Development Centre was launched in 1973, its administrators started to train and do inservice for the Ugandan teachers to improve instructional effectiveness. They were able to orientate teachers in using the syllabi developed by the Centre. In addition, the Centre educators designed and printed textbooks until the late seventies when the Center lacked the financial resources to continue publishing texts.

Consequently, change forced them to curtail the degree to which they were able to influence the academic standards of performance in the nation's primary and secondary schools. As a result the quality of education narrowed. For instance,

while the educational administrators at National Curriculum Development Centre advanced a vision to provide an education with marketable, practical skills, the Primary, Ordinary and Advanced levels of the examinations for the students focused on purely academic results.

Despite this, the educators continued to develop and organize a plan to improve the educational system. They emphasized the improvement of science and technology in contributing the practical skills needed to develop the country. The evidence indicates that the educational administrators at the National Curriculum Development Center played a crucial instructional leadership role in maintaining school effectiveness during the period of oppressive governments.

#### Research Question Four: The Impact of Governmental Decrees

There were no governmental decrees which hindered the National Curriculum Development Centre other than the general economic situation which constrained its services especially printing the schools' textbooks.

#### Summary

On the whole, the Center administrators were affected in the way they provided their services to the educational system. They were constrained by political interference and economic constraints. Due to the limited funds, the Centre's



administrators found it hard to cope with the cost of funding some projects. They had planned to put up a facility of technology but it never materialized. Moreover, even their model project of Namutaba declined over the years.

Although the Centre's educators experienced some problems, they continued to champion the improvement of education. The findings reveal that the school administrators at National Curriculum Development Centre acted in a manner that could be described as instructional leaders. For instance, they continued to improve and maintain educational vision in the country. They employed innovation in the curricula as evidenced by the Namutaba project and the staff development implemented to elevate teachers to effective teaching.

#### Uganda National Examinations Board

##### Introduction

The Uganda National Examinations Board evolved from the Cambridge Examinations Syndicate and later the East African Examinations Council. Up to 1967, the Board was called Cambridge University Examinations Syndicate. In the same year, the East African Community decided to establish the East African Examinations Council. In 1968, the Council in collaboration with the Cambridge University Examinations Syndicate, started to conduct school certificate examinations. In 1969 this participation was extended to A level

examinations. In 1970, the Council extended its work to Technical and Business Education examinations. In 1974 East African Examinations Council conducted and awarded its own certificates without Cambridge University and Tanzania who had withdrawn from the Council in 1971. Even when the East African Community broke up in 1977, Kenya and Uganda decided to keep the Council. However, in March 1980, Kenya decided to set up its own Kenya Examinations Council and Uganda with no other option resolved to establish the Uganda National Examinations Board.

The principal function of the board is to conduct primary, secondary, technical and business examinations based on syllabi prepared by the National Curriculum Development Centre. The Board awards a number certificates and diplomas to successful students in those examinations.

#### Research Question One: Coping with Political Instability

The Uganda National Examination Board (UNEB), like other institutions, had to adjust to the conditions of political instability. For example, due to the civil war of 1985 which cut off the western and southern parts of the country, the Ordinary level examinations were conducted in two sessions. The schools in Kampala and eastern and northern sections of Uganda gave the examinations during the regular sessions of October-December, 1985. For the western and southern parts, the examinations were done in March, 1986. The 1987 Advanced

level examinations and field work in geography were interrupted by war being waged by cattle rustlers in the northeast.

Since the examinations were done at different sessions, the results were not released until the results of the final session were available.

#### Research Question Two: Role of Board Administrators in Maintaining the Quality of Education

The Administrators at the Uganda National Examination Board did not seem to go beyond the bureaucratic, managerial work to influence or impact the quality of education. However, the Uganda National Examinations Board officials, being responsible for the marking and grading the Primary Leaving examinations, as well as the Ordinary and Advanced examinations, maintained the high standard of grading the students. In this way these officials ensured that quality education survived in Uganda.

#### Research Question Three: Board Administrators as Instructional Leaders

The data revealed that instructional effectiveness partly declined and partly remained the same during the time that the political instability descended on the country. As a result, effective teaching and learning was affected. The evidence gathered by the Uganda National Examination Board did not

entirely indicate whether these administrators were instructional leaders.

#### Research Question Four: The Impact of Governmental Decrees

There were no governmental decrees which hindered the Uganda National Examinations Board other than the general economic situation which constrained its services especially printing the examinations in time and administering them in remote area of the country.

#### Summary

The Summary gives insight into the impact of political instability on the Uganda National Examination Board. In general, the conclusions revealed that the political insecurity had some effect in the way the Board administered the examinations for the educational community. The civil war made the Board conduct examinations at different times.

## CHAPTER SIX

### THE SUMMARY OF FINDINGS

#### Summary of the Research

##### Introduction

The purpose of this study was to determine what Ugandan school administrators did to cope with the political instability in Uganda and, consequently, survive the political chaos that was prevalent in the 1970s and early 1980s. The study attempted to establish the impact of military-political dictators on school effectiveness. The researcher tried to determine what role instructional leadership played in maintaining quality education.

In this research study, I examined the educational experiences of educators and students in schools in Kampala, Mpigi, and Mukono districts to determine how they survived the political turmoil and maintained instructional effectiveness.

Through the use of interview and document analysis, complimented by a questionnaire survey on effective schools, this research focused on discovering the impact of political and economic instability on school effectiveness using the following research questions:

1. How did the school administrators in secondary and

tertiary institutions cope with the political instability?

2. What function did the school administrators play and what impact did they have on quality of education and school effectiveness? How did they prevent them from crumbling along with the total collapse of economy and government's functions?

3. Were these school administrators instructional leaders?

4. What was the impact of governmental decrees or policies when enacted by the oppressive governments on school administrators' methods of operation in schools during this period?

The first section of this chapter presents a summary of the data gathered from the secondary and tertiary institutions investigated. The second part gives a summary of the data collected from different sections of the Ministry of Education. The third section presents the schools' climate under the political instability.

#### Summary of Findings from the Secondary and Tertiary Institutions

##### Research Question One: Coping with Political Instability

The school administrators in the secondary and tertiary institutions had to cope with political instability in order to survive. From Table 16, 11% of those interviewed

Table 16

School Administrators' Opinions Regarding the Four Research Questions

Research Questions	n	Affirmative Response in Percentages
Coping with instability	7	11
Impacting quality education	27	44
Change in school effectiveness	22	35
Constraining policies	6	10
Total	62	100

acknowledged some form of facing the political turmoil.

However, the administrators revealed few specific strategies they used to wrestle with the political instability. Generally, the school administrators used the strategy of keeping a low profile.

They contended that at certain times, they had to be neutral to the political situation. They remained neutral to avoid political reprisals. Basically, keeping a low profile was one way of insulating the school against the political unrest that raged in the political arena. Acting in such a manner helped avoid detention, and such behavior kept them

from losing jobs or being murdered as happened to many prominent people who were exposed to the oppressors. Some educators fled the country or opted for a quieter life out of the limelight where obscurity was safer than being visible or vocal.

Many school administrators used school discipline to cope with instability at this period. A good number of those interviewed asserted that they used discipline to cope with political unrest. Although school discipline is a delicate issue in any school, some of the school administrators employed it to their advantage. For example, the school administrators who enforced the school rules and were very firm on discipline, challenged or warded off the soldiers or politicians who attempted to interfere with the running of the school. Such administrators were prepared to bring the matter to a higher authority, especially the Minister of Education. In these schools in which self-control discipline was stressed, academic standards were maintained. However, not all school administrators were successful in using discipline as means to cope with the political instability. For instance, some headteachers found it harder to discipline the soldiers' children for fear of reprisal from their parents. One school administrators reported an incident where a headteacher disciplined a son of a soldier, and the soldier came to that school and humiliated the headteacher before an assembly of students and teachers.



School administrators also used the scarcity of instructional materials to get the parents and students to provide these materials rather than rely on the government. As a result, the administrators kept the government officials who interfered with the schools at bay.

#### Research Question Two: Role of School Administrators in Maintaining the Quality of Education

The headteachers did not do anything extraordinary to impact the quality of education or school effectiveness. Yet from Table 16, 44% of the school administrators felt that they had impacted the quality of education purposely. In general, the school administrators impacted the quality of education by carrying on the routines of school life to maintain and advance the education of the students. The administrators struggled to keep their schools running.

Some administrators did impact the quality of education by influencing the students' outlook on education. Many people paid less attention to the value of education during the military government of Amin. Before the military government, Westernized education and life style were valued as a means to acquiring wealth. During the years of Amin, many people realized that academic qualifications were not the only way to amass riches or success. The era saw many people with little academic background pursuing political careers and establishing themselves financially (Tsimwa, 1987 p. 5). As

a result, many students dropped out of school to gain employment and some even managed their own small businesses. Some school administrators had to fight uphill battles to maintain the academic standards of the schools and to persuade the students to look at education as a challenge. These problems were complicated by some teachers who left their profession to engage in business activities.

The school administrators did have some limited direct influence on the vision of the educational system. The school principals and teachers in the secondary and tertiary institutions thought they had impacted the educational vision of the schools. The school administrators also perceived themselves as preserving the the value of education. In addition they felt that they had attempted to help teachers to teach effectively.

### Research Question Three: School Administrators as Instructional Leaders

The school administrators in the secondary and tertiary institutions felt that school effectiveness had changed for the worse. They believed that certain aspects of education such as teacher morale, economic conditions of service for most teachers, the decline in educational facilities, and the expansion of secondary schools had generally left their imprint on the education delivered by the secondary and tertiary schools, and the imprint was negative. In Table 16,

35% of the school administrators at the secondary and tertiary institutions contended that school effectiveness had changed for the worse.

Accordingly, a good number of secondary and tertiary school administrators felt that the academic performance of the students had declined. On the other hand, others thought that there was steady progress in the academic performance of the students. This view seems to be supported by the results of the survey given to the secondary school respondents. A majority of 53.8% strongly agreed and 30.8% moderately agreed that school effectiveness had changed between 1971-1988 (see Table 17). The teachers' and students' morale and satisfaction deteriorated over this period. Also, 11.1% strongly disagreed and 81.5% of the teacher respondents moderately disagreed that their morale had increased from 1971 to 1986. Some of these factors accelerated the academic decline. This decline of academic performance was due to several factors. The major force seemed to have been a lack of instructional materials. Many schools lacked scholastic materials: There were no textbooks or science equipment.

Teaching science had become theoretical because there were no chemicals or apparatus to do individual experiments. Fortunate schools had resorted to teacher demonstrations. So it was not surprising that many students did not perform well at 'O' level practical examinations. For some students, it was the first time they performed the experiments by themselves.

Table 17

The Opinions of The Tenured Staff Members regarding School Effectiveness

Items stressed by School administrators	Values in Percentage				
	SA	MA	MD	SD	NA
Student achievement	51.9	37.0	7.4	3.7	-
Monitor student progress	40.7	40.7	11.1	7.4	-
Teachers select materials	42.3	42.3	11.5	3.8	-
School's objectives specific	61.5	38.5	-	-	-
High standards for teach & stud	6.2	34.6	11.5	7.7	-
Basic skills emphasized	46.2	58.8	-	-	-
Goals clearly communicated	50.0	46.2	3.8	-	-
Headtea.enabler than director	23.1	42.3	19.2	15.4	-
Headteach. instr'l leader	56.0	32.0	12.0	-	-
Classrooms buffered	24.0	52.0	12.0	12.0	-
Teachers expected to succeed	70.4	22.2	3.7	3.7	-
Use of political structures	7.7	7.7	69.2	15.4	-
Teach. morale increased '71-86	-	7.4	81.5	11.1	-
Inservice promoted	11.5	23.1	42.3	-	-
Maintain positive relationship	56.6	29.6	3.7	11.1	-
'71-88 sch.effectiveness changed	53.8	30.8	15.4	-	-
Government decrees constraints	53.8	30.8	11.5	3.8	-
Min. of Ed. assist quality educ.	11.5	46.2	34.6	7.7	-

According to Odaet (1985), there is a strong correlation between academic performance and availability of scholastic materials. This conclusion seems to be supported and reflected in the present study.

