



## East African Journal of Education Studies

[eajes.eanso.org](http://eajes.eanso.org)

Volume 8, Issue 2, 2025

Print ISSN: 2707-3939 | Online ISSN: 2707-3947

Title DOI: <https://doi.org/10.37284/2707-3947>



Original Article

### Implementation of Scheme of Service Policy and Retention of Teachers in Universal Primary Education, Mbarara City, Uganda

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Article DOI: <https://doi.org/10.37284/eajes.8.2.2998>

Date Published: **ABSTRACT**

14 May 2025

**Keywords:**  
*Implementation,  
Scheme of  
Service,  
Retention,  
Teachers,  
Universal  
Primary  
Education,  
Schools.*

This study investigated the effect of the implementation of the scheme of service policy and retention of teachers in universal primary education in Mbarara City. Particularly, the study investigated whether implementation of the scheme of service policy through promotion, training, and professional development had an influence on teacher retention. A cross-sectional research survey design using quantitative methods was used to collect and analyse data. The study included 260 participants who included head teachers, teachers, principal education officers, and City inspectors of schools. Data were collected using a questionnaire survey. The use of descriptive statistics and multiple regression helped in the analysis of quantitative data. The results indicated that training practices significantly affected the retention of teachers, while professional development practices had a positive but insignificant effect. Additionally, promotional practices had a negative and insignificant effect on teacher retention. The scheme of service policy was found not to be fully implemented as teachers were not promoted to different levels in time, and training and development were not fully done. In the normal setting, teacher promotion should follow ladders starting from teaching assistant II, senior education assistant II, Deputy Head teacher, and then Head teacher. Teacher training and development programs should be consistently conducted. The Scheme of Service Policy was found to be an important policy regarding retention of teachers and a basis for the study findings. The study findings recommend that school managers in all Universal Primary Education schools should put in place teacher training plans, since training practices were found to be the most important aspects of the Scheme of Service Policy that increase their retention.

#### APA CITATION

Karugaba, Y. R., Barigye, E. & Tibanyendera, B. (2025). Implementation of Scheme of Service Policy and Retention of Teachers in Universal Primary Education, Mbarara City, Uganda. *East African Journal of Education Studies*, 8(2), 375-391. <https://doi.org/10.37284/eajes.8.2.2998>

#### CHICAGO CITATION

Karugaba, Yonah Rutafa, Enock Barigye and Basil Tibanyendera. 2025. "Implementation of Scheme of Service Policy and Retention of Teachers in Universal Primary Education, Mbarara City, Uganda". *East African Journal of Education Studies* 8 (2), 375-391. <https://doi.org/10.37284/eajes.8.2.2998>

**HARVARD CITATION**

Karugaba, Y. R., Barigye, E. & Tibanyendera, B. (2025) "Implementation of Scheme of Service Policy and Retention of Teachers in Universal Primary Education, Mbarara City, Uganda", *East African Journal of Education Studies*, 8(2), pp. 375-391. doi: 10.37284/eajes.8.2.2998

**IEEE CITATION**

Y. R. Karugaba, E. Barigye & B. Tibanyendera "Implementation of Scheme of Service Policy and Retention of Teachers in Universal Primary Education, Mbarara City, Uganda" *EAJES*, vol. 8, no. 2, pp. 375-391, May. 2025. doi: 10.37284/eajes.8.2.2998

**MLA CITATION**

Karugaba, Yonah Rutafa, Enock Barigye & Basil Tibanyendera. "Implementation of Scheme of Service Policy and Retention of Teachers in Universal Primary Education, Mbarara City, Uganda". *East African Journal of Education Studies*, Vol. 8, no. 2, May. 2025, pp. 375-391, doi:10.37284/eajes.8.2.2998

**INTRODUCTION**

The attainment of quality education is significantly dependent on the kind of teachers the country has (Basha, 2014). Research has proven that teachers are the single most important school factor that impacts learners than any other factor, as they hold a vital role as change agents in school systems (Van der Heijden et al, 2018). Consequently, a grave mistake would be made to neglect teachers' issues since the government's efforts to attain its goal of "Education For All" entirely depend on teachers (Gahima, 2012). All education systems are managed by policies. A policy is a legal framework that directs how an institution with its workers should run (Chen et al, 2002).

