

**THE IMPACT OF PUBLIC PRIVATE PARTNERSHIP ON QUALITY EDUCATION OF  
SECONDARY SCHOOLS IN UGANDA: A CASE OF LUWEERO DISTRICT**

**BY**

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**A DISSERTATION SUBMITTED TO THE COLLEGE OF HUMANITIES IN PARTIAL  
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## CERTIFICATION

I certify that this dissertation entitled 'The Impact of Public Private Partnership On Quality Education of Secondary Schools in Uganda: A Case of Luweero District', Kampala International University for the award of a Bachelor of Arts Degree in Public Administration is an independent research work carried out by Kato Hussein under my supervision and guidance.



.....

Mr. Muhwezi Ivan

(Supervisor)

14/05/2019  
.....

Date

## DECLARATION

I declare to Kampala International University that the dissertation entitled ‘The Impact of Public Private Partnership on Quality Education of Secondary Schools in Uganda: A Case of Luweero District’ is my own original work carried out by me under supervision and guidance of Mr. Muhwezi Ivan. It has not been previously submitted for the award of any academic qualification.

.....

Ogwal Fred

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.....

Date

## **DEDICATION**

I dedicate with my sincere gratitude this dissertation to my wife and children for they give me the reason to live and work hard to achieve my earthly ambitions.

## **ACKNOWLEDGEMENTS**

This study would not have been possible without the help and support I received from a number of persons. I would like to acknowledge the contributions of all those individuals who reviewed my work at various stages. I am indebted to my lecturers from Kampala International University. Similarly, I wish to extend my gratitude to my family.

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## ABBREVIATIONS

DEO	District Education Officer
EFA	Education for All
SPSS	Statistical Packages for Social Sciences
OECD	Organization for Economic Co-operation and Development
MDG	Millennium Development Goal
SEDP	Secondary Development Programme
PPPs	Public-Private Partnerships
FBOs	Faith Based Organizations
ELCU	Evangelical Lutheran Church of Uganda
PSPP	Public-Social Private Partnership
NGO	Non-Governmental Organization
WB	World Bank

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## ABSTRACT

The main aim of this study was to investigate the impact of PPPs on Quality of secondary education in the Luweero district in Uganda. Simple random sampling was used to select respondents in the field and the questionnaires were used and administered to selected respondents while purposive sampling was used to select schools. Various concepts of PPPs are analysed and models of PPPs that preferred for improving the quality of the delivery of education on secondary schools in the Luweero district were clarified. The results of the empirical research support the conceptual analysis to the extent that public private partnership contributed to improving education quality through expansion of student access to schooling, delivering education to low-income families, financing school inputs and building school infrastructures and higher academic achievement. However, the running of Private schools normally depends on fees from students for offering quality education. Private schools set high fees to students that enabled them pay good salaries to teachers, building library with enough books as well as laboratories with enough chemicals, attractive working conditions for workers/teachers, example housing, electricity, water services and other allowances. Low-income families could not afford to pay the fees set by such schools. The government therefore, should set salaries and allowances for teachers to motivate, attract and improve working environment such as housing, electricity and water supply, building library with enough learning materials as well as build laboratories with enough chemicals in order to increase quality education for the children that to large extent from poor families. In addition, certain conditions for the successful implementation of PPPs such as government must remain active in directing projects and programmes in education planning rather than handing-over to the partners and the Government should establish a national policy framework that will drive PPPs in the public service delivery Through PPPs, can be made attractive and intellectually stimulating.

## **CHAPTER ONE: PUBLIC PRIVATE PARTNESHIPS**

### **1.1 INTRODUCTION**

The research aimed at understanding the impact of PPPs on quality education offered in secondary schools in Uganda. This chapter contains the background to the study, statement of the problem, objectives of the study, research questions, scope and limitations of the study, significance of the study and organization of the study.

### **1.2. Background to the Study**

The rise of the private sector involvement in the education sector reflects a broader shift of public service responsibilities to the private sector. For instance, between 2003 and 2004, the number of approved private providers of supplemental services in basic and secondary education in the United States increased by 90 percent, from 997 to 1,890, while the amount of federal funds available for private contracting increased by 45 percent between 2001 and 2005 (Burch, Steinberg, and Donovan 2007). In response, governments are developing institutions, funding mechanisms, and regulatory frameworks to take advantage of the growing capacity and expertise of the private sector to enhance public education. For example, contracts to attract private funding to build and maintain school infrastructure are spreading in European countries. Also, the governments of Colombia, Qatar, and the United States have contracted with private partners to manage public schools to cater for the differentiated demand for education, in some cases using a franchising model to take advantage of good practices and economies of scale. In several countries in the OECD (the Organization for Economic Co-operation and Development), including Denmark, New Zealand, Norway, and the United Kingdom, more than 20 percent of public expenditure is transferred to private organizations—either directly or through households—to pay for education services and maximize school choice (OECD 2007b).

Several African countries subsidize private schools, mostly faith-based nonprofit organizations, either with school inputs (such as teacher salaries and textbooks) or through per pupil grants. The Gambia, Mauritius, and Zimbabwe rely substantially on private schools to deliver public education (LaRocque 2008). Recently, the attempt to achieve universal enrollment in basic education coupled with limited public funding has increased demand across Africa to such an

extent that this has fueled a growth in the number of private low-cost schools that cater for low-income students, mostly at the secondary level (Lewin and Sayed 2005). This has given rise to a two tier system, with a few well-funded private schools that cater for high-performing students and many private schools with no government support that do not perform as well (Verspoor, 2008). Although many African countries recognize the importance of private schools in meeting demand and have found ways to expand access to education, the quality of the education and equity of access remain challenges (Verspoor 2008).

The Government of Uganda through its Ministry of Education and Sports (MoES) has launched a Secondary Development Programme (SEDP) that allows private sector participation in the provision of secondary education to meet the increasing demand (Sumra, 1999). Despite encouraging PPPs in education, enrollment rates remained low in several developing regions. Efficient and equitable access to education is proving to be elusive to many people. Often low-income families, girls, indigenous peoples, and other poor and marginalized groups have only limited access to education. Several Sub-Saharan African and South Asian countries have yet to achieve universal primary education although enrollment rates across all developing countries increased from 81 percent in 1991 to 86 percent in 2006. The quality of education, as measured by standardized tests, is low and represents a major challenge.

Given market failures and equity concerns, the public sector remains an important player in providing education services, but making high-quality education accessible for all in developing countries requires innovative programs and initiatives in addition to public resources and leadership. There are ways in which the public and private sectors can join together to complement each other's strengths in providing education services and helping developing countries to meet the Millennium Development Goals for education and to improve learning outcomes. These public-private partnerships (PPPs) can even be tailored and targeted specifically to meet the needs of low-income communities.

The concept of a public-private partnership (PPP) recognizes the existence of alternatives for providing education services besides public finance and public delivery. Although there are many forms of PPPs, including partnerships where private organizations support the education

sector through philanthropic activities and high engagement ventures, this study examines PPPs in which the government guides policy and provides financing while the private sector delivers education services to students. In particular, governments contract out private providers to supply a specified service of a defined quantity and quality at an agreed price for a specific period of time.

It is noteworthy that in the case of services, PPPs have been implemented successfully by Faith Based Organizations (FBOs) in education, health and water sectors for many years. Among the partners of educational sector in Uganda include Luweero district, focusing on initiatives by the Roman Catholic Church, the Evangelical Lutheran Church of Uganda (ELCU), the Wazazi (a parents' organization affiliated with the ruling party of the country) and the Bakwata (government-approved Muslim organization).

The experience in Africa, Uganda inclusive, demonstrates the importance of strengthening the capacity of the public agencies responsible for regulating, monitoring, and contracting private schools. It is also important to facilitate access to capital and technical assistance to private operators to improve their education and management practices and to create institutions to implement PPPs and guarantee flows of information to parents on school characteristics (Verspoor, 2008).

### **1.3 Statement of the Problem**

Private participation in education has increased dramatically over the last two decades across the world, serving all types of communities—from high-income to low income families. A number of governments contract with the private sector to provide some of the education services such as teacher training, management and curriculum design has been made despite recent increases of PPPs in secondary education, enrollment rate and quality education provision of quality education has been a headache in the educational sector in Uganda and Luweero in particular. Efficient and equitable access to education is proving to be elusive to many people. Often low-income families, girls, indigenous peoples, and other poor and marginalized groups have only limited access to education. The quality of education, as measured by standardized tests, is low and represents a major challenge.

James (1987) also commented that, efficient and equitable access to secondary education is proving to be elusive to many people. Often low-income families, girls, indigenous people, and other poor and marginalized groups have only limited access to education (WB, 2009). The Government of Uganda from 1980s decided to allow private sectors particularly at secondary education level to offer educational services in order to increase access and quality education to match with basic education leavers rate. As World Development Report reveals (World Bank, 2004), private sector participation in delivering of education services can help developing countries, including Uganda, to meet the Millennium Development Goal (MDG) for education and to improve learning outcomes. This study therefore intends to investigate the impact of PPP on quality of secondary education in Uganda using a case study of Luweero district.

#### **1.4 Objectives of the Study**

The overall objective of this study is to investigate the impact of PPP on quality secondary education in Luweero district, Uganda.

##### **1.4.1 Specific Objectives of the Study**

The Specific objectives of this study include to;

- i) Assess the educational services that are delivered under public-private partnership in secondary schools in Luweero district.
- ii) Assess the conditions under which private schools can operate effectively and efficiently thus contributing to improving the quality of secondary education in Luweero district.
- iii) Assess the contribution of public-private partners in improving the quality of education in secondary schools in Luweero district.