The second reason educational performance declined was the reduced commitment on the part of teachers and tutors. Generally speaking schools whose teachers maintained their professional commitment maintained a steady progress in the students' academic performance. However, those schools with less committed teachers exhibited the greatest decline. The low teacher morale affected their commitment and their work and according to some the low morale made the teaching less effective which lowered the academic standard of the students. Although the decline in academic performance was frequently cited, there was reasonable steady progress in academic achievement in most schools. Generally, this was reported in some effective schools, especially those that exhibited strong instructional leadership, for instance Gayaza High School, King's College Budo, Mount St. Mary's Namagunga and Mount St. Mary's Kisubi.

The reasons these schools survived the political instability and maintained their effectiveness were clear. They selected the best scoring students who took the Primary Leaving Examination. They had a highly educated staff members. They promoted strict discipline, and they also had a reasonable supply of scholastic materials.

Some of the school administrators were perceived as instructional leaders. This view seemed to have been supported by the questionnaire survey. According to the survey findings, 56% of the respondents strongly agreed and 32% moderately agreed that the headteachers were perceived as instructional leaders (see Table 17).

#### Research Question Four: The Impact of Governmental Decrees

According to Table 16, 10% of the interview respondents from the secondary and tertiary institutions felt that the political and military dictators constrained the way the administrators ran the schools. However, these perceptions seem not to be supported by the survey from the teachers as 53.8% strongly agreed and 30.8% moderately agreed that some government decrees and policies had constrained school administrators during the investigated period. Accordingly, a relatively small number of school administrators felt that Amin's decree of teaching on Saturday in order to observe the Moslem Sabbath on Friday caused them some administrative inconveniences.

Consequently, the majority accommodated themselves to the reality of the decree in order to avoid a confrontation with the authorities. There were instances where some schools ignored it. This was particularly true for upcountry (non-city) schools and private schools.

This researcher also found that the economic measures

practiced by both Amin's and Obote's regimes were somewhat squelching. A relatively good number of those interviewed felt the economic policies had restrained the school's efforts to advance forward. The governmental policies of fiscal austerity had a destructive impact on education. These policies made it hard for the administrators to keep qualified teachers and to implement inservice programs, important ingredients of a quality education.

The Ministers of Finance of each government allocated some funds to the Ministry of Education. In fact, most of the allocated funds were spent on food and teacher salaries, leaving little for instructional materials. The 1985-86 budget of the Ministry of Education allocated 1.8 million shillings to the secondary schools for scholastic materials and supplies. There was very little money left for improving curriculum and staff development (see Appendix Q).

This researcher also discovered that the political and military interference in various sectors of education constrained the way the school administrators operated their schools. Most of the interviewees were of the opinion that political interference by politicians and members of the military forces was coercive and changed the way the school administrators managed the schools.

This coercion came in the manner of imposing students or teachers on particular institutions. In some instances, they demoted capable headteachers because of political the views

attributed to them. Such reprisals were especially noticeable in the second term of Obote during which open discrimination against political dissenters abounded.

Although school expansion meant more children were assured of education, it nonetheless brought constraints on school administrators. The expansion required more space, more teachers and scholastic materials. This added further difficulties in terms of maintaining and advancing quality education. Therefore, it was surprising that most of the school administrators interviewed felt that school expansion presented some constraints.

#### Summary of Findings from The Ministry of Education

##### Research Question One: Coping with Political Instability

The administrators in the Ministry of Education felt that the political instability presented them with a hard situation with which they had to cope. However, they did not point out any specific strategies used in coping with the political turmoil. Each individual adapted to political insecurity in different ways.

They also had to struggle to keep discipline in schools. Discipline problems were exacerbated by the political and military insecurity, civil war, and looting. Whenever certain headteachers experienced this situation, they immediately approached the officials of the Ministry of Education looking



for assistance in dealing with the problem.

Research Question Two: Role of Ministry Administrators in Maintaining the Quality of Education

In contrast to the school administrators in secondary and tertiary institutions, the administrators at the Ministry of Education indicated that they had a direct impact on the quality of education. For example, the Ministry organized plans to improve the quality of education. In the mid 1970s and recently in 1987-88, a policy review commission was set up to plan for a better education system. A fairly good number of these administrators interviewed asserted to being or having been involved in a process of improving the quality of education. These people had the notion of a good education as left to them by the Imperial British, so they strived to maintain the educational vision amidst the constraints brought by the political instability. Some of them kept the educational light burning despite the fact that education had been degraded by the military governments, many students and some teachers.

The administrators at the Ministry of Education also had a big influence on educational quality during the era of political instability. According to Table 18, 50% of the Ministry of Education respondents indicated that they were involved in improving the quality of education and cared about the quality of education during the Ugandan political

upheaval.

Table 18

Ministry of Education Administrators' Opinions Regarding the  
Four Research Questions

Research Questions	n	Affirmative Responses in Percentages
Coping with instability	4	22
Impacting quality education	9	50
Change in school effectiveness	4	22
Constraining policies	1	6

The Inspectorate of Schools and Chief Education Officers continued to supervise institutions, looking for ways to improve the quality of education. For example, in 1973 and 1987-88, a policy review commission was established to deliberate and plan for a better education system.

The Ministry preserved education during the military regimes when education was downgraded. It was at this time that many students and teachers dropped out of school to pursue business, joining the world of the military "mafuta mingi" (those people who became millionaires overnight).

### Research Question Three: Ministry Administrators as Instructional Leaders

Changes in school effectiveness took place during the Amin and subsequent eras. Teachers' morale and conditions of service, instructional materials in the schools, academic performance in the Ordinary level examinations, and secondary education expansion were often mentioned as the most prominent areas which had changed. The academic standards had declined in some schools but improved in others. Effective teaching and learning were indirectly affected by the political instability. The Ministry of Education officials interviewed, believed that effective teaching had somewhat changed. This can be discerned in the fact that they felt that the academic performance of the students had declined. Conversely, they indicated that the political instability did not have a great impact on educational performance.

The reasons for the apparent decline was the lack of instructional materials in schools, the low teacher morale and the lack of qualifications. Unqualified teachers had been employed in some schools which led to the poor performance of students.

Generally, the Ministry of Education administrators thought that they had played instructional leadership roles during this period.

#### Research Question Four: The Impact of Governmental Decrees

In Table 18, 11% of the administrators interviewed at Ministry of Education were of the opinion that the governmental decrees coerced the school administrators.

However, very few officials thought Amin's decree to teach on Saturday instead of Friday inconvenienced the school administrators. It is interesting to see that Ministry of Education officials who were supposed to enforce the decree thought that it was not constraining the schools because many institutions ignored the decree since the Ministry of Education did not press for its enforcement. The Ministry of Education administrators were of the opinion that political interference hindered education and school administrators.

It is also interesting to note that a moderate number of the Ministry of Education officials felt that the unplanned expansion of the secondary schools was a problem. Although expansion was good by itself, the problems it brought almost outweighed the apparent good. For example, the expansion aggravated the lack of instructional materials, undermining the objective of obtaining quality education.

#### School Climate and Political Insecurity

Did the schools have safe and orderly environments conducive to teaching and learning? In some of the schools investigated in this study, there was a safe and orderly environment despite the political insecurity prevailing across

the nation. According to Table 19, 23% of the school administrators at the secondary level thought their schools had safe and orderly environments conducive to teaching and learning. Generally speaking, these schools experienced safety and peace most of the time, except during the civil wars when everybody felt some sense of insecurity.

Those schools exhibiting a safe, peaceful climate were characterized by a healthy discipline and excellent extra-curricular activities. They also had students who exhibited good, principled behavior by shunning politics especially when they were encouraged by the National Uganda Student Union (NUSU) to take part in partisan politics.

Table 19

School Administrators' Responses Regarding School Effectiveness

Impression of School Effectiveness	n	Affirmative Response in Percentages
Facilitate quality of education?	19	31
Did academic performance change?	9	15
Use strategies to cope with instability?	4	6
Was education affected by economy?	16	26
Was the school's climate safe?	14	23
Total	62	100

In short, a few schools manifested a safe and orderly environment, good discipline, and self-control. Gayaza High School, Mount St. Mary's Namagunga, King's College Budo, and Mount St. Mary's Kisubi were good examples of such schools. Most schools in the area investigated did not reach such high standards.

### Instructional Leadership In Uganda: A synthesis

#### Instructional Leadership in Revolutionary Times

In this study I have used the concept of instructional leadership in a different sense. This view diverges from the customary, ordinary definition of leadership. The common, ordinary actions of people that might be classified as management in tranquil times may take on special meanings in revolutionary times. So, if teachers and administrators come together and decide to keep their school going, and decide that the students are going to get a good education no matter what chaos is going on in the country and government, then that relationship is indeed leadership. For to do what they intend takes significant changes in what would ordinarily happen in a school during a time of chaos.

In other words, in the case of Uganda, during a time of political chaos, the expectation was that the schools would be chaotic. However, if most schools were not chaotic, the administrators and teachers must have transformed the schools

and students in such a way that indicated that leadership was exercised.

#### Instructional leadership and Impacting of Quality Education

In this study, research question two and three were so interrelated that I found the data hard to separate under these two questions. As a result, the data under both questions were used to make conclusions about the school administrators being instructional leaders. Accordingly, by the process of advancing and facilitating the quality of education, the school administrators were exercising instructional leadership.

Equally important, some teachers collaborated with the school administrators to exert instructional leadership in Ugandan schools. The fact the teachers were involved in the transformation of effective teaching and the quality of education, in order to uplift the student academic standards during this period, points strongly in the direction of considering these teachers as instructional leaders.

## CHAPTER SEVEN

### CONCLUSIONS AND RECOMMENDATIONS

This final chapter consists of four sections. The first section includes the various topics that emerged from the study. The second includes the conclusions of the study. The third gives some recommendations for revitalizing the educational system in Uganda. The fourth section contains suggestions for further research.

#### Ugandan Education between 1971 and 1988

This section of the chapter presents the synthesis and general themes which emerged in the course of the data analysis. The first part reconstructs the educational development during and after the Amin era. The second part examines the expansion of education. It also explores briefly the economic instability in relationship to the educational system. The third section looks into higher education in Uganda and the final section notes the decline of moral educational throughout the educational system.

#### School Effectiveness Under Amin's Regime

The nature of military dictatorships imposes inevitable



problems on any sector of a society. Eight years of Amin caused the educational system to suffer. The Army officers consistently engaged in confrontational tactics with educated people, the intelligensia, despite Amin's declarations supporting educational development. For example, almost everyone interviewed reported the clash between the military men and Makerere students. This confrontation with educators was so bad that some of them were killed while others fled for their lives to other countries. However, not all who fled the country did so because of harrassment. Some wanted to develop better economic opportunities which became impossible after the declaration of economic war.