Similarly, the retention of teachers is managed by the teachers' Scheme of Service policy, which is a human resource tool that provides a framework for career progression and development for cadres in the progression in an organisation. The scheme of service policy maps out the career path for the teaching personnel and stipulates the criteria for which the teaching personnel will move from one level to another, which stimulates their initiative leading to output improvement in addition to loving the profession (UTSS, 2011). It explains the minimum entry requirement for teaching personnel, training requirements, career path, job description and specifications, job competencies at each level, working experience, and age requirement. (Wang et al, 2003).

Teachers' retention is the ability of a school to motivate teachers to choose to stay at their work

stations (Mertler, 2016). Teacher retentions make teachers prolong their stay and others choose to stay, which helps them achieve the set objectives (Mugizi et al, 2015). Teacher retention in this study referred to staff long tenure, staff ready to stay, and staff rejecting outside offers. The scheme of service policy is a guiding tool that clearly explains how teachers' issues will be managed within the profession (UTSS, 2011). This was studied in terms of teacher promotion practices, teacher training practices, and teachers' professional Development (UTSS, 2011). Professional Development is the teachers' response to change in knowledge, discipline, and professional performance (Kagan, 1992). This was studied in terms of self-regulation, ethical growth, and professional knowledge growth, skills, and competences. Teacher training practices are the programmes put in place to help them acquire the prerequisite teaching abilities (Truitt, 2011). Training practices are the process of providing teachers with basic knowledge and abilities to motivate them to do their work perfectly (Ahmed et al, 2021). This was studied in terms of on-the-job training and off-the-job training offered to teachers. Promotion is the process of moving employees from lower levels to upper levels (Rao & Krishna, 2009).

In Uganda, the issues of teachers are managed by the Teachers' Scheme of Service, which was first introduced in 2008 by the Teaching Service Commission in recognition of teachers as essential players in promoting quality education as catalysts of change, which was later reviewed in 2011 so as

to achieve the education sector goals. Teachers' pay and conditions of service determine their status in society and act as an incentive to attract and retain them in the profession, as it contributes to the enhancement of the status, morale, and professionalism as a strategy for achieving education for all as proposed by the Dakar Framework of Action 2000. Previously, there were limited chances of growth within the profession where teachers could only be promoted to Headship and Deputyship of the institutions. However, with the implementation of the scheme of service, it is believed that it will create a clear path for teachers' growth within the profession, like being promoted from Education Assistant, Senior Education Assistant, Principal Education assistant, Deputy Head Teacher, and Head Teacher, respectively, in addition to having a well-defined pay, treatment, training, promotions, placement, and other conditions of service that would help to attract and retain some teachers in the teaching profession (Education Service Commission, 2011). Teachers' retention is a very great challenge both in the government and the private schools. Over 10,000 teachers leave the teaching profession for "greener pastures" annually in Uganda, and over 6,900 of these teachers are from primary schools and 3,060 are from secondary schools (Francis, 2023). Similarly, in Mbarara City, approximately 45% of the teachers quit teaching jobs annually in search of highly paying jobs (Joshua, 2024). It is upon this background that the research was carried out to examine the effect of the implementation of the scheme of service policy on the retention of teachers in the universal primary education schools of Mbarara City.

### Statement of the Problem

Teacher retention encourages teachers to develop a sense of belonging to their institution, develop a sense of commitment at work, and contribute to the achievements of educational goals in primary schools (Brownell, Hirsch & Seo, 2004). In the actual sense, schools should put measures to

maintain their staff and motivate them to stay in the teaching profession. Despite the effort of introducing the Scheme of Service Policy, whose target was improving career progression, motivation, and professional development for teachers in Uganda, the rate of teacher turnover in Mbarara City is on the rise, which challenges the retention of qualified educators. The intended benefits of the Scheme of Service Policy, such as structured promotions, training, and promotional growth, have not been fully realised at the local level (Edoru & Kasaija, 2020). Implementation gaps, lack of awareness, limited administrative capacity, and inconsistent application of the policy provisions have contributed to dissatisfaction among teaching staff (Mokaleng & Möwes, 2020). This has demoralised teachers, increased attrition, and negatively impacted the quality of education within the city. Understanding the barriers to effective implementation of the Scheme of Service and its influence on teacher retention in Mbarara City is critical for developing targeted interventions and improving the sustainability of the teaching workforce (Mary, 2014). There is no single study that has been particularly conducted on the implementation of the scheme of service Policy and retention of Teachers in Mbarara City, which has created a contextual gap that this study will fill. The study was guided by three hypotheses.