#### **1.5 Research Questions**

This study was guided by the following research questions;

- i) What educational services are delivered by public-private partners in secondary schools in Luweero district?



ii) What are the conditions under which private schools can operate effectively and efficiently so as to improve the quality of education in secondary schools in Luweero district?

iii) What are the contributions of public-private partners in improving the quality of education in secondary schools at Luweero district?

### **1.6 Scope and Limitations of the Study**

The research was conducted in Luweero district (Bombo Area). However, the focus of the study was only in five (5) private secondary schools, Baobab secondary school, Marian girls secondary school, Lord Baden Powel secondary school, Grace secondary school and Nianjema secondary school these were representing the rest in coast region.

The study covered assessment of the educational services that are delivered by public-private partners in secondary schools, the conditions under which private schools can operate effectively and efficiently on improving the quality of education in secondary schools and the contribution of public-private partners on improving the quality of education in secondary schools in Luweero district. Some limitation that was encountered included financial resource constraints because the researcher had no sponsors while the study needed a lot of money for transport and stationeries. Similarly, the researcher collected data while in job using savings from his salary.

### **1.7 Significance of the Study**

The results and recommendations from this study will be of much value to the government and community as follows: -

- a. It will help the government agents such as policy makers, planners and other education stakeholders to improve the educational sector.
- b. The study will add the new technology to the public-private partnership specifically of educational sector; this further will help to improve their losing standards.
- c. It will help the government of Uganda to know to what extent the goal of involving private sector on educational sector has been achieved.

d. The findings may also stimulate other research to carry out further studies on the same area or on other existing gap.

### **1.8 Organization of the Study**

This study organized to be presented in five (5) chapters namely: Introduction, Literature review, Methodology, Data presentation and Analysis, Discussion, Conclusions, and Recommendations. The introduction chapter carries important information on the research problem background which, among things, justifies why the research is worth doing. The chapter also brings the main purpose and specific objectives, key research questions, significance of the study accompanied with the delimitation (scope) of the study and the theoretical framework of the study.

## **CHAPTER TWO: LITERATURE REVIEW**

### **2.1 Introduction.**

This chapter contains the theoretical background to the study. The main issues of public-private partnership implementation on secondary education are presented. It also contains the conceptual definitions and review of the models of public-private partnership, empirical studies, the research gap and lastly the conceptual frame work to guide the research is derived.

### **2.2 Conceptual Definition**

#### **2.2.1. Public-Private Partnership**

Can be defined as a contract that a government makes with a private service provider to acquire a specified service of a defined quantity and quality at an agreed price for a specified period (Taylor 2003). This definition covers several different types of contracts, which may procure different services and vary in complexity. The services include education services (management, maintenance, and support services like transportation); operation services, such as pure management; and infrastructure (in what is often referred to as a private finance initiative) (LaRocque and Patrinos 2006). This review of the empirical literature focuses on three types of education services and operations—vouchers, subsidies, and the private management of schools—and private finance initiatives for school construction.

The public-private partnership movement in the 1980s endorsed the existence of a clear boundary separating the two sectors. In essence the partnership was really a derivative of the privatization movement in which public sales, procurement contracts and divestiture occurred in order to discipline the provision of services with competitive market pressures (Linder, 2000). The Canadian council for Public-Private Partnership defined a public-private partnership (PPP) as “a cooperative venture between the public and private sectors, built on the expertise of each partner, that best meets clearly defined public needs through the appropriate allocation of resources, risk, and rewards. The World Economic Forum defines the Public Private Partnership as a voluntary alliance between various actors from different sectors where both agree to work together to reach a common goal or to fulfill a specific need that involves shared responsibilities, means, competencies and risks.

Wendell C. Lawther's 2002 report, *contracting for the 21st century: A partnership model*, defines public-private partnerships as: "Relationships among government agencies and private or nonprofit contractors that should be formed when dealing with services or products of highest complexity. UNESCO (2007) also states that public-private partnerships could be an opportunity to improve quality and relevance of an education system or increasing funding possibilities in order to allow the government to offer a better education system.

Therefore, one can conclude by saying that public-private partnership is the collaboration between public bodies, such as local authorities or central government, and private companies. It is argued that public-private partnership is the best way to secure the improvements in public services like schools.

### **2.2.2. Public and Private**

The two concepts public and private can be characterized according to the way that they are managed and financed. In their purest forms, public provision is managed directly by the government and the expenditures are met by tax revenues while in private provision revenues are derived from fees and private contributions and the providers are free to determine the type of their educational services. In fact, though there are few institutions which satisfy either of these criteria. The government usually subsidizes the private sector through payment of costs incurred in curriculum development, inspection and teacher training.

One international classification of education (OECD 1990) defined private education as that provided in institutions managed by private persons but this definition covers a wide variety of situations. Some private institutions are wholly funded by the government; others are state aided to a wide extent while others again receive no government aid at all. Further, in any one country, the situation may vary over time and according to the level or the type of education. Even though any simple distinction between the two types makes diversity within each sector, from a policy point of view the distinction remains useful when assessing expansion of the system. Expansion through the public system implies a direct role for the government in both finance and school management, whereas expansion through the private sector implies a more indirect role

exercised through selective targeting of public resources for education within the parameters of a specific legal and regulatory framework.

### 2.2.3. Partnership

According to Merriam-Webster dictionary *a partner* is “one of two or more persons contractually associated as joint principal in business,” meaning that partnership is normally dictated by contract between partners. Therefore, *a partnership* is a strategic in relationship between two or more people based on trust, equality, mutual understanding and obligation. World Bank (2009) states that partnership can be formal, where each party’s roles and obligations are spelled out in written agreements, or informal, where the roles and obligations are assumed or agreed verbally. As ADBI (2000) defined partnership as Collaborative activities among interested groups, based on a mutual recognition of respective strengths and weaknesses, working towards common agreed objectives developed through effective and timely communication. Two "neo" ideologies have played a central role in defining "a partnership" between the two sectors: for the liberal, the public-private partnership supports a commitment to the market as the source of social order, for the conservative an endorsement to the market is a means whereby public sector responsibility can be devolved and decentralized.

While recognizing that the concept of the partnership itself displays great diversity and it remains very difficult to provide a specific technical or programmatic definition, the partnership is therefore advocated to be: - the formation of cooperative relationships between government, profit-making firms, and non-profit private organizations to fulfill the function of providing services where the governments are unable to meet an increased demand. It is a means of institutionalizing flexible and collaborative arrangements whereby private and public provision of goods and services are not viewed as merely competing alternatives locked in interminable conflict. It is not a means for turning responsibility entirely over to the private sector, but rather it is a mechanism for enabling critical objectives to be met in collaboration that could certainly not be met by either partner on their own. It also, involves a sharing of responsibility and financial risk for both partners. Lastly, Partnerships are complex organizations and each involves different levels and types of conflict of interest and different ethical responsibilities.

### **2.3 Nature of Public-Private Partnership in Education Sector**

Traditionally, it has been the role of the government to provide school education to the appropriate age group. However, private schooling is growing in many countries including Uganda. Part of the reason for this seems to be that public schools are performing poorly, with high teacher absence rates, lack of teaching activity and low pupil achievement levels (Chaudhury, *et al.*, 2006; PROBE, 1999; ASER, 2007). For that reason, the public-private partnership on education sector aims at improving access and quality secondary education. UNESCO (1999) cited that partnership on education may involve a wide range of actors including social partners, non-government institutions, community groups or players in the private sector.

The nature and strategies of partnerships and linkages in education sector vary because of cultural, economic and social factors prevailing in different countries. However, a variety of public private partnership already exists in this field, the most common being in religious institutions. These include Muslims and Christians that offering education services from primary level to university level. The second one is communities, the local authorities for instance in Tanzania have established secondary schools in order to complement insufficient provision of secondary education in every ward.

The last group is the District Educational Fund. The Fund has emerged in order to raise education sector specifically at district level to be run by private institutions with substantial financial assistance from the State/Government. As Omari (2002) cited PPPs in school education operate to provide infrastructural services, support services and educational services. There appears to be a progression in scope with the simplest being one in which the private partner provides infrastructure services but the government provides educational and other support services. The next stage in progression is where the private sector provides both infrastructure services and support services. The third type is where private sector provides infrastructure, support and educational services bundled together.

## **2.4 Public-Private Partnership Contract**

Public-private partnerships do not occur in a vacuum but rather in the context of agreement. Therefore, an agreement on public-private partnership will naturally be in form of contract that spells out the expected conduct and obligations of each partner (Lewis et al, 2004). To a large extent the agreement should define the nature of the partnership and the commitments of each role player. Therefore, from this regard, it will be expected that the agreement would glue together various elements of the partnership into a dynamic whole.

In addition, as part of the agreement, the ground rules should spell out to ensure optimal cooperation. Houlden (1996) writes that the collapse of partnership is often due to the lack of clear agreement before hand on what each partner is going to contribute, for what purpose, and what benefit each is seeking. Since PPPs are engaged in major projects, it should be assumed that the agreements will be complex so that each partner would engage legal experts when developing the PPP agreements.