This war had a disastrous effect on the economy. Asians, who had dominated the economic and commercial sectors, were told to leave Uganda in ninety days so that the economy could be given to Ugandans. As a result, school effectiveness was impaired: Books, paper, scholastic materials, building materials, food and water became impossible to procure at times and thus difficult to maintain in a steady supply.

The forced departure of the Asians had a great impact on the European expatriate educators. Most of them decided to leave the country, creating a crisis in teacher shortages within prestigious schools like Budo and Gayaza. Consequently, these factors indirectly affected the academic performance of some schools such as old Kampala and Budo. There is some evidence which supports the view that this situation had an

indirect effect on the way the students performed. Statistics obtained at the Uganda National Examinations Board (see Table 20) seem to support such a contention. The Uganda Certificate Examination results between 1980 and 1986 indicate that the failure rate (Column Z in Table 20) increased at a rate inversely proportional to the passing rate in Division I.

Table 20

Percentage of Candidates Who Sat for the Uganda Certificate of Education Examinations in 1980s

Year	Number of Candidates	Percentage of Students in Each Performance Division					
		I	II	III	V	Y	Z
1980/81	-	4.3	15.6	30.6	28.2	-	-
1981/82	19,742	5.0	17.7	31.0	27.1	0.4	18.8
1982/83	21,162	4.6	17.4	30.2	27.0	0.4	20.4
1983/84	23,391	6.1	19.4	30.2	26.5	-	19.8
1984/85	28,351	5.7	16.3	29.3	28.2	-	20.4
1985/86	32,769	5.6	16.2	29.1	26.1	-	28.0
1986/87	34,774	6.3	17.0	31.0	27.8	-	17.8
1987/88	36,678	3.9	14.4	31.6	29.5	-	20.6

Using the test scores of the English and Mathematics examinations, the test scores indicate a fluctuation up and down (see Appendices R & S). To state it differently, the

failure rate somewhat increased during that period of time. Comparing the two tables, the failure rate for the Mathematics examinations declined consistently and deeply.

Along with the decline of academic achievement in some schools, the calamitous regimes had an extremely bad effect on the value of education. Before the coup in 1971, education was seen as necessary to a worthwhile and successful life. This attitude changed with the coming of military governments, allowing a small minority of businessmen to thrive on the "magendo" (black market). Most of these business people did not have any comparable qualifications, and yet they were the ones living expensively and well. Thus the professionals almost became the economic underclass.

It is remarkable that school effectiveness during this period continued "unscathed, but by and large, intact" to use Furley's words (Furley, 1988, p. 183).

The Heynenman (1983) study of primary schools came to the same conclusion that education was not destroyed by Amin's military government. Secondary and tertiary education during Amin's regime experienced the same situation as the primary schools. Amin's government (1971-79) reversed Obote's policy of expanding secondary schools which had been implemented from 1962 to 1970. According to Furley, (1988, p. 186) this "expansion of secondary education during the first term of Obote had been uncontrolled, resulting in 30% of secondary graduates being unemployed in the early 1970s". In 1975, the

Third Five-year Development Plan restricted such expansion.

School administrators attempted to revise and transform secondary education by stressing technical, commercial, and agricultural education. In 1975 the Ministry of Education introduced a new curriculum for all secondary schools. Each institution was required to offer courses in science, technical and vocational subjects and the arts, along with compulsory courses in english, history, geography, physics, chemistry, biology, and mathematics.

Amin's regime affected secondary teaching as early as 1972 when the expatriates had to leave the country, resulting in a serious shortage of secondary teachers for some time. By 1975, the situation had been rectified as National Teachers College Kyambogo and Makerere University had developed a steady supply of teachers. However, the science and mathematic teachers had not increased in numbers comparable with teachers in the liberal arts.

Despite the calamitous regime of Amin and its adverse conditions, educational systems continued to grow. For example, primary schools were built and staffed, as Uganda strived to achieve universal primary education.

During these vexing and strifeful times, the Ugandan educators made great efforts to reform and Africanize the curriculum. In 1973 the Amin government officials initiated the National Curriculum Development Centre. Its first task was to revise the primary school syllabus to produce marketable

skills so that students graduating from school would be functional in society. The Centre's most notable project was the Namutamba Pilot Project used to "redress the curriculum balance in favour of a more practical environmental approach" (Furley, 1988, p. 185).

#### School Effectiveness In the Post Amin Era

The 1978-79 war which was fought to remove Amin caused extensive destruction. Many schools were either destroyed or looted. A few lucky institutions escaped looting but experienced the adverse conditions of war. After Amin, Uganda passed through uncertain and vacillating times under several governments. The Lule government lasted only 68 days; the Binaisa government lasted until June, 1980 when another government was controlled by a military commission. There was not much impact besides the residual effects of Aminism, war and looting. Educators tried to rebound and maintain the educational system.

After the contested elections in 1980, political insecurity descended on Uganda afresh. It was accelerated by the Museveni National Resistance Movement which started a guerilla warfare against Obote's government.

The Ugandan Army often attacked and looted schools. Some teachers and pupils in the Luwero triangle were killed, others fled their locality during these raids.

### Expansion Of General Education

Secondary and tertiary enrollments in Uganda between 1971 and 1986 continued to grow despite the destruction of the political and economic structures. The policy of expanding secondary education was kept within limits by the Third Five Year Development Plan of 1975 under Amin. Only 15 secondary schools were established under this plan. This was a direct influence of the country's per capita income estimated at \$220. Ugandan parents could not afford to educate their children on such meager income.

In contrast, after the stagnant conditions of 1970s, the expansion of secondary education swelled up after 1979. The process took two phases. The first phase, between 1980 and 1985, involved the expansion of secondary schools. According to Balyamujura (1985 p. 32), the annual growth was 17% for this period compared to the 6.4% between 1971 and 1979. The second phase (1983-86) involved the expansion of tertiary institutions (see Table 21).

There are several reasons for the expansion. They had to do with a high demand of secondary education and the political pressures to satisfy that demand. "It was fashionable for each member of Parliament to start a new secondary school in his home area," said one school administrator. The expansion was also fueled by the members of the PTAs and the citizens of certain communities who craved for schools which they could administer themselves. Hence, 1980-86 saw a mushrooming of

secondary schools. One type of new school was called the "Mango" school or the "Third World" school because it operated without any building facilities.

Table 21

The Expansion of Educational Institutions in Uganda.

Year	Number of Schools						
	SEC.	NTC	TTC	UTC	UCC	UNIV	OTHER
1976	103	1	-	1	1	1	-
1977	103	1	-	1	1	1	-
1978	120	1	-	1	1	1	-
1979	120	1	-	1	1	1	-
1980	120	1	31	1	1	1	-
1981	178	1	32	1	1	1	-
1982	269	1	50	1	1	1	-
1983	285	4	55	1	1	1	-
1984	417	4	68	9	6	1	-
1985	500	10	73	9	6	1	-
1986	508	10	96	9	6	1	-
1987	515	10	92	5	6	2	3

Source: Planning Unit, Ministry of Education

SEC = secondary schools; NTC = National Teachers Colleges;

TTC = Teacher Training Colleges; UTC = Uganda Technical

Colleges; UCC = Uganda Colleges of Commerce; UNIV

=Universities

Besides this kind expansion, the old existing secondary schools saw a large increase in the number of students they had to admit, thus leading to the problem of overcrowding (see Table 22).

While the school population expanded, building facilities were not increased. As a result, one could find 60 to 100 students in one class instead of the normal 35. In addition, the increased enrollment brought acute problems of space accommodation, feeding and finance due to the soaring of building costs and the lagging community and parental support, especially for boarding secondary schools.

The Obote government also attempted to multiply teacher training colleges by upgrading the already existing institutions. For example teacher training colleges were upgraded to national teachers colleges and technical institutes to technical colleges. Further, the Minister of Education announced the decentralization of Makerere University; the Faculty of Education was transferred to Kyambogo National Teachers College, the Faculty of Commerce to Nakawa Uganda College of Commerce, the Faculty of Technology to Kyambogo Uganda Technical College. The government established more national teacher colleges, colleges of commerce, and technical colleges.



Table 22

## The Enrollment of Educational Institutions in the 1980s

Student Enrollment						
Year	SEC	TTC	NTC	UTC	UCC	MUK
1980	73,092	10,027	525	789	624	4,332
1981	83,000	10,988	525	789	624	4,156
1982	101,752	9,806	747	571	653	4,583
1983	117,087	11,314	1,175	669	750	4,854
1984	144,527	11,382	1,670	1,368	991	5,042
1985	159,702	18,320	1,837	1,505	1,090	5,271
1986	195,942	12,551	2,750	1,914	1,297	5,723
1987	226,875	13,179	2,106	735	1,009	6,318

Source: Planning Unit Ministry of Education

SEC = secondary schools ; NTC = National Teachers Colleges;  
 TTC = Teacher Training Colleges; UTC = Uganda Technical  
 Colleges; UCC = Uganda Colleges of Commerce; MUK = Makerere  
 University

Taking educational services to the people in their local  
 areas was a good move but the policy lacked plans for

implementation. These colleges sprang up without any research being done to assess their viability. One official in the planning unit expressed frustration that the work of the Ministry of Education officials was made impotent because they were not consulted.

With the coming of the National Resistance Movement (NRM) government in 1986, the Institute of Teacher Education Kyambogo, the Uganda Polytechnic and the Uganda National Business College were made autonomous from Makerere University.

While the population at some educational institutions expanded, some of the faculties at Makerere University reduced their enrollments, eg. the Medical School and the Faculty of Technology.

#### Political and Economic Instability and the Educational System

The findings of this study cannot be comprehended unless perceived in the light of economic influence. A brief note on the economic situation before and during the period investigated puts the results of the study into perspective.

Within the period prior to a military regime, the economy developed through a steady performance. There was a substantial growth in output and income. According to Edmonds (1987, p. 96), export volumes generally increased between 1961 and 1971.

However, such positive development was stifled by poor

economic management that was characteristic of Amin's regime. Such a disaster began with Amin's "declaration of economic war" leading to the loss of skilled personnel, especially Asians, who dominated the industrial and commercial sectors. The economy soon collapsed. According to Edmonds (1987, p. 99), the economy grew erratically between 1971 and 1977. The growth increased by 0.4% compared to 4.5% before Amin. The economic destruction was made worse by the 1978-79 war along with political instability during subsequent governments.

After the 1980 elections, the Obote government attempted to reverse the catastrophic decline by adopting radical measures stipulated by the International Monetary Fund (IMF). A flexible exchange rate was adopted (Ug Sh 78 to US dollar), rationalizing the taxation structure and credit ceilings. However, these efforts to rehabilitate the economy were eventually undermined by the lack of export production.

Therefore, it is no surprise that I discovered in this study a cumulative effect of the political and economic policies on Ugandan education. In many respects, the economic effects were harsher than the political ones. During the course of this research, the respondents continually emphasized how economically disastrous the tyrannical governments of Amin and Obote were for teachers and students. According to Table 19 26% of the school administrators at the secondary and tertiary levels felt that economic instability coerced them in their education profession. Their

conditions of service became worse during these and subsequent governments. This low percentage can be explained that the teachers had acquiesced to the bad situation which they had no control any more.

According to the research, strigent economic measures strained the schools, teachers, and students. Although each government raised the teacher remuneration by increasing basic salaries, the increases were not enough to support them. The price of consumer goods also increased monthly, leaving teachers in the disadvantaged position they were in prior to the raise. Their conditions of service worsened. Some teachers resorted to looking for other means to survive by taking other jobs which jeopardized their commitment to education. Some teachers began to teach in more than one school, while others left the country for better salaries. Many of those who had gone for postgraduate studies never came back to Uganda, citing political and economic reasons.