Ho-1. Promotion practices do not have a significant effect on the retention of teachers in UPE schools in Mbarara City

Ho-2. Training practices do not have a significant influence on the retention of teachers in UPE schools of Mbarara City and

Ho-3. Professional development does not have a significant effect on the retention of teachers in UPE schools in Mbarara City.

## Theoretical Review

This study adopted the theory of change. This theory explains how the proposed measures or a wide range of measures predict a possible change building from the information available (Breuer et al, 2015). Theory of change highlights the change procedure by linking the idea with long-term, intermediate-term, and short-term results. The theory of change postulates that implementation of the scheme of service motivates employees and enables the institution to realise its goals since they are at the steering wheel (Bruns et al., 2015; Bramwell et al., 2014). De Silver et al, (2015) noted that theory of change offers a deeper analysis of result of programme implementation; Implementation of scheme of service policy can be well explained by theory of change since it involves several changes in line with teacher training, professional Development and promotions is looked at as a management of human resource function such as recruitment, promotion would significantly influence teachers' retention. The proponents of the theory of change, like Stein and Valters (2012), revealed that adopting this theory can help to coordinate all stakeholders as they plan so as to analyse the planned proposals to obtain the organisational goals. This theory can also guide on how the Scheme of service will be fully implemented, assessed, and put measures of overcoming the challenges that might come along.

## LITERATURE REVIEW

### Promotion Practices and Retention of Teachers

Career ladders act as incentives to attract and retain teachers who are active in schools (Hanushek & Revkin, 2010). Having a clear system of promotion of teachers in the teaching profession positively influences their retention, especially if it recognises the efforts of individual teachers in supporting the success of the teaching profession. It helps to advance the teacher's career and helps them to continue with their studies for their personal development, which helps them to keep in their

profession and their schools (Michael & Lawrence, 2003).

Beck and Kosnik (2011), in a study about how to retrain effective teachers through teacher leadership, found that districts needed to create career ladders that help their effective teachers to gradually attain leadership opportunities. This helps them to meet their needs, aspirations, get time to serve as well as reward them, which would help the school to retain their effective teachers for a longer time since they are the best tools to drive students' success.

A study conducted by Cicekli and Kabasakal (2017) in Turkey relating teacher promotions, development recognition, and organisational commitment found that there was no eminent relationship between the variables, meaning that there are other predictors of teacher commitment apart from these predictors being studied. The findings of Cicekli and Kabasakal (2017) tend to differ from the findings of Beck and Kosnik (2011) and Hanushek and Revkin (2010). This lack of consensus has ignited me to study the effect of promotions on teachers' effectiveness in Universal Primary Education schools in Mbarara City to fill the gap.

### Training Practices and Retention of Teachers

Brownell, et al. (2004), in a study on meeting the demands of highly qualified special education teachers, found out that it was necessary to offer new teachers appropriate mentoring in order to enhance their job satisfaction and willingness to execute their duties in addition.

To motivate them to keep them in their current jobs. Providing extra support and avenues for professional growth boosts the number of special teachers committing themselves to the profession, thus giving rise to some special education in the profession (Billingsley et al, 2019). Wong (2002) in a study entitled induction: The best form of professional development found out that education leaders needed to put in places a culture of instilling

professional growth and life long before the new teacher interact with their new classes which he proposed to be achieved through new teacher induction programs with its main focus on teacher training, support and retention. Induction sessions are seen to be instrumental in equipping teachers with classroom management approaches, learning how to live with others, daily routine, and teachers' sensitivity for lifelong learning, in addition to professional growth. The study findings also revealed that teachers stay where they feel secure, supported, successful, and part of the staff in accomplishing organisational goals. A new teacher is getting into a new environment with a new culture, different from where he or she has been. If this teacher is offered induction, he or she gets to know the dos and don'ts of the organisation, which encourages him or her to feel secure and feel at home, hence promoting retention. Wong (2002) further found out in the same study in Lafourche Parish Public Schools, Thibodaux, Louisiana, that beyond 99% of the new teachers that were inducted completed performance-based Louisiana Teacher certification. This led to a drop in teacher attrition rate from 51% to 7% between 1996 and 2002, which was a significant step in teacher retention. This approach of induction was adopted by Louisiana as a model in schools. Therefore, schools should conduct induction sessions for their new teachers to equip them with the dos and don'ts of the school so as to make them feel at home and like staying in that environment. In a study conducted by Mugizi et al. (2016) on academic staff in Universities of Uganda about human resource management practices and employee commitment. It was revealed that offering university staff regular training influences their decision to stay at the station longer.