## **2. 5 Models of Public-Private Partnership**

Armistead (2004) specified that Public-private partnership models vary and are often influenced by the parameters of the project including but not limited to the risk tolerance of the partner. Such varieties of models on partnership are based on the agreement between the private and the public organization or state. Smith (2004) pointed out that there is no model of a standard public-private partnership each one is crafted as a stand-alone partnership taking into account the parameters of the project and more importantly, the risk tolerance of the partner. From these perspectives, public-private partnership has the following models: -

### **2.5.1 Design, Build, Operate and Finance (DBOF) Model**

As the name suggests above, this is the collaboration between the public sector and the private sector organizations for the design, constructions, operating, and financing of the public infrastructures or facilities. Lewis (2004) states that the private sector is responsible for designing, building, operating, and financing the facilities and recovers its costs solely out of payments from the public sector which is dependent on their ability to meet the pre-approved output.

The private partner is free to be innovative when designing the facility with a view to ensuring that costs at latter stages of the project are minimized in order to increase returns on investment. However, the partnership in this model is for a specific period of time, normally 25 to 40 years, at the end the ownership of the facility transfers to the public sector (Coulson, 2005). Therefore, this necessitates the definition of the residual value of the facility to be made at the agreement stage.

This is basically a variation of the aforementioned model. In this case, the title transfers to the government when construction of a facility is completed. As Smith (2004) pointed that the actual operation or delivery of services through the facility is done by the public organization. However, the link between private partner as contractor and the public organization as service distributor could be the recovery of the cost of construction and the contractor being responsible for maintenance of the facility for the agreed period of time.

This model differs from the other two models above. The private sector retains permanent ownership and operates the facility on contract. In this partnership, the public sector simply purchases the services from the private partner. In other words, this is the service procurement arrangement and not an asset procurement arrangement because the asset will not, in terms of the contract, be transferred to the public sector. May also be noted that the ownership of the plot on which the facility is built could be another variable to influence some of these models. However, for this particular model it would appear that the facility is better built on the private contract owns plot so that when the contract is terminated there will not be any government commitment in the facility. If it happens that the facility is on public organizations plot and the contract is terminated the private contractor may be constrained in using the facility for the purpose that are against the wishes of the plot owners unless the agreement covers such use (Scharle, 2002). However, this model seems to be used on the discrete project or facilities such as water treatment plant and not for education sector (Coulson, 2005)

The concession on public-private partnership is similar to the DBOF model. The main difference is that in a concession model the service provider recoups the costs through direct user charges or a combination of user charging and government subventions. A concession model is therefore, more appropriate in projects which entail the sale of the output direct to the consumers. The



service provider in this agreement retains the ownership of the facility while providing the requisite service. Under a concession, the service provider can be given the exclusive right to operate the facility and deliver the attendant service during the term of contract but pays the public sector for the exclusive gift. The service provider is normally obligated to invest in the improvement of the facility with the provision to pass the cost to the consumers.

In some cases, the tariffs charges by the concessionaires needs to be regulated by the public sector so that the public could not be exploited. It also possible in concession that the private organization can take up an existing facility and renovate or improve and operate it in order to deliver the necessary public service and the same time maintaining and repairing the facility for the duration of the contract (Ankintoye et al, 2003). Concession contracts just like other PPPs contracts have a long duration of up to 30years or even longer than that.

A joint venture is more of PPPs than other model discussed above because this model is on agreement whereby the government and the private sector assume Co-responsibility and co-ownership in an organization. It entails the pooling of their resources and generating share returns (Ankintoye et al, 2003). The returns are shared on the basis of the proportion of the investment each partner has made to the joint venture. The organization in question is generally managed jointly by the government and the private sector but day-to-day management is often the primary responsibility of the private partner (Trafford and Proctor, 2006). Therefore, a joint venture is the true partnership in all social and economic sectors between public and private partners.

There are specific models of partnerships applied on education sector that are possible between the government and the private sector. Partnerships are established for varied reasons including construction, financing, designing, and maintenance of public infrastructure (Aser, 2007). As Osler (2003) stated PPP in social sectors such as health and education are sometimes referred to as public-social private partnership (PSPP). The model preferred for the provision of secondary education is the DBOF model.

However, it is possible for different models to be applied in the provision of secondary education in different circumstances. As it has been noted there is no standard model of PPPs and therefore, the emerging model for a particular project may be influenced by among others, the nature and the scope of the public service to be delivered.

For the case of Luweero district in Uganda, build-own-operate model has been used on public-private partnership in education sector especially for secondary education. The private partners on secondary education build-own and operates the facilities is perpetuity. The public private partnership on education sector in Luweero district takes various forms includes collaborative (non-legal binding) or contractual (legal binding) agreements. Collaborative partnerships are non-legal working relationships which often occur between the public and private sectors, to meet a common object or goal. Primarily goodwill gestures, collaborative partnerships are often used to provide exchange knowledge or collective leverage resources for a specified goal.

## **2.7 The Educational Services Delivered Under Public-Private Partners in Secondary Schools**

Three types of services are provided under this form of agreement. They include management, professional and operational services.

### **2.7.1 Management Services**

Weak management is an important constraint to improving public school performance. The responsibilities that the contractor assumes under these contracts usually fall into four categories: financial management, staff management, long-term planning, and leadership. Within these contracts, all no managerial personnel continue to be public sector employees. Management contracts have several potential benefits for public education, including bringing in professional skills and new ideas from the private sector, giving managers the freedom to manage, reducing the bureaucratic and union constraints associated with public service employment, promoting competition among organizations bidding to win the management contract, and enabling education authorities to specify performance requirements so that they can change contractors if performance is unsatisfactory.

PPPs in the area of management services can work, but these services are inherently more difficult to contract out than some other services. Specifying and monitoring the performance of managers, as distinct from the organization overall, is difficult. Because many factors contribute to school performance besides the quality of management, it would be inappropriate to attribute changes in school performance simply to the effects of the management contract. In most countries, the gains from contracting out input services have built up over time as the governments gradually become better at creating these kinds of contracts.

### **2.7.2 Professional Services**

Contracting out professional services such as teacher training, textbook delivery, curriculum design, quality certification, and supplemental services is straightforward and usually successful. Its main advantage is that it brings private providers' expertise to bear on improving public education. The content and oversight of contracts are both education officials so that they can focus on the learning process. Usually, one contract is tendered to cover multiple schools so that the contracts are large enough to attract many bidders. Contracting out support services enables the education sector to take advantage of the expertise and the efficient organization of private companies with expertise in specific activities and of the economies of scale that result when the same contractor provides services for many schools. It also allows school staff to concentrate on teaching. Also, in those countries where public sector staff is paid high wages as a result of belonging to strong unions, there is a cost saving associated with the contractor being able to hire nonunionized labor (World Bank 2006). Some contracting out of support services is done in virtually every public education system in the world. For example, public school authorities hardly ever run food services in schools in developed countries.

### **2.7.3. Operational Services**

In some countries, the education authorities contract private organizations to handle a wider range of responsibilities, in essence, to operate an entire public school. In these operational contracts, private organizations not only manage the school but staff it as well (World Bank, 2006). The aim of such contracts is often to free schools from public service constraints or to give schools more autonomy and to improve the oversight of the school by tapping into the interest and knowledge of parents and other community members. In many cases where schools

are allowed to govern themselves, communities also contribute to the construction, upkeep, or improvement of facilities (either in-kind or financially). Sometimes education authorities initiate a contracting arrangement in response to demand from a community organization or a nonprofit education organization (World Bank, 2003a). Operational services contracting is usually tried in problem areas, making it a viable mechanism for improving schools with performance problems and for ensuring service delivery to “hard-to-reach” populations (World Bank, 2006). Also, this type of contract can be targeted to disadvantaged populations (Barrera-Osorio, 2007).

## **2.8 The Conditions under Which Private Schools Can Operate Effectively and Efficiently on Improving the Quality of Education in Secondary Schools**

There are several different aspects to a policy framework that encourages the growth of private schools in developing countries. The principle behind the framework should be the creation of conditions under which private schools can operate effectively and efficiently, while ensuring that the education that they provide is still of high quality.

### **2.8.1 Provide a Sound Basis for the Operation of the Private School Sector**

Governments can encourage the expansion of the private school sector by recognizing the important role that the sector plays in providing education. China, Côte d’Ivoire, the Philippines, and Senegal have done this by explicitly recognizing the private sector in legislation (LaRocque 1999, 2002; Borja 2003). This recognition can be the foundation for building political and public support for the private sector’s involvement in education and for minimizing investor uncertainty. This is particularly important given that education is often seen as a social rather than commercial endeavor.

### **2.8.2 Allow Private Schools to Set Tuition and Other Fees**

Governments can promote private involvement in education by allowing private schools to set their own tuition and other fees. The governments of Ghana, India, the Philippines, and Vietnam limit the level of tuition and other fees charged by independent private schools (private schools that do not receive government subsidies). They also regulate the distribution of tuition and other fees among school owners or require schools to consult the government about any fee increases.

While such controls are often aimed at making private education affordable for the poor or preventing price gouging, they can also have negative effects such as causing the quality of education to deteriorate and limiting the profitability of education investments. Even when tuition and other fee limits exist but are not enforced, they can reduce investments by increasing investors' uncertainty. One possible exception is when such limits are agreed as part of a contractual arrangement between the government and a private provider, for example, when the government enters into an education purchase arrangement with a private school for the delivery of education services.

### **2.8.3 Allow both Not-for-profit and For-profit Schools to Operate**

Governments can promote investment in private education by allowing for-profit schools to operate or to receive government subsidies. Several countries ban for-profit providers from the education sector or limit government funding to for-profit private schools. However, this bias against for-profit provision is not universal. Private for-profit schools come in various forms and serve the full range of communities, including elite families, middle-income families, and poor families.