The economic instability had a great impact on school supplies such as textbooks, laboratory equipment, chemicals, and other materials. The lack of such instructional materials was partially responsible for the decline of academic performance in some schools.

These findings from the secondary and tertiary institutions are reasonably supported by the evidence gleaned from school administrators at the Ministry of Education. A relatively small number of those interviewed believed the

economic instability had sinister effects on the educational system. They cited teachers' morale and conditions of service, instructional materials, and building plants as the major areas severely set back.

### Education Today

#### Higher Education

Taking into consideration the enrollment from the expanded secondary schools, Uganda requires another national university. Even the military government contemplated building one in the northwest part of the country. An Islamic university was recently established in the eastern part of the country, but has not served the needs of all Ugandans.

To redress the question of the need for Ugandan technicians and solving the problem of enrollment, the National Resistance Movement government made a decision to build another national university in the southwestern town of Mbarara. Although the proposal has tremendous merit for the entire nation, it raised controversial questions concerning the viability of such a project. The controversy has appeared in the national newspapers. One headline: "Mbarara University, You Must Be Joking" reflected the heated debate on the issue (The New Vision, August, 1988). The main issue discussed was the logic of starting a second university when the government faced economic difficulties in rehabilitating the present institution.

According to some prominent educators, the decision has been long overdue. As one professor put it: "How can we continue to let 50,000 students take the Advanced level examinations [pre-university] if we only admit 1,600 into Makerere University whose enrollment is 5,000 students?" It is rather a disservice to the country! Another prominent educator asserted that the country needs a second state university to boost competition. This view is held by a good number of educators in the country. The reasoning behind this view is that Makerere University was set up by the British colonial masters to turn out clerks and for a long time it served that purpose. The problem is that many graduates from Makerere University expect to have white collar jobs when the country is 90% agricultural. Uganda needs graduates with technical skills to work in the upcountry.

On the other side of the controversy are the people who think starting Mbarara university will compromise the rehabilitation of Makerere University. They argue that it is cheaper to rehabilitate and expand Makerere so that it could easily handle 10,000 students. Although this is an attractive and seemingly viable suggestion, it does not solve the whole question of enrollment. What becomes of the other 20,000 students who qualify? This argument seems to continue endorsing an unfair selective educational system whose examination methods are designed to screen people out of a formal university education. The whole idea of having only one

state university seems to defeat the country's educational vision of achieving universal education.

To understand the issue, one has to know that the Ugandan educational system is very conservative. It does not want to change. If Uganda is to develop and educate its youth, it should also plan a new university. According to Morna (1989, p. 51), this view was also expressed by Kayanja who thought opening a new university would break with such conservatism, thus being a good idea in the long run. On the whole, I found that a majority of educators favored a new university to meet the growing population.

#### Moral Decadence

I attempted to establish the effect of the tyrannical governments between 1971 and 1986 on the schools. Like many deteriorated aspects of life, the moral education of a vast number of Ugandans was badly affected. Moral education is necessary in every society. Every person should understand what is good and evil and be able to choose appropriate behaviors for himself/herself and society.

One of the worst effects of the military dictatorships was the decadency of moral education. It was a reality that most of the people I interviewed were quick to point out. According to Waliggo (1988, p. 11), the truth was hunted down with guns, forcing educational institutions to start training people in falsehood. School administrators were not

spared this moral corruption, succumbing to such practices or tolerating them.

According to the findings, a relatively moderate number of respondents strongly felt that the moral development of teachers, administrators and students had changed for the worse. These people strongly believed that part of the impact of the military dictatorships was a change in the moral behaviour of many people. They blamed the present evils in educational institutions and society on the breakdown of the moral fibre of the people.

### Conclusions

The findings of this study support the following conclusions regarding the impact of political instability on school effectiveness in Uganda.

According to the internal and external indicators, one major conclusion drawn indicates that the political and economic instability in the 1970s and 1980s had a cumulative negative effect on school effectiveness. The harsh impact of the instability was sometimes intolerable and increasingly perplexing to the educators in the schools. As one headteacher stated: "Struggle was the operative word for what went on in the secondary school." The school administrators had to grapple with the lack of instructional materials, the difficulty in finding qualified teachers to teach science, the lack of funds, and so on. This predicament did not present



school administrators with any specific strategies to use in order to cope with the problems. The schools simply survived, and, surprisingly, some of them progressed steadily.

In conjunction with such a conclusion, the school administrators at the secondary level had exceptional impact on the effectiveness of the schools. Although, some of the school administrators did not acknowledge that they had openly influenced the educational vision of schooling, nonetheless looking at what they did to survive, I cannot but conclude that these school administrators did a great job to keep the schools operating. They did this by carrying out their jobs of administering the schools and educating the students. They faced a multitude of problems keeping their schools operating everyday. Likewise, the administrators at the Ministry of Education collaborated with the headteachers to influence school effectiveness. They maintained quality education at the forefront, especially when the value of education was undermined by the military governments. The officials at the Inspectorate of Schools, the Chief Education Officer and the National Curriculum Development Centre continued to advance the vision of education in the country. The interaction between the headteachers and officials at Ministry of Education helped the schools to continue moving on despite the enormous problems. The officials from the Inspectorate of Schools and Chief Education Officer visited schools across the country to encourage the headteachers and teachers on their

jobs.

Based on the data, a major conclusion is that the dominant perception in Uganda is that school effectiveness generally declined during the political upheaval. This change occurred in student academic performance, allocation of scholastic materials, teachers' morale and their conditions of service, and physical infrastructure.

In trying to determine the impact of political instability on the effectiveness of Ugandan schools, I took special interest to determine the effect of instability on the academic performance of the students. Hence, I used the achievement test scores of the students, and the perceptions of school administrators and teachers of these scores to measure the quality of Ugandan education during the period 1974-88 when Uganda was ruled by military and political dictatorial governments. I recognized that such measures of school quality were influenced by nonschool factors such as the student's innate ability, family background and early childhood education. I made no attempt to control these nonschool factors nor did I take into account the enrollment in both the primary and secondary schools in Uganda expanded by 10.6% during this period of time. Based on that fact alone, some analysts would have predicted lower test scores nationally on the various tests since the new students came from the rural and underdeveloped areas and from families whose children had not previously been exposed to formal

schooling.

Looking at the evidence, I concluded that the academic performances of the students in most schools declined. Some schools deteriorated more than others. The bulk of such evidence was indirectly construed, based on the certain inputs to the educational process, especially instructional materials and qualified teachers. Although there was steady progress in the academic achievement of the students in some schools, it was accompanied by an increase in the failure rate in other schools. Several schools investigated showed a sharp decline when measured against the top schools nationally. However, according to the administrators and teachers of those schools, the student test scores did not show a significant decline when appraised against the school's previous scores.

According to the test scores obtained at the Uganda National Examinations Board, the national academic achievement fluctuated slightly over the years. Individual schools were more affected than others. For example, elite schools maintained a high quality of performance while others declined overall. When many people assert that the academic standards declined, they are still using the yardstick which was employed for the Cambridge Examination Syndicate. This is because many Ugandans have always held very high expectations of the student academic performance at all levels of schooling. However, the fact that the educational system has continued to produce professionals for Uganda and the world

at large indicated that the educational deterioration was not as bad as it has been made to appear. For example, many Ugandans educated during this period have been found to compete successfully on the international level. One example can be seen in the way some Ugandan trained teachers were preferred to some Kenyan teachers in western Kenya secondary schools.

According to the evidence gathered, I concluded that the decline of quality education was due to a number of factors. First, the students and teachers wasted time for lack of textbooks and learning materials. Most of the school administrators felt the lack of instructional materials had a negative influence on the academic performance of the students. The Ministry of Education officials expressed the same view. One cannot expect students to perform well if they do not have access to the pedagogically necessary materials. One school administrator described the pathetic scenario this way: "We know that scholastic materials do impact academic achievement. How can the students achieve high scores on the examinations, if some of them see science chemicals for the first time just a few days before or in the examination room?" Another headteacher put it this way: "There are no textbooks. The existing ones are outdated, the new ones are printed in Europe and can't be brought into the country because of the lack of foreign exchange. How do you expect students to pass with high scores if they are examined on materials they have

never seen?"

According to the Weekly Topic newspaper report (Baguma, June, 1988), Baguma asserted very few schools were stocked with instructional materials. Even teachers did not have the textbooks necessary for teaching. As a result, teaching and learning has come down to rote memorization (p. 9). This problem is commonly known as "coaching," where teaching has become coaching for examinations. Even the students and teachers at Makerere University, which used to be one of the more prestigious institutions of learning in Africa, did not escape this problem. The Weekly Topic, in order to point out the public concern about the whole situation, in its August, 1988 issue, ran the headline "Hundreds fail examinations as Makerere sinks deeper." According to the author, many students in the science and mathematics faculties failed, and some students had to be dismissed because they were repeating the examinations.

Another factor responsible for the decline of quality education was the lack of commitment of some teachers and students. Due to the worsening economic status of teachers, some lost interest in teaching and became involved in business ventures. Their professional responsibilities suffered at the expense of new commitments to their businesses. The situation was compounded by the hiring of less qualified teachers in some schools. It is unquestionable that pedagogically competent teachers are an essential ingredient of educational

quality. The hiring of unqualified teachers and the lack of continuous staff development contributed to ineffective teaching, undermining the quality of education.

Equally important, the enrollment of less qualified students contributed to the weakening of academic performance at the Ordinary level examinations.

The researcher found no evidence that the decline of academic performance was directly related to the political instability. In some instances there are indirect inferential reasons stemming from the government's spending substantial money on the military to control the people and maintain the government in power.

Consequently, I found out that the oppressive governments neglected the physical maintainance of the schools which resulted in the worst dilapidation of school facilities in the nation's history. The physical facilities of the schools had been neglected right from the outset of the military government in 1971, and they have been deteriorating ever since. It is common to find severely dilapidated buildings, as well as missing or broken school furniture in every school. The situation was aggravated by the destruction and looting of school facilities during the 1978-79 and 1984-85 civil wars (see photos in Appendix P). According to the Ministry of Education's assessment, 877 primary schools, 17 secondary schools , 6 technical schools, and 3 technical institutes were damaged or looted during the 1979 war. This was confirmed

by the report Balyamujula et al wrote for UNESCO (1985, p. 31). Obote's forces devastated most of the schools in the Luwero triangle. As a result, immediately after the National Resistance Movement took over power, some of the classes were conducted in classrooms without roofs or outside in the open very often under mango trees. Therefore, it was difficult to conduct classes during the rainy seasons, which contributed to the poor performance of many students in some schools.

The researcher concluded that the problem of the scarcity of scholastic materials, started during Amin's government and escalated during the subsequent governments of Lule, Binaisa, Obote, Okello and Museveni had serious consequences on school effectiveness. Many blame the lack of school materials upon Amin, but the situation became worse after his removal. Some educators would like to see the governments after Amin take responsibility for certain problems and stop using Amin as a scapegoat for some the corruption encountered after he was overthrown. Some government administrators embezzled money designated for rehabilitating and improving education.