### **Professional Development and Retention of Teachers**

Teachers who are placed in schools that conduct professional development have high chances of getting deployed in a large number of classes and are capable of participating in several school

activities compared to their colleagues who never served in schools that conduct professional development programs (Hargreaves & Full, 2015). This view also agrees with Murray (2010), who put it forward that schools that offered professional development sessions to their beginning teachers motivate them to maintain their professional development. The study findings revealed that PDS had its graduates remaining in the teaching profession than those in non-PDS. Principals' leadership and support significantly impact teachers' commitment and collegial relations (Cassandra, Lucrecia & Glenn 2006). Professional developments play a significant role in the retention of trained staff in the sense that it offers professional growth in addition to improving worker satisfaction (Flores, 2007). In addition, professional development improves staff efficiency, competency, and motivation in addition to instilling a feeling of belonging to the institution (Huang, Miyosh, Latorre, Perez & Peterson, 2007). Principals need to provide professional support to motivate their teachers and offer a sense of belonging. The Education Service Commission Manual (ESCM, 2011) also explains that a teacher who is in active service is expected to grow professionally horizontally and vertically through activities like upgrading their qualifications, refresher courses, planned induction meetings, workshops and seminars, research to improve quality education, ethical and moral training which when offered may help the teacher commit to the profession in their schools. These have remained on paper, other than putting it on the ground, thus creating an empirical gap on the implementation of the scheme of service and teachers' retention. This calls for an empirical study in the context of Uganda, particularly in Mbarara City

## **METHODOLOGY**

### **Methods**

The study was carried out in the Universal Primary Education Schools of Mbarara City. Mbarara City is made up of six divisions, namely Kakoba,



Kamukuzi, Nyamitanga, Nyakayojo, Biharwe, and Kakika. Two schools were selected from each division, one being a completely day school and the one having a boarding section. A population of 814 was studied, and these comprised 62 Head teachers, 750 teachers from 62 Universal Primary schools, one Principal Education Officer, and one Inspector of Schools, Mbarara City Council, from whom the sample was selected. The researcher used a sample size of 260 respondents, which was determined by using the formula of Yamane (1967). Principal Education Officer, Inspector of Schools, and Head teachers were selected purposively due to the nature of their offices being while teachers were selected by simple random sampling to give them equal opportunities. However, to be more gender responsive, stratified random sampling was employed in the selection of teachers. A Questionnaire Survey was used in the collection of data. Self-administered questionnaires were used to collect quantitative data. The use of questionnaires was time-saving and allowed respondents the independence to answer the questions freely (Young, 2015). Two knowledgeable persons in research helped to validate research items on a two-point Likert scale, after which the content validity index was calculated and was found to be 0.88. Reliability of instruments was established by testing using a pre-test and Cronbach's Alpha (a) Coefficient values on four knowledgeable persons in the area of content. The results were entered into the computer using Statistical Package for Social Scientists (SPSS), while Reliability was achieved with the help of the supervisor. The study employed a cross-sectional survey research design where data

was collected based on what was going on at a particular point in time (Cohen et al, 2017). The design was used to study a large population of 814 respondents from 62 schools. Data was collected in a short time, hence cost-effective. Data was analysed quantitatively. Quantitative data from questionnaires was sorted, coded, edited, and classified into categories according to the study objectives. The data were then entered into the Statistical Package for the Social Sciences (SPSS 16.0). Data analysis involved descriptive statistics and inferential analysis. Descriptive statistics included frequencies and percentages, while inferential analysis involved multiple regression analysis using SPSS v.16. Multiple regression was done at the confirmatory level to establish the effect of implementation of the Scheme of Service on the retention of teachers in Universal Primary Education schools.

## **FINDINGS**

### **Response Rate**

The overall response rate for both interview and survey data respondents was 219(84.23%). This response rate was considered sufficient based on Amin et al.'s (2016) recommendation that a response rate of 70% should yield valid results.

### **Background Characteristics**

This section presents facts about respondents' characteristics; these include sex, age group, highest qualification attained, and period spent at the station, as illustrated below.