Examples of for-profit school chains include the Beacon House Group in Pakistan, the Scholastica Group in Bangladesh, and international providers such as Global Education Management Systems and SABIS. In Pakistan, close to 10 percent of children from families in the poorest socioeconomic deciles were studying in private schools at the end of the 1990s. A recent report by the Education NGO Pratham found that rural private schools in India enrolled around 20 percent of all students in India in 2007 (Andrabi, Das, and Khwaja 2006; Srivastava, 2007).

Governments often regulate for-profit schools to ensure that they make quality a higher priority than profit. However, that concern should be weighed against the benefits of allowing for-profit schools to operate freely. These include increasing access to education for poor and poor families, encouraging innovation, and attracting new capital investment and new managerial, pedagogical, and technical skills. The prevalence of private for-profit education worldwide,

including private for-profit education that serves the poor, suggests that in practice it has become a valuable alternative to public provision.

#### **2.8.4 Ensure that Private Providers have the Flexibility to Deliver Services Effectively**

For PPPs to be implemented successfully, private partners need to be given considerable flexibility in how they deliver the service for which they have been contracted. The government should spell out the desired outputs and performance standards and set penalties for failure to achieve rewards for success; but thereafter they should leave it to the providers to decide how best to deliver the required outputs to the specified standard. Providers must have as much management freedom as possible, especially in staffing and employment as well as in curriculum and budget allocation.

To achieve this, governments should adopt operational contracts in which it is specified that the managers of the private school, rather than the government, will select, employ, and pay school staff. Operational contracts are superior to management contracts because they give the private sector greater flexibility to reorganize work schedules, select appropriately skilled staff, pay the level of salaries required to attract good staff, and dismiss nonperforming staff. Management contracts that put government restrictions on how the contractor operates the school (beyond the minimum standards required to assure safety) can significantly hamper the contractor's ability to determine appropriate resource allocations, introduce management and pedagogical innovations, and improve the quality of education that it delivers. In operational contracts, the government simply pays the private provider a management fee and an amount per student to operate the school and then allows the provider to make all operational decisions, including those related to staffing. The provider then hires all staff, which is particularly important when private providers are expected to improve the performance of failing schools especially where poor teaching is often a factor. Forcing private providers to operate within the same restrictive regulatory framework that hobbles public schools would significantly restrict the gains from adopting a contracting model and limit the positive impact of competition. Indeed, one recent study found that more than two-thirds of U.S. school district superintendents surveyed believed that reducing bureaucracy and increasing flexibility were very important ways to improve public education (Belfield and Wooten 2003).

Contracts should also reflect the nature of the service provided, encourage private sector investment, and ensure that all risks for nonperformance are covered. Contracts should be contestable—meaning that they are awarded competitively, thus allowing public authorities to compare different offers and select the best provider. Many PPPs involve relatively long-term contracts. For example, private finance initiative contracts are generally for 25–30 years, Bogota concession school contracts are for 15 years, and charter school contracts are for three to five years. Long-term contracts are helpful for giving private partners greater certainty.

## **2.9 The Contributions of Public-Private Partners on Improving the Quality of Education in Secondary Schools**

Six attributes will be considered in this section. They include higher academic achievement, expanded access, improved students test scores, better financing of school inputs, construction and increased opportunities for access by low income families.

### **2.9.1 Higher Academic Achievement**

The existing evidence from around the world shows that the correlation between private provision of education and indicators of education quality is positive, which suggests that the private sector can deliver high-quality education at a low cost. Using data from the OECD's Programme for International Student Assessment, Woessmann (2005) showed that publicly operated schools deliver lower test scores than privately operated schools, but publicly funded private schools are associated with higher academic achievement than publicly operated institutions. Therefore, partnerships in which the private sector is the operator and the public sector is the financier have the potential to increase enrollment while keeping the education budget in check.

### **2.9.2 Expansion of Student Access to Schooling**

Although more rigorous evidence is needed, it is clear that PPPs, contracting, and subsidy arrangements can rapidly expand access to schooling and increase its quality, especially if coupled with rigorous quality assurance mechanisms and such interventions as teacher training and school improvement initiatives. In doing so, it particularly benefits marginalized groups and

the poor who are ill-served by traditionally delivered public services. Private school contracting programs and programs involving the private management of public schools can provide the poor with low-cost or free access to education. In fact, these contracting initiatives are usually aimed directly at the poor, including the schools run by Fey Alegría, a Jesuit order that provides education in remote rural areas, under contract to the governments of several Latin American countries.

Strategic use of the private sector has led to the rapid expansion of access to education in several countries. Senegal and Tanzania deregulated the secondary education sector at a relatively low cost and a positive correlation with enrollment. The private schools charge very low fees, less than 10 cents a day (Andrabi et al. 2006). In this way, private provision has increased enrollment in rural areas and among low-income households at a very low cost. These examples show that, when implemented correctly, PPPs can help countries to satisfy unmet demand for schooling. With regard to the effects of charter schools, some useful lessons have emerged from a small set of empirical studies.

### **2.9.3 Positive Impact on Student Test Scores**

Based on evidence from Colombia and Venezuela, it is known that the private management of public schools has a positive impact on student test scores. However, we know less about precisely which characteristics of charter and concession schools (publicly funded, privately operated schools) make them perform better than public schools, other than perhaps fewer civil service constraints, more school autonomy, and the increased length of the school year. Nonetheless, it seems from existing evaluations that flexibility in the contract is an important factor in determining positive education out-comes. In several countries, governments allow parents to send their children to the school of their choice, fund private and religious schools from the public budget, and allocate resources to schools based on enrollment. Some of these arrangements are over 100 years old (such as those in Denmark and the Netherlands) while others are more recent (such as those in Chile and Sweden). In other countries, the private sector plays an important role in providing education, but the government only subsidizes some of the students who attend private schools (for example, Chile).



Several African countries have different types of nonpublic schools, including government-subsidized independent schools (for example, the Gambia), partially subsidized mission or religious schools (for example, Lesotho), and at least partially subsidized community organized schools (for example, Kenya). Elsewhere, some countries have public schools that are supported financially by the private sector (for example, Pakistan). Overall, the private sector's participation at the primary school level has grown more than its participation at the secondary level, but there is significant variation across countries.

While overall private participation is typically higher at the secondary level, private participation at all levels continues to grow. One way to categorize the types of PPPs is to separate financing from provision. The governments of many developed countries have found a range of different ways to leverage the capacity and expertise of the private sector to provide education. In a subset of OECD (Organization for Economic Co-operation and Development) countries, more than one-fifth of public expenditure is transferred to private institutions, either directly or by subsidizing households to pay for the school of their choice.

Moreover, on average, OECD countries spend 12 percent of their education budgets in education institutions that are privately managed. These governments have financed a wide variety of schools on a per pupil basis to meet demand for different kinds of schooling. In the United States, the number of private companies providing supplemental academic services (academic tutoring) increased by 90 percent in just one year, between 2003 and 2004.

#### **2.9.4 Financing School Inputs**

This sharp increase was partly driven by the 45 percent increase in federal funds allocated to supplemental education between 2001 and 2005. In several developing countries, governments subsidize private schools, mostly operated by faith-based nonprofit organizations, by financing either school inputs, such as teacher salaries and textbooks, or per pupil grants. Although schools managed by faith-based organizations and local communities are often not considered to be strictly private. The term "private" encompasses the whole range of nongovernment providers of education services. Across the world, enrollment in private primary schools grew by 58 percent between 1991 and 2004, while enrollment in public primary schools grew by only 10 percent.

Globally, there are approximately 113 million students in nongovernment schools; 51 million are at the secondary level.

### **2.9.5 Build School Infrastructure**

Public-private partnerships are also being used to build school infrastructure. PPPs are a useful way to increase the funding available for constructing or upgrading school buildings and often yield better value for money than traditional public sector investments. In such partnerships, the government usually contracts a private company to build and/or maintain school buildings on a long-term basis, typically 25 to 30 years. In this type of PPP, the private sector supplier assumes responsibility for the risk inherent in the ownership and efficient operation of the project's facilities. This method of financing school buildings is used in many OECD countries but most extensively in the United Kingdom. In recent years, several developing countries have also tried this approach, though it is too early to see results

### **2.9.6 Delivering Education to Low-Income Families**

Private education providers are also playing an increasingly important role in delivering education to low-income families. They include a range of school operators including faith-based organizations, local communities, nongovernmental organizations (NGOs), and private for-profit and not-for-profit schools. Some African and South Asian countries, where demand exceeds the supply of school places and public funds are limited, have experienced growth in the number of private low-cost schools that cater to low-income students, mostly at the secondary level.

### **2.10 Empirical Review Analysis**

Some of the evidence of the impact of public provision of private services on education outcomes, including measures of student achievement, is positive but is not enough to justify either ignoring PPPs or expanding them on a large scale. The few studies that have been carried out so far suggest that contracting out to the private sector can have several benefits, including greater efficiency, increased choice, and wider access to education, particularly for those households who have been poorly served by traditional methods of providing education. In general, private management of public schools tends to be efficient and yield higher test scores

than public institutions when students reach the end of basic education. In addition, despite being controversial, vouchers can improve academic outcomes, especially for the poor.