On the other hand, we must recognize that Uganda was not the only country confronting the problem of insufficient instructional materials. According to the World Bank Study (1987), a number of sub-Sahara countries encountered the same problem. This fact is even more significant in evaluating the impact of political instability on quality education in Uganda at this period because in such a case Ugandan schools were

doubly handicapped. That is to say that Uganda like any other sub-Sahara country lacked adequate instructional materials. The situation was compounded by the scarcity of such materials under the military governments. The deficient of scholastic materials cannot be solely blamed on the political upheaval.

I also concluded that there was more instructional leadership in some schools than others. A great number of secondary headteachers behaved both as business managers and instructional managers. Others behaved as instructional leaders, functioning within the parameters of classroom teaching, stressing students academic performance, checking on teachers' lesson plans, emphasizing classroom discipline, insisting on student homework, and holding regular staff meetings. The school administrators behaved as business managers when they travelled around looking for essential commodities instead of stressing academics and performance.

Without a doubt, instructional leadership existed in those schools which continued to educate and graduate students at the same or at a better rate than they did before the military governments took over. I believe that the school administrators' struggle to get instructional materials, to obtain qualified teachers and keep the old timers committed, to create a safe school environment conducive for teaching and learning during the harsh political instability was a supreme act of instructional leadership. The fact that other government functions crumbled under supposedly good managers



in those departments indicates, in part, that the survival of the schools can be attributed to the instructional leadership exhibited by some school administrators. The school administrators, the teachers and the administrators at the Ministry of Education headquarters collaborated together to perform a vital role in advancing the educational vision.

This leadership role was not without problems. The researcher deduced that some of Amin's and Obote's policies constrained the way school administrators managed their institutions. Amin's decree of teaching on Saturday in order to observe Friday as the Moslem holyday inconvenienced some school administrators. Fortunately, the problem was short-lived because most school administrators adapted to it or ignored it. Amin's and Obote's policy of fiscal economic austerity coerced the way schools were administered. In fact, when most people spoke of the terrible effects on education by past governments, they were thinking of these economic hardships.

I also gathered that school administrators experienced more political interference under the second term of Obote than under Amin's government. This is surprising since the global view has been to think of Amin a worse dictator than Obote. That was perpetuated by nondocumented written reports making Amin a scapegoat for some of the severe experiences of the 1980s.

I also found out that a number of schools created a safe,

peaceful and orderly school climate, conducive to teaching and learning, despite the political unrest raging around the country.

Furthermore, the educational system survived because of several other reasons.

First, Ugandans possessed a notion of a good education left by the British which kept the people prepared to do anything for its survival. They also loved education and they did everything possible to get an education. Therefore, the people struggled to maintain good schools because they saw education as a stepping stone to a higher economic quality of life. As one interviewee put it, "Educational establishments endeavored to insulate education from political instability. Educators resisted such instability from invading the educational institutions." School administrators decided to continue business as usual.

Second, the schools survived because educators had a leadership role in the modernization of Uganda. Further, the educated people believed that it was their role in Uganda to foster an education system that served the country. The teachers had always been looked upon as leaders in the upcountry villages. This was enhanced by the fact that most teachers, despite the problems they confronted, wanted to keep the vision of education alive no matter what happened in Uganda. Such deep rooted beliefs did not collapse when the political functions broke down.

Third, education in Uganda was based on moral values of truth and integrity as stressed by the founding missionary educators. These deep seated values of integrity and moral conscience manifested by educators earned them the responsibility for a quality education. To understand this reason, one has to understand that most of the present Ugandan prestigious schools were founded by the religious missionaries. For this reason, the school administrators felt it was their obligation to preserve the founders' original vision of high educational standards.

Fourth, the educational tradition was carried on by the primary teachers, since they were the most stable group in transmitting a basic education. Thus, they did not contribute to the brain drain as much as the secondary and tertiary instructors did. Those educators who left the profession and/or the country were from the secondary schools, tertiary institutions and the university.

Fifth, the educational system also persisted during the time of political instability because the school curriculum did not change much. The syllabi and the methodologies of teaching did not alter significantly other than being constrained by the lack of instructional materials. There were no innovations. The system survived because it was centralized and bureaucratic. This reason is consistent with Heynenman's study (1983) on primary schools which asserted that education had survived the political turmoil because of managerial

proress. For this reason, the military government, believing very much in bureaucracy, did not disrupt the operation of the educational system. It permitted the Chief Education Officer and the Chief Inspector of Schools to ensure continuity. While the military regimes interfered with almost all governmental sectors, it tolerated most of the civil servants in the Ministry of Education. That is why Amin appointed a military man and a teacher by profession as a Minister of Education. In contrast to this, the political dictatorship of Obote seemed to have had a more negative effect on the administration of education than did the military government of Amin. For example, Obote made political appointees by discharging people of different political views from the opposition parties.

On the whole, the educational system did not survive the political instability by chance, rather it survived because of the people of Uganda, educators and parents alike, who struggled with every personal and professional resource under their control to keep the schools open and the system working.

In summary, it is evident that the political instability brought about moral decadency, which was directly responsible for many of the evils done since the military took control of Uganda from 1971 to the present. This impact, together with the cumulative effect of the political and economic instability, will continue to haunt future leaders in Uganda unless the people are morally, economically and politically

rehabilitated.

### Recommendations for The Ugandan Educational System

People in Uganda have viewed education as a stepping stone to a higher quality of life. Uganda has experienced many changes since its independence. Its population has multiplied almost three times. Uganda went through traumatic experiences during the dictatorial governments in the 1970s and 1980s. The economy almost collapsed. All these changes have had some negative effects on school effectiveness. For this reason, I recommend the re-evaluation of the Ugandan educational system in order to allow the country to catch up with the rest of the world in matters of scientific advancement and development. In the quest for a better and more relevant education and in the light of the findings of this study, I suggest the following recommendations.

1. Schools must be revitalized. The government officials should correct the imbalances between salary and nonsalary recurrent expenditures on the schools. The government spends more on salaries than on other things and less on instructional materials (textbooks and consumable laboratory supplies). Along with secondary schools, tertiary institutions need revitalizing in their libraries, textbooks, and equipment repair. In addition, repair and maintenance of the physical plants of all schools should be one of the priorities.

2. Uganda should strive to achieve universal education.

Most Ugandans generally agree that universal education ought to be provided. This was one of the main preoccupations of the Education Policy Review Commission. However, financing is a problem. The government is encouraged to develop a plan to achieve universal education. The Parent Teachers Association should strive to finance and assist primary school construction, as well as support the Basic Education for National Development (BIERD) project.

3. Qualified teachers should be revived. The quality of the staff is an essential ingredient in the quality of learning, indicating that staff development should be a priority since it has been neglected for the last fifteen years. The conditions of service of the teachers should be greatly improved. The Ministry of Finance must facilitate the Ministry of Education to improve the teachers' salaries, transportation, housing accommodations, medical services and promotional benefits.

4. The undertrained and unqualified teachers currently in secondary schools should be educated to increase their qualifications. I recommend that the training programs for the underqualified teachers be instituted, specifically to raise their professional standards and competencies as educators. This training must be a matter of urgency if the decline of academic performance is to be remedied.

5. Inservice training programs for school administrators should be designed. A course of instructional leadership

designed especially for the school administrators should be stressed.

6. Measures to revitalize school effectiveness should be established. I recommend decreasing class size, allowing fifty or less students per class. According to Somerset (1987), there is a positive relationship between class size and student achievement. Secondly, schools must be provided with needed instructional materials to ameliorate academic performance. According to Somerset (1987), "the scarcity of learning materials in the classroom is the most serious impediment to educational effectiveness in Africa" (p. 50). In this case Uganda is doubly handicapped since the political and economic instability in the last fifteen years aggravated the normal situation in the other nations.

7. The educational system has been geared primarily toward academics. I recommend that it be broadened to enhance the existing technical, business and vocational schools. In this respect, institutions such as the Uganda College of Commerce, the Uganda Technical College, the Uganda Polytechnic, the National College of Business, and the Institute of Teacher Education Kyambogo should be given autonomy so as to award degrees instead of diplomas.

8. Higher education needs strengthening. The National Resistance Movement government should be commended for its efforts at trying to establish a second national university. This researcher recommends that a new university be planned.

9. New teacher training colleges should be founded in every region at centers where the institutions are more viable. This recommendation assumes that the government aims at establishing and implementing a universal compulsory primary education for all children. This recommendation also necessitates the expansion of secondary schools.

10. The secondary school curriculum should be reviewed and updated to respond to the social conditions and the real needs of the country. Although, the secondary school curriculum was revised in 1982, it has not achieved its objectives: producing secondary school graduates who are immediately productive commercially and industrially; producing people who are job makers instead of job seekers; providing a broad-based and more pragmatic education. It is still purely academic, and there is no wonder that the schools and teachers have been lured into coaching for examinations. There is also a need to broaden the educational system in order to absorb average achievers and promote higher achievers. In particular, science syllabi require revision. At the present, they are producing undesirable stresses and attitudes in teachers and students.

11. Something needs to be done immediately to acquire laboratory equipment and other instructional materials for the schools. The Uganda National Examinations Board should examine the way it sets science practical examinations, making sure that set chemicals and apparatus are used in every school.



12. I strongly recommend that the politicians avoid meddling with the administration of education. Most of the constraints school administrators encountered resulted from such interference.

13. In the present process of rehabilitating education, moral education should be emphasized because it is the heart of forming future citizens and leaders who will morally uplift the country for better life.

#### Suggestions for Further Research

The present study has investigated how school effectiveness was influenced by the oppressive regimes of Amin and subsequent officials. The circumstances under which school administrators functioned between 1971 and 1986, and how their schools survived, were explored. The constraints imposed on the educational system by governmental decrees were probed. The role of school administrators in impacting quality education was examined. There are many interesting observations on Uganda that can be learned from this study, but other major issues have surfaced that could not be answered satisfactorily. Although I attempted to limit the scope of this study, I encountered issues that should be examined in further research. Therefore, I propose research be done in the following areas in order to understand the

overall effects of dictatorial military and political governments on the Ugandan educational system in the 1970s and 1980s.

1. Was the apparent decline of academic performance directly correlated to the government of the time? Specific questions could be constructed to probe this issue. The present study asserted an indirect correlation. A further study to confirm or disconfirm this conclusion is necessary.

2. The subjects for this study were from secondary and tertiary government-aided institutions. A similar study should be conducted to reveal the impact of political and economic instability on private and parochial schools.

3. An additional study could be carried out on agricultural, vocational and technical schools.

4. More research should be conducted on exploring the effects of political instability on those people who were students under oppressive regimes and later joined the educational system as teachers under similar circumstances.

5. Another area of research which needs to be addressed is how moral education under dictatorial governments affected educators as they pursued their educational vision of schools.

#### Concluding Remarks

This study examined eight Ugandan secondary schools, several teacher training colleges and other tertiary

institutions, and several agencies of the Ministry of Education situated in and around Kampala to establish the impact of military and political dictatorial regimes on school effectiveness. The researcher was interested in determining how the school administrators behaved in making sure that the schools survived the political instability of the 1970s and 1980s.

It was surprising for the researcher to find that some of the school administrators acted as instructional leaders in the way they operated their schools to keep up the high academic standards in the midst of insurmountable problems. Despite the lack of instructional materials, the lack of qualified teachers, the political and economic instability, the poor conditions of service for the teachers, and constraining governmental decrees, the teachers and headteachers proceeded to educate and graduate the students.

It was apparent that the collaboration of the school administrators and the administrators in the Ministry of Education was essential for the actual survival of the educational system in Uganda.

As the political situation in Uganda improves, more school administrators will be instructional leaders who exert their influence to revitalize the Ugandan educational system so as to provide a quality and equitable education of all Ugandans. This research will serve, I hope, as a basis to work towards such an aspiration.