**Table 1: Background Characteristics of Respondents**

Item	Categories	Frequency				Total	%
		Teachers Head	Principal Teachers	Education Officer	Municipal Inspector of Schools		
Sex of the Respondents	Male	91	03	1	01	96	43.8
	Female	120	03	00	00	123	56.2
	Total	211	06	01	01	219	100.0
Age Groups	18-30 years	53				53	24.2
	30-40 years	87				87	39.7
	40+ years	71	06	01	01	79	36.1
	Total	211	06	01	01	219	100.0
Highest qualification attained	Grade III	91				91	41.6
	Grade IV	85				85	38.8
	Graduate	31	05			36	16.4
	Master's and above	4	01	01	01	07	3.2
	Total	211	06	01	01	219	100.0
Period Spent at the present station	Below 2 years	52				52	23.7
	3 – 5 years	59	6	01	01	67	30.6
	6 – 10 years	61				61	27.8
	11 years and above	39				39	17.8
	Total	211	06	01	01	219	100.0

**Source:** Primary Data, 2020

The results on sex category in *Table 1* above show that a larger percentage of 123 (56.2%) were females, while males were 96 (43.8%). This suggested that the majority of the participants were females. Despite the percentage of females being larger, the data collected was a representation of both genders, and the number of female teachers was equally high in all schools sampled. Regarding age group of the respondents in years, the results shows that the larger percentage of 87 (39.7%) was of respondents between 30 years to 40 years followed by 79 (36.1%) who were of 40 years and above and the smallest percentage was 53 (24.2%) were those between 18 years and 30 years. This implied that people aged between 30 and 40 actively took part in the study compared to other categories. Results on the highest qualification attained shows that the majority percentage of 91 (41.6%) of the respondents had grade three (III), 85 (38.8%) were having grade five (V), 36 (16.4%) were graduates while the smallest percentage of 07 (3.2%) of the

respondents had Masters and above. This implied that most respondents were grade III teachers.

In respect to period spent at the current station, the largest percentage of 67 (30.6%) had spent between 3-5 years at their present station, 61 (27.8%) of the respondents had spent between three 6-10 years, 52 (23.7%) had spent below 2 years while the smallest percentage of 39 (17.8%) of the respondents had spent 11 years and above. This implied that most of the respondents had spent 3 - 5 years at their current station, which is within the recommended time of the Scheme of Service.

### Promotion Practices

*Table 2* represents responses on teachers' promotion practices in universal primary education schools of Mbarara City and their respective percentages and frequencies for meaningful analysis, True (T) and Very True (VT) were combined to constitute agreement, somewhat true

remained for neutral point or undecided while Un True (UT) and Very Un True (VUT) were combined to constitute disagreement. In the first statement on whether teachers understood the promotion requirements of their job, cumulatively, the majority of 86 (43%) were in agreement, 78 (39%) were in disagreement, while 36 (18%) mentioned somewhat true. Therefore, the results meant that teachers understood the promotion requirements of their job somehow but not in all schools. Concerning whether their school allowed internal promotions, cumulatively, the larger number of 91 (49.5%) of the respondents were in disagreement, 71 (35.5%) agreed, while 30 (15%) mentioned somewhat true, which implied that most respondents had limited opportunities of being promoted in their school. Relating to whether promotions in their school are based on merit, the results showed that cumulatively, the majority of 119 (58.4%) were in agreement, 50 (24.6%) disagreed, while 35 (17.2%) mentioned somewhat true. Since the majority percentage of 58.4% was in agreement, this suggested that promotion of teachers in schools was based on merit. As to whether teachers were promoted horizontally from lower class to upper class, cumulatively, a slightly larger number of 86 (43%) agreed, 78 (39%) were in disagreement, and 36 (18%) mentioned somewhat true, which stands for undecided. This meant that teachers were moderately promoted horizontally since the agreement number was close to those in disagreed.

Regarding whether teachers were being promoted vertically from one level to another in line with the scheme of service policy, the results showed that the majority, 91(49.5%), were in disagreement, 71 (35.5%) were in agreement, while 30 (15.0%) mentioned somewhat true. Since the majority percentage of 91 (49.5%) were in disagreement, this suggested that teachers were promoted vertically according to the expected level; however, the

margin between those that were promoted and not promoted was near meaning it was almost balanced. On to whether promotion policy was communicated to teachers by management, the results showed that a slight majority of 84 (42%) were in disagreement, 81 (41%) were in agreement, while 37 (17%) mentioned somewhat true. Even though the number of respondents who disagreed was slightly higher than those who agreed, they were almost in the same range, This meant that communication of promotion policy to teachers by the management of schools was moderately done, that is, in some schools done while in some not effectively done.