However, few of the existing empirical studies of PPPs can be considered to have yielded robust conclusions. There is a need to evaluate how PPPs work most effectively in different contexts, particularly where contracting models need to be improved or fine-tuned and in countries where partnerships are still nascent. While much is known about funding school choice, much less is known about which characteristics of charter and concession schools make them perform better than public schools.

More research is also needed on universal versus targeted school choice and on private finance initiatives. These programs should be piloted and rigorously evaluated in different settings. Because of the pressing need to increase the evidence base in these areas, findings of this study were expected to provide guidance on how to carry out better evaluations of a variety of aspects of public-private partnerships in education. Other studies by Gaynor (1995), reviewing the decentralization of primary education in Nigeria and Zimbabwe, found that partnership in education sector is about improving the quality of education, and not a political alignment or administrative convenience. He cautioned that “without this focus of partnership in education sector on what works best to help pupils learn best, school level improvements will not be achieved and schools may even be worse.

Similarly, in Uganda secondary education level, without a fundamental philosophical change so as to see partnership as a way of achieving that education purpose, children in the country will end up with a raw deal. Temba (Daily News, 11/09/2000) as quoted in Omari (2002) reported that in Kilimanjaro alone, there were 65 NGOs operating in the field of education. Fortunately, there they jointly pledged to cooperate to improve the quality of education in the country.

Adrian Verspoor (Consultant for the World Bank Education Sector, Africa Region and a core member of the Human Development Network at the World Bank) publication of March, 2011 on the justification for PPP in secondary education titled “*why PPP for secondary education*” found that private schools in the Netherlands, Mauritius, Zimbabwe and Uganda increased access, reduced cost, parental choice and improved quality resulting from competition among schools. Also, the World Bank report (2007) reported that private school students performed better in Columbia and Uganda than public schools; hence enhanced parent’s interest in schooling outcome of their children. Therefore, PPP model on education sector is the best in improving education quality and good performance.

The World Bank research study (2002) “public-private secondary education for Developed countries- a comparative study” also analyzed the costs and achievements of private and public schools in five (5) countries included Columbia, Dominican Republic, Philippines, Uganda and Thailand and it was found that, students in private schools outperformed students in public

school on a variety of achievements. Secondly, unit costs of some private schools were lower than those of public schools. Lastly, private schools had greater authority for decision making at the school level and better emphasis on enhancing students achievements than public school.

Patrinos et al (2009), using a rich set of individual level data, revealed that increased school competition is shown to have statistically significant positive effects on student performance in mathematics, but no significant effects in English and Swedish. Interacting school competition with student characteristics, the results indicate that immigrant students and those in need of special education tend to gain more from increased school competition than others, while adverse effects on students from less-educated families are found in terms of English and Swedish performance.

Patrinos et al (2009) in International Bank for Reconstruction and Development (2009) found existing evidence from around the world that show the correlation between private provision of education and indicators of education quality is positive, which suggests that the private sector can deliver high-quality education at a low cost. Using data from the OECD's programme for International Student Assessment Woessman (2005) showed that publicly operated schools deliver lower test score compared privately operated schools, but publicly funded private schools are associated with higher academic achievement than publicly operated institutions.

Mark Bray (1996) in Sumra, et al (1999) observed the private sector's expanding role in Uganda educational sector responds to one or more of the following concerns: - the shortage of resources to support public provision of services; the perception that public education is inefficient; the demand for greater parental choice in education; and pressures to make schools more accountable to their clients. Sumra et al (1999) proved that rapid growth of the private sector on education sector in Uganda during the 1990s indeed opened educational opportunities. This is also corroborated by Tooley and Dixon (2003) in their detailed study of private schools in Hyderabad, that: 'parents turn out to be active choosers of schools for their children.

Sumra, et al cited that before the mid-1980s, when private schools were restricted, excess demand had built up to extraordinary levels, with no more than 5 percent of primary school

leavers going on to Form 1. Following the 1980-82 Presidential Commission, the government removed barriers to private secondary education and the result was a rapid expansion of schooling opportunities: by 1996 the transition rate to secondary education had already overtaken the government's goal of 15 percent by 2000; and the gross enrollment ratio rose from about 3 percent in the mid-1980s to about 5 percent a decade later.

Centrally to this Sumra et al (1996) revealed that the expansion has been accompanied by a decline in access to secondary school among children from disadvantaged backgrounds; and at the level of schools, by significant staff turnover as schools compete for the same pool of teachers, and a narrowing of public-private sector differences in school effectiveness. Genevois (2008) argues that private sector is becoming an essential partner in promoting educational sectors in order to reach the Millennium Development Goal for Education for all in 2015. This is further motivated by the Basic Human Rights as promulgated by the United Nations especially the 1990 Jomtien Declaration that called for revitalized partnerships at all levels in order to achieve Education for All (EFA) (Galabawa and Agu, 2001).

However, PPPs beyond the education is often viewed as the foundations for achieving the other goals, which relate to poverty reduction, women's empowerment, health and environment. In addition, World Economic Forum (2002): Development-Driven public-private partnerships in basic education argued that, a direct form of partnership in basic education is the provision of text books, computers, science and vocational training equipment and other educational and teaching materials that in one way or another are facilitating quality education and helping the central government to offer services.

Sedisa (2008) on his thesis done at Botswana assert that private sector's participation in the provision of secondary education extends the nature and scope of the involvement of the private participants beyond the previous boundaries such as the supply of text books, stationery, food items and cleaning materials. EdInvest sponsored by World Bank (1999) conducted surveys of the market for education in a number of countries.

A sample surveys conducted between January 1999 and July 2000 reveal the following facts: In addition, there are about 56 domestic business schools in China, recently joined by a number of world class business schools, one of which is funded by the European Union Enrollment in Russian higher education jumped almost 50 percent from 1995 to 1999. Hundreds of new private institutions have opened, providing many more places to study.

## **CHAPTER THREE: METHODOLOGY**

### **3.1 Introduction**

This chapter contains description of methods that are pertinent to an empirical study on the theme that the researcher used in collecting and analyzing data. The Chapter outlines various research methods as well as data collecting instruments as well as data management and data analysis strategy. According to Brain (1999) research methods are the philosophical bases on which research is based. He also uses the term methods to refer to particular techniques that are used to collect and analyze data. According to Turbian (1992) in order for a researcher to come up with desired and reliable data, more than one research method should be used.

### **3.2 Research Design**

According to Kothari (1993) research design refers to the plan or procedure for gathering information, indicating the steps and how the research is going to be carried out in the search for the answers that the researcher is seeking guided by a conceptual structure. For the case of PPPs on educational sector, specifically secondary education in Uganda the researcher used qualitative and quantitative approaches, so as to simplify the interpretations of findings. Mason (1998) defines qualitative research as a multi-method in focus, involving an interpretive and naturalistic approach to its subject matter.

Qualitative research reported in terms of verbal description rather than numerical form. It employs semi-structured interview, observation checklist and documentary analysis, which are flexible as well as sensitive to the social context in which data are produced (Cohen et al, 2000). Kothari (2004) maintains that quantitative research is based on the measurement of quantity or amount. That quantitative approach to research involves the generation of data in a quantitative form, which can be subjected to rigorous quantitative analysis in formal and rigid fashion.

Specifically, the study is descriptive as analysed systematically the quality issues on public-private partnership in implementing secondary education in Uganda using the case study of Luweero district, central region. Kombo and Tromp (2006) commented that descriptive survey being a method of collecting information by interviewing or administering a questionnaire to a sample of individuals. It can be used when collecting information about peoples' attitudes,



opinions, habits or any of the variety of education or social issue. In this study the researcher employed a case study as it provides in-depth understanding of the causes of a phenomenon.

### **3.3 Research Approach**

In this study the researcher employed qualitative and quantitative approaches, so as to simplify the interpretations of findings. Mason (1998) defines qualitative research as a multi-method in focus involving an interpretive and naturalistic approach to its subject matter. Qualitative research is reported in terms of verbal description rather than numerical form. It employs semi-structured interview, observation checklist and documentary analysis which are flexible as well as sensitive to the social context in which data are produced (Cohen et al, 2000).

Kothari (2004) argues that quantitative research is based on the measurement of quantity or amount. That quantitative approach to research involves the generation of data in a quantitative form, which can be subjected to rigorous quantitative analysis in formal and rigid fashion. Specifically, the study is descriptive as it was analyzed systematically so that the quality issues on public-private partnership in implementing secondary education in Uganda could emerge. Kombo and Tromp (2006) commented that descriptive survey being a method of collecting information by interviewing or administering a questionnaire to a sample of individuals. It can be used when collecting information about peoples' attitudes, opinions, habits or any of the variety of education or social issues.

### **3.4 Area of Study**

The study was conducted in Luweero district in Central region. Luweero district was purposely selected because it is among the districts with large number of private secondary schools and other private partners on education delivering services. It is also easily accessible to the researcher and partly due to limitation of time and financial resources that could have otherwise impeded the researcher to conduct the same in other district with private secondary schools and private partners on educational sector in Uganda.

### **3.5 Geographical Contextual Overview**

Luweero district is one among the districts of the Central region in Uganda. The district comprises sixteen (16) wards. Luweero district comprises of a number of private secondary schools. Among these, the researcher sampled five (5) schools which are Baobab secondary school, Marian girls' secondary school, Lord Baden Powel secondary school, Grace secondary school and Nianjema secondary school. These schools were purposely selected because they were easily accessible to the researcher and partly due to limitation of time and financial resources

### **3.6 Target Population**

A population is a group of individuals who have one or more characteristics in common (Best and Kahn, 1993). Population is basically a large group that bears the characteristics of the research issue. It can also be described as a group consisting of individuals, things or elements that fit a certain specification. Vans (1990) sees target population as being all members, individuals or groups that the researcher hopes to represent in the study. Relating to this, Schumacher (1984) defined population as a group of people or events from which a sample is drawn.