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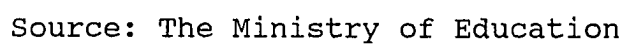
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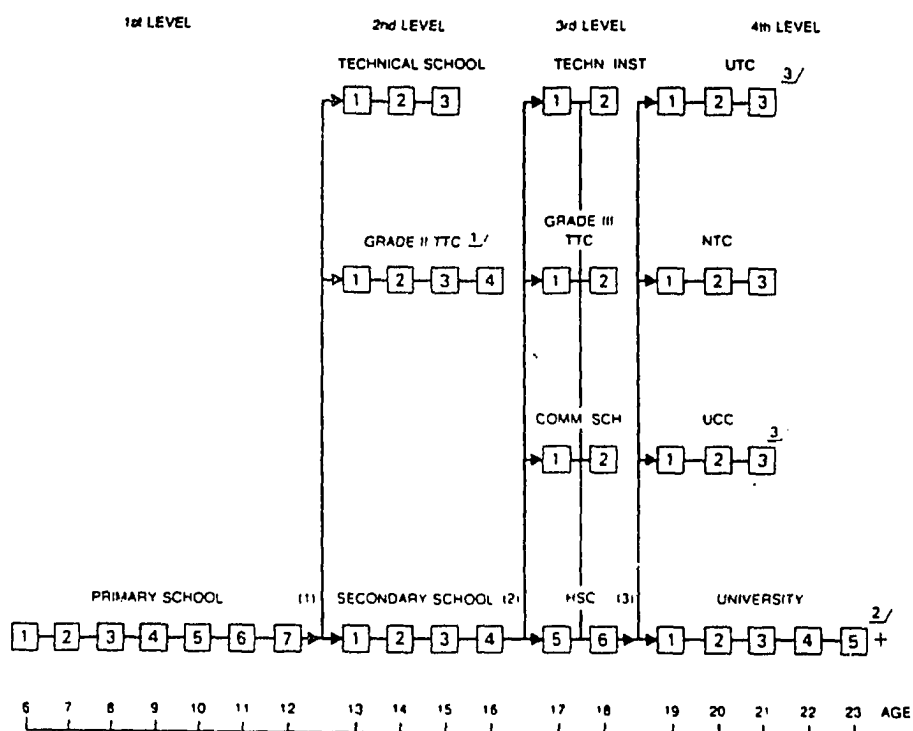


Uganda on the Africa Map

Source: Rubaga Archives

## Appendix B

## STRUCTURE OF FORMAL EDUCATION



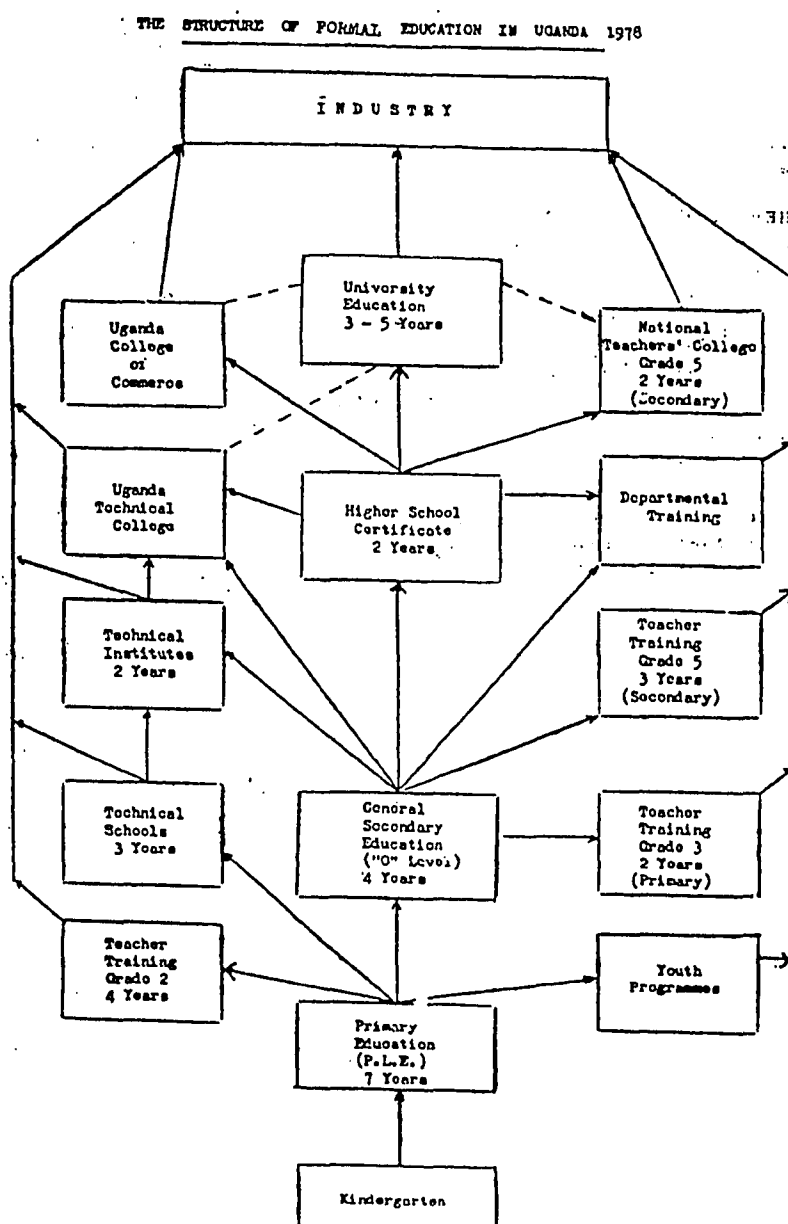
Source: Ministry of Education

- Notes:
- 1/ Being converted to Grade III TTCs
  - 2/ Includes some doctoral-level programmes
  - 3/ UTC and UCC also enroll students at the O level

- (1) Primary Leaving Examination (PLE)  
 (2) Uganda Certificate of Education (UCE) - O level  
 (3) Uganda Advanced Certificate Examination - A level
- TTC - Teacher Training College  
 HSC - Higher School Certificate Course  
 UTC - Uganda Technical College  
 NTC - National Teachers College  
 UCC - Uganda College of Commerce

Source: Ministry of Education

## Appendix B ii



Source: Ministry of Education

[illegible]

Source: Ministry of Education

KEY			
ME	MINISTER OF EDUCATION	SEO(HB)	SENIOR EDUCATION OFFICER, HIGHER EDUCATION
MSE	MINISTER FOR STATE EDUCATION	SEO(TTC)	SENIOR EDUCATION OFFICER, TEACHER TRAINING COLLEGE
SE/PS	PERMANENT SECRETARY	SEO(T&B)	SENIOR EDUCATION OFFICER, TECHNICAL AND BUSINESS
US	UNDER SECRETARY	SEO(SEC)	SENIOR EDUCATION OFFICER, SECONDARY
CEO	CHIEF EDUCATION OFFICER	SEO(PR)	SENIOR EDUCATION OFFICER, PRIMARY
CIS	CHIEF INSPECTOR OF SCHOOLS	SEO(ST)	SENIOR EDUCATION OFFICER, STATISTICS
UNEB	UGANDA NATIONAL EXAMINATIONS BOARD	SEO(PLS)	SENIOR EDUCATION OFFICER, PLANNING AND STATISTICS
D/NCDC	DIRECTOR, NATIONAL CURRICULUM DEVELOPMENT CENTRE	SEX.O(A)	SENIOR EXECUTIVE OFFICER, ACCOUNTS
C/TSC	CHAIRMAN, TEACHING SERVICE COMMISSION	SEX.O(B)	SENIOR EXECUTIVE OFFICER, ESTABLISHMENT
VC	VICE-CHANCELLOR, MAKERERE UNIVERSITY	SIS(HERTV)	SENIOR INSPECTOR OF SCHOOLS/HEAD OF EDUCATION, RADIO AND EX.O(HE)
HEO	HIGHER EDUCATION OFFICER	EX.O(HE)	EXECUTIVE OFFICER, HIGHER EDUCATION
DCEO	DEPUTY CHIEF EDUCATION OFFICER	EX.O(F)	EXECUTIVE OFFICER, FINANCE
PAS(F)	PRINCIPAL ASSISTANT SECRETARY, FINANCE	EX.O(ST)	EXECUTIVE OFFICER, STATISTICS
PAS(E)	PRINCIPAL ASSISTANT SECRETARY, ESTABLISHMENT	EX.O(PLS)	EXECUTIVE OFFICER, PLANNING AND STATISTICS
DCIS	DEPUTY CHIEF INSPECTOR OF SCHOOLS	CV	CLERK OF WORKS
UCC	UGANDA COLLEGE OF COMMERCE	HEX.O(A)	HIGHER EXECUTIVE OFFICER, ACCOUNTS
NTC	NATIONAL TEACHERS COLLEGE	AS(F)	ASSISTANT SECRETARY, FINANCE
UTC	UGANDA TECHNICAL COLLEGE	HEX.O(E)	HIGHER EXECUTIVE OFFICER, ESTABLISHMENT
ACEO(TTC)	ASSISTANT CHIEF EDUCATION OFFICER, TEACHER TRAINING COLLEGE	P/D	PRODUCER/DIRECTOR
ACEO(T&B)	ASSISTANT CHIEF EDUCATION OFFICER, TECHNICAL AND BUSINESS	BO	BROADCASTING OFFICER
ACEO(SEC)	ASSISTANT CHIEF EDUCATION OFFICER, SECONDARY	EX.O(A)	EXECUTIVE OFFICER, ACCOUNTS
ACEO(PLS)	ASSISTANT CHIEF EDUCATION OFFICER, PLANNING AND STATISTICS	EX.O(B)	EXECUTIVE OFFICER, ESTABLISHMENT
P/ACC	PRINCIPAL ACCOUNTANT	A/P/O	ASSISTANT PRODUCER/DIRECTOR
ACIS(TTC)	ASSISTANT CHIEF INSPECTOR OF SCHOOLS, TEACHER TRAINING COLLEGE	A/B/O	ASSISTANT BROADCASTING OFFICER
ACIS(PR)	ASSISTANT CHIEF INSPECTOR OF SCHOOLS, PRIMARY	AS(HE)I	ASSISTANT SECRETARY, HIGHER EDUCATION I
ACIS(SEC)	ASSISTANT CHIEF INSPECTOR OF SCHOOLS, SECONDARY	AS(HE)II	ASSISTANT SECRETARY, HIGHER EDUCATION II
ACIS(T&B)	ASSISTANT CHIEF INSPECTOR OF SCHOOLS, TECHNICAL AND BUSINESS		
SAS(F)	SENIOR ASSISTANT SECRETARY, FINANCE		
SAS/PAME	SENIOR ASSISTANT SECRETARY AND PERSONAL ASSISTANT		
CEO(B)	CHIEF EDUCATION OFFICER, ESTABLISHMENT		
CEO(A)	CHIEF EDUCATION OFFICER, ACCOUNTS		
AS(E)	ASSISTANT SECRETARY ESTABLISHMENT		

Appendix D  
Letter of Introduction

University of San Diego

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School of Education

Division of Leadership and Administration

April 4, 1988

To Whom It May Concern:

Reverend Daniel M. Babigumira is a doctoral student at the University of San Diego in the United States of America.