With respect to whether promotions in schools were based on experience, cumulatively, the majority of 112 (53.8%) were in agreement, 61 (29.4%) were in disagreement, and 35 (16.8%) mentioned somewhat true. This implied that respondents agreed that promotions were based on experience. In regard to whether promotions in school were based on qualification, cumulatively, the majority, 98 (47.8%) of the respondents agreed, 68 (32.9%) disagreed, while 39 (19.0%) mentioned somewhat true. This is a balanced response rate, even though the agreement side is slightly higher, the results show that sometimes promotions are based on qualifications, while in some schools, to some extent, qualifications are not a major basis for promotions. Finally, on whether promotion opportunities available to teachers in their schools were satisfying, cumulatively, the majority, 86 (41.7%), were in agreement, 67 (32.6%) of the respondents disagreed, and 53 (25.7%) mentioned somewhat true. Even though those agreeing were slightly higher than those disagreeing, the margin was very negligible, which implied that it was somehow balanced. This implied that in some schools, promotion opportunities available to teachers were satisfying, while in others, to some extent, were not.



**Table 2: Promotion Practices in Universal Primary Schools of Mbarara City**

Promotion practices		Very True	True	Somewhat True	Untrue	Very Untrue
I understand the promotion requirements of my job	F	69	88	36	16	1
	%	32.2	41.1	17.1	7.6	0.9
There is an opportunity for me to get promoted at this school soon	F	34	73	52	32	16
	%	16.4	35.3	25.1	15.5	7.7
Promotions in this school are based on merit	F	53	66	35	35	15
	%	26	32.4	17.2	17.2	7.4
I have been promoted horizontally from the lower class to the upper class	F	39	47	36	51	27
	%	19.5	23.5	18.0	25.5	13.5
I have been promoted vertically from one level to another, following the scheme of service policy.	F	22	49	30	71	28
	%	11.0	24.5	15.0	35.5	14.0
The promotion Policy is clearly communicated to me by management	F	21	60	37	60	24
	%	10	31	17	31	11
Promotions in this school are based on experience	F	51	61	35	43	18
	%	24.5	29.3	16.8	20.7	8.7
Promotions in this school are based on qualification	F	38	60	39	52	16
	%	18.5	29.3	19.0	25.4	7.5
Promotional opportunities available to me in this school are satisfying	F	19	67	53	43	24
	%	9.2	32.5	25.7	20.9	11.7

**Source:** Primary Data, 2020

### Training Practices of Teachers

*Table 3* represents responses on training practices of teachers in Universal Primary Education Schools. In the first statement respondents were asked whether their mentors provided them with instructions on activities to accomplish, cumulatively the majority 175 (84.2%) were in a very strong agreement, 23 (11.1%) mentioned somewhat true while 10 (4.8%) were in disagreement, this suggests that respondents agreed that mentors provided teachers with instructions on activities to accomplish. About whether teachers were guided on how to carry out certain activities by their mentors in their schools, cumulatively, the larger 173 (82.4%) were in a very strong agreement, 24 (11.4%) mentioned somewhat true, and 13 (6.2%) of the respondents. This indicated that the respondents strongly agreed that teachers were guided on how to carry out certain activities by their mentors in their schools. About whether mentors provided feedback to teachers on how they should carry out their job at school, cumulatively, the majority, 162 (77.9%) of the respondents were in agreement, 35 (16.8%)

mentioned somewhat true, while 11 (5.3%) of the respondents disagreed. This implied that mentors provide feedback to teachers on how they should carry out their job at school. As to whether respondents had acted in different responsibilities in their schools, cumulatively, the majority of 152 (73.8%) were in agreement, 27 (13.1%) of the respondents disagreed, and 27 (13.1%) mentioned somewhat true. This suggested that most respondents agreed that teachers acted in different responsibilities in their schools.