### **3.7 Sample Size and Sampling Techniques**

#### **3.7.1 Sample Size**

Is a small group of respondents drawn from a population in which the researcher is interested in gaining information and drawing conclusion (Munn and Drever, 1996). Also, a sample is part of the population a researcher studies so that characteristics of the population are represented by it (Ary et al., 1996; Cohen et al., 2000). The sample for this study drawn from target population of 50 participants with a specific focus of Luweero district. It includes academic teachers, school owners, school managers in private secondary schools and governmental officials at Luweero district.

#### **3.7.2 Sampling Technique**

Is a scientific way of drawing inference about a population without studying the entire population under study (Johnson et al 2004). The researcher used sampling to select key

information based on the impact of PPPs on quality education on secondary schools. There are mostly two types of sampling techniques used these are probability and non-probability sampling (Oso and Onen, 2008).

### **i) Probability Sampling**

Is the one in which every individual in the population has an equal chance of being selected or included in the sample. Probability sampling is suggested to be far superior to non-probability sampling in ensuring that selected samples represent the population (Shaughnessy et al, 2000). Probability sampling includes: Simple Randomly Sampling, Systematic Sampling, stratified Sampling, Cluster Sampling and Stage Sampling.

#### **(a) Simple Random Sampling**

This type of sampling is also known as Chance Sampling where each and every item in the population has an equal chance of inclusion in the sample and each one of the possible samples, in case of finite universe, has the same probability of being selected (Kothari, 2004).

#### **(b) Systematic Sampling**

Involves the selection of members from a population list in a systematic fashion. The technique is used when the members of a defined population are already placed on a list in random order. The selection of members then proceeds by dividing the population by the required sample size (Shaughnessy et al, 2000).

#### **(c) Stratified Sampling**

In this sampling technique the target population is divided into sub-population, the division is made by considering some unique characteristics or variables which each stratum possesses such as gender, level of education or income. Each stratum should be homogeneous in characteristics then sampled as an independent sub-population, out of which individual element can be randomly selected (Oso and Onen, 2000). This ensures equitable representation of each stratum in the sample.

#### **(d) Cluster Sampling**

This is sampling techniques whereby the target population is divided into several clusters and then randomly drawing the desired samples from either all clusters or selected clusters. Cluster sampling is necessitated when simple randomly sampling posed administrative problems or the population may be large and widely dispersed (Nkpa, 1997).

#### **(e) Stage Sampling**

This is further development of the idea of cluster sampling. Therefore, is a complex form of cluster sampling in which two or more levels of units is embedded one in the other. This technique is meant for big inquiries extending to a considerably large geographical area like an entire country. Under this sampling the first stage may be to select large primary sampling units such as states, then districts, then towns and finally certain families within towns (Kothari, 2004)

#### **ii) Non-Probability Sampling**

Are those for which the probability of a member of the population being selected cannot be calculated. It involves the selection of elements based on assumptions regarding the population of interest, which forms the criteria for selection (Oso and Onen, 2000). This technique is very appropriate to use in the research environment where there is no list of items to be studied. Non-probability sampling techniques include Purposive sampling, volunteer sampling and Captive sampling.

##### **(a) Purposive Sampling**

Purposive sampling is the sampling technique in which the investigator selects the elements to be including in the sample on the bases of their special characteristics. Such that is necessitated when the research is interested in certain specified characteristics (Nkpa, 1997). The members selected are commonly the ones who have an expertise or experience related to the purpose of the study (Shaughnessy et al, 2000).

### **(b) Volunteer Sampling**

Volunteer sampling is selecting respondents on the basis of their availability and their willingness to respond in relation to the study question. This sampling is commonly used in the survey technique known as call in survey used by TV and radio to poll the views of the audience (Shaughnessy et al, 2000).

### **(c) Captive Audience Sampling**

Used as sample in educational research. Any research using a captive audience should generalize its findings only to the particular group used for research. Replication of the findings by several researchers in several other contexts may, however, warrant a generalization to an appropriate population but not by inference on a statistical basis (Nkpa, 1997). The outlook of title of the topic led the researcher to use simple randomly technique and purposive sampling to choose the participants/interviewees who are the true representative with typical characteristics of the population in question.

Nevertheless, the process of sample dictated by the nature of the study, accessibility, location, the resourcefulness or usefulness of an individual, and how one knows about the topic as well as participants or interviewees willingness to participate. The researcher employed a randomly and purposive sampling. The former used to select teachers, school owners (private partners), school managers and governmental officials. While the purposive sampling used to select schools.

## **3.8 Data Collection Methods**

The researcher used triangulation approach to enhance validity and reliability of data collected. The Triangulation approach uses multiple source of data collection- interview, questionnaires, classroom observation checklist and documentary review. These techniques facilitated cross checking of the accuracy of information which is collected. As Cohen et al., (2000) argues; exclusive reliance on one method may bias or distort the researcher's picture of the fact under investigation. No single research instrument is adequate in itself in collecting valid and reliable data on a particular problem, rather the use of multiplicity of techniques is the best method, and it facilitates complementation and supplementation of data.

### **3.8.1 Interview**

According to Kothari (2004) interviews involve a set of questions, intended to collect information through oral or verbal communication in a face to face contact between the researcher and the respondents. Cresswell (1994) holds that personal interviews are the most common and most effective means of obtaining detailed information in a survey. Specifically, semi-structure interviews were used, whereby the interview guides had a list of issues to be covered and questions to be answered.

As Kirshinaswani (2003) argued, with a semi-structured interview, the interviewer has the freedom to probe the interviewee to elaborate on the original response or to follow a line of inquiry introduced by the interviewer. Therefore, interview guides were used to gather information on the impact of PPPs on quality education on secondary schools to the governmental officials especially District Education Officer and two of his subordinates were interviewed to know their views and attitudes towards the possibility of delivering quality secondary education through PPPs in Luweero district.

### **3.8.2 Questionnaire**

According to Pons (1988) questionnaire refers to a list of questions formulated and ordered to obtain information from respondents regarding their views, opinions and values. Munn et al., (1996) define questionnaire as documents containing a number of questions, which respondents have to complete by themselves.

Questionnaires containing were administered to the participant who in one way or another can be difficult to meet privately due to time shortage and school location. The researcher administered the questionnaires to academic teachers, school managers and school owners.

### **3.8.3 Documentary Review**

According to Best and Kahn (1993), documentary review is a method for data collection which involves deriving information by studying written documents. This tool was used by the researcher in order to get information that already existed. The data obtained through Primary sources and secondary sources. The former one entailed the original works include books, journals, papers, reports, thesis and official statistics which reflect the information firsthand.

While secondary sources include commentaries, explanations and elucidation which other writers have done on the primary sources. This tool helped to see what others have said in relation to this study with the aim of enriching it.

#### **3.8.4 Observation**

Observation is a type of research tool in which the researcher observes events in the natural environments (Descombe, 1998). Marshall and Rossman (1995) states that observation is a fundamental and critical method in all qualitative inquires for it is used to discover complex interactions in natural settings. The advantage of using this instrument lies in the fact that data from observation are attractive and live since they are really what the researcher could see (Cohen et al., 2000). The researcher was used this method in order to collect data specifically on school environment and extra curriculum that influencing quality secondary education.

#### **3.9 Validity and Reliability of Instruments**

Validity refers to the quality/accuracy of data gathering instruments or procedure that enables it to measure what it is supposed to measure (Best and Khan, 1993; Ary et al., 1996). Reliability refers to the degree of consistence (Denscomber, 1998; Ary et al., 1996). Reliability of research instruments is a degree of consistency with which it measures whatever it is measuring (Ary et al., 1996). In this research work instruments used to collect data were assessed through discussion with researcher's supervisor and his fellow students of MED (Administration, planning and policy studies) programme in order to correct all anomalies and ambiguity to see the degree of consistence.

#### **3.10 Data Management**

When conducting research, it is important to consider the issues related to bias and subjectivity. According to Harper (1991), bias is defined as allowing particular influence to have more importance that is really warrants. The researcher inspected and corrected every transcript for the purpose of detecting errors and cleaning data before coding. Inspection and correction was observed in two stages. First, in the field in order to detect the most glaring omissions and inaccuracies in data. Under such circumstances the researcher arranged an interview with the respective participants in order to get accurate data. Secondly, the researcher also, compared different kinds of data using different data collection method across time and space as well as to

take a sizeable and affordable. All these techniques the researcher adopts to insure validity and reliability of the study.

### **3.11 Data Analysis**

Data analysis is a body of methods that help to describe fact, detect patterns, and develop explanations and test hypothesis (Levina, 1996). The researcher employed a computer software SPSS Statistical package of social science and spread in data analysis. Tables and graphs were used by the researcher to present some data. Data collected may, on their own, be meaningless until they have been properly presented and systematically analyses in order to convert them into knowledge. Data analysis is a stage in an empirical research project where the researcher wants to make sense of what, he or she has discovered. Analysis and interprets the collected data in order to determine their meaning and implications on the prevailing society.