He is doing a study for his doctoral dissertation on the schools and school administrators in Uganda from 1971 to 1985. In the course of this study he will be interviewing school officials and officials in the Ministry of Education. He will also be gathering data through documents and other books and journals.

I hope that you will cooperate in his efforts to complete this important study.

Sincerely,

Joseph Rošt, Ph. D.  
Professor  
Dissertation Chairperson

Alcalá Park, San Diego, California 92110 619/260-4538

Appendix E  
Letters of Introduction

TELEGRAMS: "EDUCATION"  
TELEPHONE: 34440

IN ANY CORRESPONDENCE ON  
THIS SUBJECT PLEASE QUOTE NO. S.E.2



OFFICE OF THE MINISTER,  
MINISTRY OF EDUCATION,  
CRESTED TOWERS,  
P.O. BOX 7063,  
KAMPALA, UGANDA.

1st June, 1988

TO WHOM IT MAY CONCERN

Fr. Daniel Babigumira has been cleared by the  
National Research Council and given permission  
to proceed with his research in Education in  
Uganda.

Please furnish him with every true and  
relevant information you have.

Rev. Fr. Pius Tibanyendera

PERMANENT SECRETARY

PERMANENT SECRETARY

Appendix E (ii)  
Letter of Introduction

TELEGRAMS: "EDUCATION."

TELEPHONE: 234440

IN ANY CORRESPONDENCE ON  
THIS SUBJECT PLEASE QUOTE NO. S. E. 45



REPUBLIC OF UGANDA

MINISTRY OF EDUCATION.

CRESTED TOWERS.

P.O. BOX 7063.

KAMPALA. UGANDA.

17 Mzy 1988

The Director  
National Research Council  
Ministry of Planning and  
Economic Development  
KAMPALA

This is to introduce to you Rev. Daniel Babigumira who is doing a doctorate at University of San Diego in California, U.S.A. He is carrying out a research project entitled "The Impact of Political Instability of Past Governments on School Effectiveness in Uganda 1971 to 1985."

Please accord him all possible assistance in this regard.

(Rev. Fr.) Pius Tibanyendera  
PERMANENT SECRETARY



## Appendix F

## Application to conduct research in Uganda

## NATIONAL RESEARCH COUNCIL

## APPLICATION FOR PERMISSION TO CONDUCT RESEARCH

(N.B. Read instructions and guide in Annexes I and II  
before completing this form.)

## FOR OFFICIAL USE

APPLICATION No.

PROJECT No.

FIELD OF RESEARCH

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

## SECTION A:

## PARTICULARS OF APPLICANT

1. Full Name Rev. DANIEL BABIGUMIRA

(Surname to be underlined)

2. Date and Place of Birth 5-9-493. Marital Status SINGLE4. Nationality UGANDAN5. (i) Permanent Address BISHOP'S HOUSE  
P.O. BOX 200  
KABALE(ii) Local Institution Address University of San Diego  
Alcala Park  
San Diego, CA 921106. Current Immigration Status\* NA  
(If already in Uganda)

7. Present Occupation Status:

(i) Post PRIEST - STUDENT  
(Temporary/Contract/Permanent)(ii) Institution University of San Diego(iii) If on contract date of expiration NA

8. Education

(i)

University Institution	Qualification	Class	Year	Field of Speciality
<u>Loyola Marymount</u>	<u>M.Ed</u>		<u>1988</u>	<u>School</u>
<u>Los Angeles</u>				<u>Administration</u>

(ii) Postgraduate Research experience, with list of publications if any  
(use additional paper if necessary)

Masters Thesis: Violence  
Vandalism and Discipline in Santa  
Monica School District (Calif)

- 2 -

## SECTION B:

## MAIN FEATURES OF RESEARCH PROJECT

9. Title of project: *The impact of political instability of past governments (military) on school effectiveness in Uganda 1971-85*
- 10 (a) Origin of Research Project: Self/Other
- (b) Names, qualifications and status of Personnel involved in the research:

NAME	QUALIFICATIONS	STATUS
1		

11. Purpose of research (further details to be given on separate sheets of paper).  
*To complete my doctoral dissertation for the degree of Doctor of Education at the University of San Diego. The research is purely for academic purposes.*
12. Outline of research project and Methodology (Give details on separate sheets of paper).  
*The methodology to be used is interviewing school officials. This will be complemented by document analysis (archives).*
13. Where applicable, name institution and academic qualifications for which research is undertaken:  
*University of San Diego: School of Education*
14. (i) Estimate Cost of research: *Self*  
 (ii) Source of funds: *Self*  
 (iii) Duration: *Three months*
15. BREAKDOWN OF EXPENDITURE *NA*  
 (Give details of each item on a separate sheet of paper.)  
 (This table should be filled by all applicants)

ITEM	Year 1 Shs.	Year 2 Shs.	Year 3 Shs.	Total Shs.	From NRC	From Other Sources Shs.
Equipment						
Staff Salaries						
Subsistence						
Travelling						
Typing & Binding						
Stationery						
Others (Specify)						
TOTAL						

16. Names and addresses of 2 referees:

- 3 -

17. (a) I undertake to submit:

- (i) Six monthly progress reports on my projects;
- (ii) Final results on completion of project.

(b) I hereby certify that to the best of my knowledge and belief the particulars given in this form are true and complete in all respects.

Date 17-5-88 Signature of applicant .....

SECTION C: TO BE FILLED IN BY HEAD OF DEPARTMENT  
AND/OR SUPERVISOR

18. Comments by Head of Department.

19. Ethical Clearance (especially for Medical research).

Date ..... Signature .....  
(Head of Department)

20. Comments by Supervisor:

Date ..... Signature .....

SECTION D: FOR OFFICIAL USE ONLY

21. Decision of the committee.

Minute ..... Date .....

Signature of Chairman .....

Date .....

22. Decision of the NRC

Minute .....

Signature of Chairman .....

Date .....

23. Date applicant informed .....

24. Project extended/suspended/abandoned/completed.

Signature .....

Date .....

- 4 -

ANNEX I

1. In the case of applicants in Government or Academic Institutions, applications must be submitted through their head of department.
2. This form is to be submitted to the Chief Research Co-ordinator National Research Council, P.O. Box 6884, Kampala, Uganda.
3. All research falling under any of the following categories shall require approval:
  - (i) Research financed from public funds;
  - (ii) Research to be carried out by non-Ugandans;
  - (iii) If it entails interviewing members of the public or public officers;
  - (iv) Research involving access to government archives or other government documents;
  - (v) If it falls outside the research priorities set by the National Research Council.
4. Research falling under any of the following categories shall require notification of the National Research Council:
  - (i) If it does not fall within the categories in 1 above;
  - (ii) If it is to be carried out by undergraduates.

For undergraduate field research by students registered at an educational institution in Uganda, the Head of Department shall provide the following information to the Chief Research Co-ordinator National Research Council:

  - (i) Name(s) of Student(s);
  - (ii) Subject of Research Assignments;
  - (iii) Area in which research is to be conducted;
  - (iv) Government documents required to be examined (if any);
  - (v) Estimated duration of research;
  - (vi) Sources of funds;
  - (vii) Name(s) of supervisor(s).
5. The National Research Council reserves the right to reject any research proposal.

ANNEX IIGuide for the Documentation of Research Proposals

By following this guide, applicants will greatly help in speeding up the processing and approving or otherwise of their requests to carry out research in Uganda.

Documentation

1. In the first instance, the person wishing to undertake a particular research should provide particulars of him/herself on the official application form.
2. The research proposal could come from the applicant, or his firm or Department/Ministry or any other institution requiring investigation into a particular problem.
3. The proposed research project should have a title, review of literature on the subject, objectives, methodology, budget and the estimated duration.
4. In the review, take note of the following:
  - (i) **References:** place all reference alphabetically by author, in a numbered list at the end of the review in a section entitled "References" when you refer in the text to a publication in this list, insert its number in brackets including specific page number if necessary e.g. (12, p 126).
  - (ii) **Footnotes:** Number footnotes consecutively throughout the paper, and not page by page.
  - (iii) **Tables:** Tables should have clear headings and be numbered consecutively throughout the paper.
  - (iv) **Identification of research project:** At the end of the paper the applicant should identify areas which require research in order of priorities, and indicate clearly the reasons for selecting a particular area.

## Appendix G

## The National Research Council Permission to conduct research

Ref. SS 492 .....

National Research Council  
P.O. Box 6884,  
Kampala-Uganda

Date 31-5-1986 .....

The Permanent Secretary  
Min. of Education  
Kampala  
.....  
.....

Dear Sir/Madam.

This is to introduce ~~Mr, Mrs, Miss, Prof, Dr.~~ Rev. Fr. Daniel  
Babigumwa  
who wishes to conduct research entitled The Impact of  
Military Governments on School  
Effectiveness in Uganda 1971-1985  
.....  
.....

The National Research Council has approved the project and it has  
been cleared by the Office of the President.

The purpose of this letter is to request you to assist  
this researcher as much as possible while he/she is conducting  
his/her investigation in your Institution/District. Both the  
researcher and the National Research Council shall be grateful  
for your assistance and cooperation.

Yours Sincerely

for: CHIEF RESEARCH COORDINATOR  
NATIONAL RESEARCH COUNCIL

REF: 88/492

NATIONAL RESEARCH COUNCIL,  
MINISTRY OF PLANNING AND  
ECONOMIC DEVELOPMENT,  
P.O. BOX 6884,  
KAMPALA.

30th May, 1988.  
Date.....

Rev. Daniel Babigumira.....  
University of San Diego Alcala.....  
Rack San Diego 92110.....  
.....

Dear Sir/Madam,

This is to advise you that the NATIONAL RESEARCH COUNCIL has approved  
your research project entitled: The Impact of Military Governments on School  
Effectiveness in Uganda 1971 - 1985".....  
.....

Research can only be carried out in the country after the project has  
been approved by the National Research Council and cleared by the Research  
Secretariat, Office of the President.

Please sign the attached declaration Form NRC 7 on publications  
arising from your research, and complete 3 copies of RS 6 forms herewith  
enclosed and return them to me together with 3 copies (passport size) of your  
recent photographs.

You will require letters of introduction for any districts in which  
you will be carrying out research, and also if you wish to meet officials,  
you should apply to this office for this documentation as need arises.

May I take this opportunity of welcoming you and wishing you well in  
your research.



Yours sincerely,

A. K. Oron

CHIEF RESEARCH CO-ORDINATOR  
NATIONAL RESEARCH COUNCIL

## Appendix H

May 1988

## THE LETTER DISPATCHED TO THE HEADMASTERS IN PILOT STUDY

Dear \_\_\_\_\_

As part of my doctoral research project, I am conducting a pilot study to be used to determine the reliability of the interview instrument and the questionnaire survey.

I would appreciate very much if you would consent to be a part in this pilot study. You were selected because of your reputation as an effective leader and because of the academic performance of your school.

Thank you for your cooperation

Rev. Daniel Babigumira.

## Appendix I

May 1988

THE LETTER SENT TO THE HEADMASTERS OF SCHOOLS PARTICIPATING  
IN THE STUDY

Dear Mr. Headmaster/ Mrs. Headmistress,

I am currently a doctoral candidate for a Doctor of Education (Ed.D.) degree at the University of San Diego, California, U.S.A. I am completing my doctoral dissertation at this university.

My research involves in obtaining some information regarding how you functioned in trying to keep your school effectiveness during the political instability of the past governments.

I am particularly interested in obtaining this information to see the impact of our past governments on our educational development. I hope that such information will contribute to the body of scientific knowledge. By sharing freely your perception and knowledge, you will be a part of this contribution.