About whether schools provided teachers with the opportunity to go for further studies on leave with pay, cumulatively, the larger number of the respondents, 97 (49.2%), were in agreement, 85 (40.5%) were in disagreement, while 19 (9.5%) mentioned somewhat true. The agreeing side was close to the disagreeing side, which implied schools which some teachers are offered training opportunities to go for further studies on leave with pay, while others are not granted study leave. Whether teachers were offered an opportunity to attend a refresher course, cumulatively, a larger

number of 134 (67%) of the respondents were in agreement, 47 (23.5%) were in disagreement, while 19 (9.5%) mentioned somewhat true. This suggested that respondents agreed that teachers were offered an opportunity to attend refresher courses. With respect to whether teachers had been taken on a visit to learn from a better performing school, cumulatively the majority 108 (51.7%) were in disagreement, 80 (38.2%) were in agreement, and

21 (10%) mentioned somewhat true. This suggested that teachers were not taken on a visit to learn from better-performing schools. As to whether teachers have participated in workshops and seminars at school, cumulatively, a larger 149 (70.9%) were in agreement, 39 (18.6%) were in disagreement, while 22 (10.5%) mentioned somewhat true. This meant that teachers were encouraged to participate in seminars and workshops.

**Table 3: Training Practices of Teachers in Universal Primary Education Schools of Mbarara City**

Training practices		Very True	True	Somewhat True	Untrue	Very Untrue
My mentors provide me with instructions on activities to accomplish	F	75	100	23	7	3
	%	36.1	48.1	11.1	3.4	1.4
I have been guided to carry out certain activities by my mentors in this school.	F	88	85	24	11	2
	%	41.9	40.5	11.4	5.2	1.0
My mentors provide me with feedback on how I should carry out my Job at school.	F	63	99	35	11	
	%	30.3	47.6	16.8	5.3	
I have acted in different responsibilities in this school	F	74	78	27	19	8
	%	35.9	37.9	13.1	9.2	3.9
My school provides teachers with the Opportunity to go for further studies on leave with pay.	F	49	48	28	41	44
	%	26.3	22.9	13.3	19.5	21.0
I have been offered an opportunity to attend a refresher course	F	70	64	19	34	13
	%	35	32	9.5	17.0	6.5
I have been taken on a visit to learn from a better-performing school	F	35	45	21	60	48
	%	16.7	21.5	10.0	28.7	23.0
I have participated in workshops and seminars here at school	F	71	78	22	22	17
	%	33.8	37.1	10.5	10.5	8.1

**Source:** Primary Data, 2020

### Professional Development of Teachers

Table 4 represents responses on the professional development of teachers in universal primary education schools. In the first statement, respondents were asked whether they were capable of using learning and educational strategies that are suitable for learning, cumulatively the majority 203 (96.2%) of the respondents were in a very strong agreement, 7 (3.3%) mentioned somewhat true while 1 (0.5%) were in disagreement. This implied that respondents were in a very strong agreement that they are capable of using learning and educational strategies that are suitable for learning. As to whether teachers were able to relate learning with primary knowledge, cumulatively, the

majority, 199 (94.8%), were in very strong agreement, while 11 (5.2%) mentioned somewhat true, which meant that teachers could relate learning with primary knowledge. On whether teachers were able to create a suitable environment for effective student learning, a larger number of 195 (93.3%) were in strong agreement, and 13 (6.2%) mentioned somewhat true, which suggested that the respondents agreed that teachers were able to create a suitable environment for effective student learning.

In response to whether teachers were able to teach students effectively, cumulatively, the majority of 195 (93.3%) were in strong agreement, 10 (4.8%) mentioned somewhat true, while 04 (1.9%) were in

disagreement. This meant that the respondents agreed that teachers were able to teach students effectively. With respect to whether teachers could update students' skills and attitudes, cumulatively a larger number of 195 (92.8%) were in strong agreement, 11 (5.2%) mentioned it somewhat true while 4 (51.9%) disagreed. This implied that respondents agreed that teachers were able to update students' skills and attitudes. As to whether teachers were able to plan before going to teach, cumulatively the majority 189 (90.5%) agreed strongly, 19(9.1%) mentioned somewhat true, and

1(0.5%) disagreed. This suggested that participants concurred that teachers plan before entering teaching in the classroom.

On whether teachers can work with others effectively, cumulatively, the majority of 178 (84.3%) were in agreement, 26(12.3%) mentioned somewhat true, and 7 (3.3%) disagreed. The 84.3% agreement corresponds with very true; this implies that respondents agreed that teachers can work with others effectively.