## CHAPTER FOUR: PRESENTATION AND DISCUSSION OF THE FINDINGS

### 4.1 Introduction

The purpose of this chapter is to systematically present and analyse data collected on the extent to the impact of PPPs on quality education of secondary schools in Uganda using a case study of Luweero district. In particular, the analysis is of data that were meant to address the research questions in chapter 1 of this report, the analysis centered on assessing the educational services that are delivered by public-private partners in secondary schools at Luweero district; the conditions under which private schools can operate effectively and efficiently to improve the quality of education in secondary schools and the contributions of public-private partners on improving the quality of education in secondary schools at Luweero district.

### 4.2 Demographic Characteristics of Respondents

Two attributes were considered- the sex and education level of respondents.

#### 4.2.1 Sex of Respondents

Table 4.1 indicates the sex of respondents who were involved in this study. According to the results teachers, owners and school managers comprised of 28 males (56%) of all respondents while 22 (44%) were female.

**Table 4.1: Sex of Respondents**

Sex	Teacher	School Owners	School Manager	percent
Male	22	03	03	56
Female	18	02	02	44
Total	40	05	05	100

#### 4.2.2 Education Level of Respondents

Table 4.2 shows the level of education of respondents. According to the results all respondents have attained higher education level this implying that they are well knowledgeable enough to manage schools.

**Table 4.2: Education Level of Respondents**

Education level	Frequency	Percent%
Primary education	-	-
Secondary education	-	-
Higher education	50	100
<b>Total</b>	<b>50</b>	<b>100</b>

### 4.2.3 Age of Respondents

Table 4.3 shows the number of respondents with respect of their age According to the results majority of respondents 20 (40%) aged between 40-50 years followed by 17 (34%) respondents with age between 50-60 years and the rest 13 (26%) aged between 30-40 years. This implied that respondents were mature enough with long working experience.

**Table 4.3: Age of Respondents**

Age (years)	Frequency	Percent
10-20	-	-
20-30	-	-
30-40	13	26
40-50	20	40
50-60	17	34
<b>Total</b>	<b>50</b>	<b>100</b>

### 4.3 Status of Quality Education Service Delivered

The empirical study focused on the views of the respondents on the possible impact that PPPs on the quality of the provision of secondary education in Luweero district. In this context, the respondents agreed that PPPs have a positive impact on the quality of secondary education in Luweero district. Likewise, the positive attitude of the respondents towards PPPs in the delivery education services was further highlighted by their statement that PPPs could not lower quality of the provision of secondary education services. Questionnaires administered to 20 respondents

revealed that 40 (80%) positively responded that public-private partners deliver quality education services while the remaining 10 (20%) negatively responded. (Refer to Table 4.4 for further details).

The findings are consistent to Eric et al (2007) in World Bank Report which disclosed that private school students performed better in Columbia and Tanzania than public schools; hence parents were interested in schooling outcome of their children. Therefore, PPP model on education sector is the best in improving education quality and good performance. Similarly, the findings are supported by World Bank research study (2002) that analyzed the costs and achievements of private and public schools in five (5) countries including Columbia, Dominican Republic, Philippines, Tanzania and Thailand and it was found that, students in private schools outperformed students in public school on a variety of achievements. The findings are also in line with Patrinos et al (2009) in International Bank for Reconstruction and Development whose study found existing evidence from around the world that there is correlation between private provision of education and indicators of education quality is positive, which suggests that the private sector can deliver high-quality education at a low cost.

**Table 4.4: Status of Quality Education Service Delivery**

	Status	Frequency(n=20)	Percent
Valid	Quality	40	80.0
	Not quality	10	20.0
	Total	<b>50</b>	<b>100.0</b>

#### **4.4 Educational Services Delivered by Public Private Partners**

From the research population's point of view, Luweero district was suitable for the provision of the private secondary schools through operational service, operational service and management service model. The presence of the private secondary schools in the Luweero district was acknowledged by the respondents. According to the results majority of respondents 25 (50%) said education services delivered by PPP include operational service, 15 (30%) said professional

service and the rest 10 (20%) said management services. in this regards, the Table 4.5 below shows the response on the status of education service.

Table 4.5: Educational Services Delivered by PPP

Service	Frequency	Percentage (%)
Management Services	10	20
Professional Services	15	30
Operational Services	25	50

#### 4.5 Reliability of Education Services

Table 4.5 shows the response by school managers on the reliability of education services delivered. According to the results 45 respondents equivalent to (90%) said education services delivered by PPP is reliable while 05 (10%) said unreliable implying that some existing hindered reliability of education service. The findings are supported by Omari (2002) who reported that in Kilimanjaro alone, there were 65 NGOs operating in the field of education. Fortunately, there they jointly pledged to cooperate to improve the quality of education in the country.

Table 4.6: Reliability of Education Services

	Status	Frequency(n=50)	Percent
Valid	Reliable	45	90.0
	unreliable	05	10.0
	Total	<b>50</b>	<b>100.0</b>

#### 4.6 Conditions Under Which Private Secondary Schools can Operate Effectively and Efficiently

In order for PPPs delivery of quality secondary education to be successful, certain conditions and guideline must prevail in order to facilitate the functionality of partnership in delivering service for the purpose of improving secondary education.

The respondents generally agreed that there was a need for certain conditions to prevail in order to facilitate the implementation of PPPs on the positive impact on quality secondary education delivery service.

According to the results majority of respondents 20 (80%) responded that conditions private secondary schools can operate effectively and efficiently is Ensuring that private providers have the flexibility to deliver services effectively followed by 35 (70%) respondents who positively responded provide that there was need to a sound basis for the operation of the private school sector, 30 (60%) responded that through allowing both not-for-profit and for-profit schools to operate. However, 40 (80%) of respondents negatively responded for allowing private schools to set tuition and other fees probably due to the fact that higher amount of tuition fee may discourage parents from sending their children to school.

**Table 4.7: Conditions under which Private Secondary Schools can Operate Effectively and Efficiently**

Ensure that private providers have the flexibility to deliver services effectively	40	80	10	20
Provide a sound basis for the operation of the private school sector	35	70	15	30
Allow both not-for-profit and for-profit schools to operate	30	60	20	40
Allow private schools to set tuition and other fees	10	20	40	80

#### 4.7 Contribution of Public Private Partners on Improvement of Education Quality

Table 4.8 shows the response by school teachers and managers on the Contribution of public private partners on improvement of education quality. According to the results about 35 respondents out of 50 equivalent to 70% of all respondents positively responded that public private partners have contributed to improvement of education quality while 15 (30%) negatively responded. This implies that public private partners have a significant role to play in improving education quality.

**Table 4.8: Contribution of Public Private Partners on Improvement of Education**

	Status	Frequency(n=20)	Percent
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Valid	YES	35	70.0
	NO	15	30.0
	Total	50	100.0

#### **4.8 The Extent Public Partners Contributed to Improvement of Education of Education Quality**

The Table 4.9 shows the response by school teachers on the extent public private partners have contributed to improvement of education quality. According to the results majority of teachers 40 equivalent to 80 percent responded that public private partners contributed to improvement of education quality through Expansion of student access to schooling, 40 (80%) said through delivering education to low-income families, 15 (30%) through financing school inputs and 30 (60%) through building school infrastructures and 45 (90%) higher academic achievement.

**Table 4.9: The Extent Public Private Partners Contributed to Improvement of Education Quality**

Achievement Areas	YES	NO
Higher academic achievement	45 (90%)	05(10%)
Expansion of Student access to schooling	40 (80%)	10(20%)
Positive impact on student test scores	05 (10)	45(90%)
Financing school inputs	35 (70%)	15(30%)
Build school infrastructure	30 (60%)	20(40%)
Delivering education to low-income families	15 (30%)	35(70%)

#### **4.9 Data from Interview**

The intent of this part was to collect empirical data and views from the governmental officials in the department of secondary education in Luweero district and the Ministry of Education and Vocational Training regarding the impact of PPPs on quality secondary education in Uganda using a case study of Luweero district. The governmental officials stated that the private partners on secondary education provide opportunities to children from poor family as well as increasing

enrollment rate on secondary education. Additionally, the government officials suggested that the private partners should perform many other functions that also increasingly demanding specific expertise. Such functions should be performed by organizations that specialize in them so that they can be delivered in a truly value-adding framework.

#### **4.10 Data from Observation**

The purpose of this section was to collect data through watching schools' operation activities and where possible to ask some questions in order to get some clarification related to schools' environment. The target of this tool was to observe the feeding of learners; maintenance of school buildings; cleaning where by the five (5) sampled schools were involved.

##### **4.10.1 Feeding of Learners**

The sampled private secondary schools were observed to provide a fresh tea, lunch and dinner to the learners at a right time, as the schools were boarding schools and the same schools had dining halls used by students at the time of service, so took their food in a decent manner. Therefore, the feeding of learners facilitated their capacity or studying that promotes quality education outcome.

##### **4.10.2 School Furniture**

From the researcher observation; the schools have enough school furniture such as chairs, desks and tables with their original painted colour and were very attractive, comfortable and suitable for learning.

##### **4.10.3 School Cleaning**

Observation revealed that the task of cleaning school environment was carried out by specific employed people. The culture of demanding learners to be required to perform these tasks was considered antiquated and unnecessarily. Interestingly, one of the head of school made a comment to the effect that 'he hates seeing students cleaning toilets because it might disturb the attention of learners'. Therefore; the students in private schools spends more time on studying that sometimes paved the way for them to attain quality education.