After a consultation with the Ministry of Education Officials and National Research Council, you have been selected because of your leadership reputation and because of your school's academic performance to participate in our study.

Thank you for your cooperation.

Rev. Daniel Babigumira



## Appendix J

## Interview Guide for the Headteachers

You know that I am investigating the impact of instructional leadership in education between 1971 and 1986. The outcome of this investigation will help to enhance our educational system.

What I would like to do right now is to go through your experience as an educator. I really want to find out the effect of the political instability of the past regimes on school effectiveness. So let us go back to the time you got involved in education or you became a headteacher of this institution.

1. When was that? What do you remember going on in the school?
2. Describe the history of this school before 1971?
3. How has the school evolved from 1971 to 1985? (Describe each period).
4. Did school effectiveness change? If it did change, how did it change? If it did not change, how did it maintain its instructional effectiveness?
5. What was the academic standard of performance of your school? (Anticipate follow-up probing question)
6. Describe some of the skills or strategies (leadership styles) that you used to cope with the problem of insecurity?
7. Did you have to function as business manager or

instructional manager during this period?

8. What was the nature of school climate compared to a state of insecurity in the country?

9. How did the school climate and expectations affect the students' academic performances?

10. What governmental policies or decrees put constraints on how your school functioned?

11. What role did you play to make sure the teachers and students met instructional goals?

12. Did the allocation of instructional resources change? How did you get them?

13. How did you relate to external political structures in regard to your school programs and policies?

14. How did your school interact with the Central Office and school community as a whole?

15. What was done for staff development?

16. What did you do to intervene and solve educational problems brought about by the political unrest in your school?

17. Why do you think the educational system survived all the political turmoil?

18. Is there anything more you would like to share with me?

## Appendix K

## INTERVIEW QUESTIONS FOR THE UNEB OFFICIALS:

1. How did this organization body evolve? How did it come to be called UNEB?
  2. Did the political instability have to do with this change?
  3. Has the change been positive or negative?
  4. Did school effectiveness change as the result of the break up of East African Examination Council? How did it affect instructional effectiveness?
  5. Did the academic performance (rate of passing) change?
  6. How did the political instability affect the standard of academic performance?
  7. What was done for staff development?
  8. What did UNEB do to solve the educational problems brought about by the political unrest?
- What was / is being done for the Examiners of the National Examinations?
9. What would you recommend for Education Policy Review Commission?
  10. What would like to share with me you think is relevant to my study?

## Appendix L

## INTERVIEW QUESTIONS FOR SCHOOL ADMINISTRATORS

What I would like to do right now is to go through your experience of Ugandan educational system. I really want to find out the effect political instability on school effectiveness.

1. Let us go back go to the time you first took this office. When was that? What do you remember going on in schools?
2. How did the schools cope with the political instability?
3. Did school effectiveness change? if did change, how did it change? If it did not change how did it maintain its instructional effectiveness?
4. How did the political instability (unrest) affect the academic standard performance of students?
5. What was done to improve the quality of education during the governments of:

Amin

Lule-Binaisa

Military Commission

The second term of Obote

Okello

And now National Resistance Movement ( N. R. M. )?

- 6 How did this office interact with the schools as a whole?
7. What was done for staff ( teacher ) development?
8. What did the Ministry of Education do to sonlve the

problems brought about by the political instability?

9. What is being done today to improve the quality of school effectiveness?

10. As a whole, why did the educational system survive the political turmoil of the military governments?

11. What would you share with me that you feel can be relevant to this study?

## Appendix M

## QUESTIONNAIRE DISPATCHED TO HEADTEACHERS AND FACULTY

I am investigating the impact of military government and their political and economic instability on school effectiveness in Uganda 1971- 1988. With your help the results of this study will enhance Ugandan educational system.

Educational background:

Give your educational qualification:

- a) Ph. D; or Ed.D.
- b) MA + Dip Ed.
- c) BA + Dip Ed.
- d) BSC.+ Dip Ed.
- e) Other.....

Your teaching experience at this school: .....years.

The location of the school:.....District.

Directions:

Tick or mark the most applicabe answer according to your educational experience:

Select:

- 1 if you strongly agree with the statement.
- 2 if you moderately agree with the statement.
- 3 if it is not applicalbe to you or your school
- 4 if you moderately disagree with the statement

5 if you strongly disagree with the statement

1. I devoted or my headteacher devoted time to tasks of coordinating and cotrolling the classroom instruction.

1	4
2	5
3	

2. The school emphasized the student achievement as the primary out come of schooling:

1	4
2	5
3	

3. The school frequently monitored and evaluated the student progress:

1	4
2	5
3	

4. Your headteacher allowed teachers to participate in the selection of scholastic materials:

1	4
2	5
3	

5. Your school had a frame of specific goals and objectives:

1	4
---	---

2 5

3

6. The administration established high standards of performance for both teachers and students:

1 4

2 5

3

7. The school emphasized the students' acquisition of basic skills:

1 4

2 5

3

8. The school's goals were clearly communicated:

1 4

2 5

3

9. The headteacher acted as an intervener and problem solver:

1 4

2 5

3

10. The headteacher was an enabler rather than the director of activities:

1 4

2 5

3

11. The headteacher was a good instructional leader:



1	4
2	5
3	

12. The headteacher buffered the classrooms from the disciplinary disruptions:

1	4
2	5
3	

13. The school expected the teachers to be successful in in the classroom:

1	4
2	5
3	

14. The school used the political organizational structures to support school programs:

1	4
2	5
3	

15. The teachers' morale increased from each successive government to another:

1	4
2	5
3	

16. The school administration promoted and maintained continous inservice (staff development) programs:

1	4
2	5
3	

17. Your school maintained a positive relationship with the parents:

1	4
2	5
3	

18. Your school effectiveness changed for the better during the Amin's; Lule- Binaisa's; 2nd Obote's; Okello's governments:

1	4
2	5
3	

19. Some governmental decrees or policies constrained the way your school fuctioned:

1	4
2	5
3	

20. The Ministry of Education always came to assist your school to ensure the quality of education:

- |   |   |
|---|---|
| 1 | 4 |
| 2 | 5 |
| 3 |   |

21. Can you share with me anything that could be relevant but is not included in this questionnaire survey?

22. Why do you think that the educational system survived the political turmoil of 1971-1985?

23. If there are any questions you feel you would like to discuss please feel free to do so below?

## Appendix N

Mr. D. L. ONGOM  
THE SECRETARY OF UGANDA  
NATIONAL EXAMINATION BOARD  
P. O. BOX 7066, KAMPALA

Dear Sir,

I am a doctoral candidate at the University of San Diego in California (U. S. A.). I am currently conducting a research project entitled: "The impact of military governments on School Effectiveness in Uganda 1971- 1988"

I have been permitted by the National Research Council to carry carry out this study. Therefore, I am requesting the UNEB to furnish me with the following information:

1. The UCE and UACE test scores for this period.
2. The Examiners' evaluation reports of the exams.
3. The Chance to interview some UNEB Officials.

Thank you for your cooperation.

Sincerely,

.....

Rev. Fr. Dan Babigumira

## Appendix O



The above picture displays how some of the textbooks are sold open vender on war ravaged Kampala streets.

## Appendix P



The above pictures exhibits the school facilities destroyed by the 1979 civil war.

## Appendix Q

## Ministry of Education 1985/86 Budget Estimate and Expenditure

	Estimate	A c t u a l
Expenditure		
School Inspectorate	79,370,000	78,992,248.25
Materials	13,150,000	13,103,500.00
Primary educ	16,564,661,000	16,564,222,495.65
Materials	2,020,000	2,014,400.00
Secondary educ	11,654,082,000	11,653,826,213.05
Materials	1,800,000	1,796,471.00
Teacher Train	2,171,201,000	2,170,953,595.10
NCDC	85,000,000	84,243,240.00
UNEB	2,340,000,000	2,339,992,785.00
NTCs	171,965,000	171,953,329.75
SCH.& COLL.	838,500,000	823,976,809.05
UTC KYAMBOGO	439,331,000	432,123,305.25
UCC NAKAWA	351,015,000	347,056,262.30
TECHNICAL SCH	864,128,000	861,244,154.20
TECH. INSTIT.	830,313,000	810,963,267.95
UCC Annexes	337,746,000	321,446,973.50
PRIVATE SCH.	30,470,000	30,420,822.00

Source: Ministry of Education, Accounting Section.

## Appendix R

Uganda Certificate of Education English Results, Grades 1-8

Year	Percentage Aggregate	
	Passed	Failure
1974	69.5	30.5
1975	70.5	29.5
1976	67.0	33.0
1977	73.1	26.9
1978	70.5	29.5
1979	61.6	38.4
1980	62.2	38.8
1981	63.8	36.2
1982	63.9	33.9
1983	76.9	24.9
1984	66.6	34.4
1985	69.2	29.8

---

Source: Uganda National Examinations Board.



## Appendix S

Uganda Certificate of Education Mathematics Results, Grades  
1-8

Year	Percentage Aggregate	
	Passed	Failure
1974	59.0	41.0
1975	54.1	45.9
1976	53.8	46.2
1977	56.2	43.8
1978	61.4	38.7
1979	53.7	46.3
1980	50.6	49.4
1981	40.3	59.7
1982	40.7	59.3
1983	52.0	48.0
1984	38.6	61.4
1985	37.6	62.4

Source: Uganda Examinations Board.

## Appendix T

The Opinions of The Tenured Staff Members Outside the Area  
Study regarding School Effectiveness

	<u>Values in Percentages</u>				
	SA	MA	SD	MD	NA
Control coordinate instruction	75	25	-	-	-
Emphasis of student achievement	25	75	-	-	-
Student progress monitored	25	50	-	-	-
Teachers selecting Inst. materials	25	50	-	-	-
School's objectives specific	25	75	-	-	-
High standards for teacher & stud.	25	50	-	-	-
Basic skills emphasized for stud.	50	50	-	-	-
School goals clearly communicated	75	25	-	-	-
Headteach.problem solver	75	-	-	-	25
Headteacher enabler than director	25	-	50	-	25
Headteac.as instructional leader	75	25	-	-	-
Classes buffered from disruptions	25	50	-	-	-
Teachers expected to be successful	50	50	-	-	-
The use of political structures	-	-	-	25	75
Teacher morale increased 1971-86	-	-	-	25	75
In-service promoted & maintained	-	-	-	25	75
Maintaining positive relationship	75	25	-	-	-
Sch. effectiveness changed 1971-88	75	25	-	-	-
Govern. decrees constrained school	50	50	-	-	-
Minist. of Ed. assist quality ed.	50	-	-	-	50

## Appendix U

## Ministry of Education 1988/89 School Calendar

## Boarding Schools (Secondary and Primary):

First Term	January 9th	to	March 23rd 1989
Second Term	May 2nd	to	August 4th 1989
Third Term	August 28th	to	December 1st 1989

## Day Schools:

First Term	January 9th	to	March 23rd 1989
Second Term	May 2nd	to	August 4th 1989
Third Term	August 28th	to	December 1st 1989

## Teachers Training Colleges:

First Term	May 3rd	to	August 4th 1988
Second Term	August 29th	to	December 2nd 1988
Third Term	January 9th	to	March 23rd 1989

## Technical Schools:

First Term	January 9th	to	March 23rd 1989
Second Term	May 2nd	to	August 4th 1989
Third Term	August 28th	to	December 1st 1989

Source: Ministry of Education: Inspectorate of Schools