##### **4.10.4 Maintenance of School Environment**

The schools had well maintained buildings; the school grounds were also kept clean with trees nicely pruned and regularly watered as they were quite green and lively. The physical appearance of the private schools observed gave the impression that it was deliberately meant to be attractive for studying a factor that positively affect the provision of quality secondary education.

#### **4.10.5 Afternoon Studies**

The sampled private secondary schools observed that there are afternoon studies sessions that started from 1600 pm to 1800 pm and private studies that start 1700pm to 2200pm. The intention of this programme is to revise what learners studied during the classroom lessons. Actually, add value to the learners that greatly improving and enhancing the quality of schooling for the learners.

#### **4.10.6 Corporal Punishment**

Corporal punishment is defined as the use of force to inflict physical pain. This form of punishment was not observed to be common in the study area. Instead guidance and counseling programme were in place. One of the head teachers from private secondary schools in Luweero district stated that “corporal punishment does not enhance the self-esteem of the learners instead, it lowers their dignity and self-esteem of the learners and induces some measure of violence in them”. Likewise, the other academic masters from the same study commented that “punishment may have to be applied but not necessarily corporal punishment because there are other forms of punishment that can be used over and above guidance and counseling that may bring a positive outcome on their studies.”

#### **4.11.0 Analysis of Findings**

This study sought to assess the educational services that are delivered by public-private partners in secondary schools, assessing the conditions under which private schools can operate effectively and efficiently in improving the quality of education in secondary schools and assessing the contribution of public-private partners on improving the quality of education in secondary schools at Luweero district.



#### **4.11.1 Assessing the Educational Services that Delivered by Public-Private Partners in Secondary Schools**

The study found that the services are reliable and of high quality. The services delivered included management services, professional services and operational services.

The finding is consistent with (Barrera-Osorio, 2007) who contents that education services contracting is usually tried in problem areas, making it a viable mechanism for improving schools with performance problems and for ensuring service delivery such as management services, professional services and operational services to “hard-to-reach “populations (World Bank 2006).

#### **4.11.2 The Second Specific Objective on Assessing the Conditions under Which Private Schools can Operate Effectively**

Revealed that private secondary schools can operate effectively and efficiently if private providers have the flexibility to deliver services effectively, provide a sound basis for the operation of the private school sector allowing both not-for-profit and for profit schools to operate. This finding is in line with (LaRocque 1999, 2002; Borja 2003) who argue that governments can encourage the expansion of the private school sector by recognizing the important role that the sector plays in providing education by ensuring that private providers have the flexibility to deliver services effectively, provide a sound basis for the operation of the private school sector, allowing both not-for-profit and for- profit schools to operate.

**4.11.3 The Third Specific Objective on Assessing the Contribution of Public-Private Partners on Improving the Quality of Education in Secondary Schools** the study findings revealed that public private partners contributed to improvement of education quality through expansion of student access to schooling, through delivering education to low-income families, through financing school inputs and through building school infrastructures and higher academic achievement.

The findings are supported by Woessmann (2005) who revealed that there is existing evidence from around the world that shows the correlation between private provision of education and indicators of education quality is positive, which suggests that the private sector can deliver high-quality education at a low cost. Therefore, partnerships in which the private sector is the

operator and the public sector is the financier have the potential to increase enrollment while keeping the education budget in check.

The findings are also in line with (Andrabi et al. 2006) who argues that private school contracting programs and programs involving the private management of public schools can provide the poor with low-cost or free access to education to low-income families. They include a range of school operators including faith-based organizations, local communities, non-governmental organizations (NGOs), and private for-profit and not-for-profit schools.

The findings are also consistent with (Andrabi et al. 2006) whose study evidence is based in Colombia and Venezuela revealed that it is known the private management of public schools has a positive impact on student test scores. The findings are also consistent with Sedisa, K (2008) on his thesis done at Botswana that disclosed that private sector's participation in the provision of secondary education extends the nature and scope of the involvement of the private participants beyond the previous boundaries such as the supply of text books, stationery, food items and cleaning materials and infrastructure.

## **CHAPTER FIVE: CONCLUSION AND RECOMMENDATIONS**

### **5.1 Introduction**

The value of any empirical study should be reflected in the conclusion and recommendations it culminates in, and there must be contextualized in terms of the research problem or research questions on which the study was based. The intent of this chapter is therefore present the conclusion and recommendation derived from both the literature review and the empirical research findings. All this revolves around the impact of PPPs on quality secondary schools' education in Tanzania using a case study of Luweero district.

### **5.2 Conclusions**

This study intended to assess the educational services that are delivered by public-private partners in secondary schools, to assess the conditions under which private schools can operate effectively and efficiently on improving the quality of education in secondary schools and to assess the contribution of public-private partners on improving the quality of education in secondary schools at Luweero district. The study found that education services delivered by PPPs include operational service professional service and management services.

The findings are consistent with (World Bank, 2006) that operational services contracting is usually tried in problem areas, making it a viable mechanism for improving schools with performance problems and for ensuring service delivery to "hard-to-reach" populations. In these operational contracts, private organizations not only manage the school but staff it as well. On the second aspect, the study found that the conditions under which private schools can operate effectively and efficiently was on improving the quality of education in secondary schools which include to ensure that private providers have the flexibility to deliver services effectively, provide a sound basis for the operation of the private school sector, and through allowing both not-for-profit and for-profit schools to operate.

The finding was consistent with (LaRocque 1999, 2002; Borja 2003) who argue that Governments can encourage the expansion of the private school sector by recognizing the important role that the sector plays in providing education by sighting applicable and reliable conditions that private partners should implement. Whilst, public private partnership is vital in improving education quality in secondary schools by improving education quality through

expansion of student access to schooling, delivering education to low-income families, financing school inputs and building school infrastructures and higher academic achievement were the main contributions of public-private partners in improving the quality of education in secondary schools in Luweero district that were cited by respondents.

However, PPPs in education sector is based on marketing cost for running secondary schools to achieve and maintain quality education whereas schools are scheduled high fee for paying good teachers, building library with enough books and laboratories with enough chemicals and attractive working conditions for workers/teachers, for example housing, electricity, water services and other allowances. It has been observed that low-income families are not affording to pay the fees scheduled by schools, thus, the schools only affordable by children from high-income families.

Therefore, the government should learn from private schools by establishing salaries and allowances to motivate teachers create attractive working environment such as housing, electricity and water. The government should also build library with enough learning materials as well as build laboratories with enough chemicals in order to increase quality education for the children that to large extent are from poor families. In addition, certain conditions for the successful implementation of PPPs are necessary. Through PPPs, education for secondary schools can be made attractive and intellectually stimulating.

### **5.3 Recommendations**

The public-private partners play an important role on improving the quality of education in secondary schools. In order to increase efficiency, the researcher recommends that;

- a) The school managers to improve management services, professional services and operational services through career development program to their professionals so as to increase efficiency in performance.
- b) The government must remain active in directing projects and programmes in education planning rather than handing-over to the partners. The controlling and observation of those private partners should be done as frequently as possible.

c) The government should establish a national policy framework that will drive PPPs in the public service delivery. Without such a policy framework would be very difficult to have efficient and effective of PPPs. It is proposed that such unit of policy framework will give mandate of assessing the appropriateness among others, are economic viability, affordability and to deliver the services according to output specification under the auspices of the regulatory framework.

d) The government and private providers should support secondary schools through expansion of student's access to schooling, through delivering education to low-income families.

#### **5.4 Recommendations for Further Study**

The study on the impact of PPP on quality education of secondary schools should be enhanced by other researchers on studying the effectiveness of PPPs education services on the quality education of secondary schools.

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## **APPENDICES**

### **APPENDIX 1**

#### **INTERVIEW GUIDE FOR GOVERNMENTAL EDUCATIONAL OFFICIALS**

1. Is the education service provided by private secondary schools at Luweero and national wise quality?
2. What factors determine the quality of private secondary school?
3. What educational services is delivery by public-private partnership?
4. Under which conditions private secondary schools can operate effectively and efficiently on improving the quality education?
5. To what extent have the private secondary school contributed on quality education?
6. What other functions do you believe can be performed by the private secondary school?

**Thank you for your cooperation**

### **APPENDIX II**

#### **QUESTIONNAIRE FOR SCHOOL MANAGERS**

##### **Introduction Statement:**

This questionnaire is part of the research on the impact of PPPs on quality education of secondary school in Luweero district. The researcher is from Kampala International University.

The researcher is expected to get your opinion regarding the research issue and the real situation on the school in which you are currently stationed, in terms of impact of PPPs on quality education of secondary schools. The researcher has the honor to request your assistance so that he can get information necessary for the study.

Thank you very much.

A. Sex Male ( ) Female ( )

B. Occupation of respondents/organization-----

C. Education level

Primary education ( )

Secondary education ( )

Higher education ( )

D. Age ;

10-20 years ( )

20-30 years ( )

30-40 years ( )

40-50 years ( )

50-60 years ( )

1. Is the education service provided at your school quality?

YES ( ) NO ( )

2. If the answer in 1 is YES,how do you rate the degree of its quality?

Higher ( )

Medium ( )

Low ( )

3. If the answer is higher,what factors determine the quality of education?

4. What educational services are delivered by public private partners?

Management services ( )

Professional services ( )

Operational services ( )

5.Are the service reliable?

Reliable ( ) unreliable ( )

6.Under which conditions private secondary schools can operate effectively and efficiently on improving the quality of education?

7.Do the public private partners contribute to improvement on education quality?

YES ( ) NO ( )

8. If the answer is YES, to what extent have they contributed among these areas?