**Table 4: Professional Development of Teachers in Universal Primary Education Schools of Mbarara City**

Professional Development		Very True	True	Somewhat True	Untrue	Very Untrue
I am able to relate learning to primary knowledge	F	133	70	7	-	1
	%	63.0	33.2	3.3	-	0.5
I am capable of using a learning environment and educational strategies that are suitable for learning.	F	115	84	11	-	00
	%	54.8	40.0	5.2	-	00
I can create a suitable environment for effective student learning	F	83	112	13	01	00
	%	39.7	53.6	6.2	0.5	00
I am able to teach students effectively	F	112	83	10	01	03
	%	53.6	39.7	4.8	0.5	1.4
I am able to teach students effectively	F	96	99	11	04	00
	%	45.7	47.1	5.2	1.9	00
I update students' skills and attitudes.	F	99	90	19	01	00
	%	47.4	43.1	9.1	0.5	00
I am able to plan before going to teach	F	75	10	26	05	02
	%	35.5	48.8	12.3	2.4	0.9
I am able to work with others effectively	F	57	120	23	04	05
	%	27.3	57.4	11.0	1.9	2.4

**Source:** Primary Data, 2020

### Retention of Teachers

Table 5 shows the responses on the retention of teachers in Universal Primary Education schools and their respective frequencies and percentages. For meaningful analysis, True (T) and Very True (VT) were combined to constitute agreement, somewhat true remained for a neutral point or undecided, while Untrue (UT) and Very Untrue (VUT) were combined to constitute disagreement. In the first statement, teachers were asked whether

they see a future for themselves within their schools, cumulatively, the majority, 157 (73.3%), agreed strongly, 36 (17.1%) mentioned somewhat true, while 17 (8.5%) disagreed. This showed that most teachers were committing themselves within their schools. Regarding whether teachers loved working for their schools, the majority of the teachers, 182 (86.3%), strongly agreed, 19 (17.5%) mentioned somewhat true, while 10 (4.7%) disagreed. This implied that teachers loved working for the schools they were teaching in most.

On whether in the coming four years teachers would be transferring to another school, cumulatively, the majority of the teachers, 152 (72.7%), strongly disagreed, 34 (17.2%) agreed, while 21 (10%) mentioned somewhat true. This suggested that teachers were not planning to leave their current stations on transfer within four years. With to whether teachers were not willing to receive attractive teaching offers from other schools, cumulatively majority, 107 (51.2%) of the teachers disagreed, 71 (32%) agreed, while 32 (15.2%) mentioned somewhat true. This implied that most teachers disagreed with the statement, meaning that even though they were comfortable where they were, they were willing to take up better offers from other schools. As to whether the respondents would look first at the possibilities within their school if another school invited them for big offers, cumulatively, the majority, 144 (69.6%), were in agreement, 35 (16.9%) were in strong disagreement, while 28 (13.5%) mentioned somewhat true. This implied that they agreed that they would first look for possibilities within their school if another school invited them for big offers. With respect to whether

they loved the schools they were teaching in than any other school, the majority, 156 (74.3%), were in strong agreement, 30 (14.3%) mentioned somewhat true, while 24 (11.4%) were in disagreement. This implied that most respondents loved the schools they were working in. In regard to whether it wouldn't matter if they were working for the school they were in or another, as long as they had work, cumulatively, the majority of the respondents 104 (50%) were in agreement 75 (36.2%) were in disagreement while 28 (%) mentioned somewhat true.

This implied that respondents agreed averagely, that it would matter or not if they were working for their schools or another as long as they had work, meaning that there was the possibility of comparing options. In this study, qualitative data were collected from Principal Education Officers, city inspectors of schools, and Head teachers. To obtain the views of respondents on their feelings about retention levels of teachers in the universal primary education schools of Mbarara City.

**Table 5: Frequencies, Percentages, and Means for Retention of Teachers.**

Retention of teachers		Very True	True	Somewhat True	Untrue	Very Untrue
I see a future for myself within this school	F	57	95	37	16	6
	%	27	45	17.5	7.6	2.8
I love working for this school.	F	105	77	19	7	3
	%	49.8	36.5	9	3.3	1.4
In the coming four years, I will be transferring to another school.	F	11	23	21	74	78
	%	6.2	11.0	10.0	35.4	37.3
I am not willing to receive attractive teaching offers from other schools	F	27	44	32	65	42
	%	12.8	21.0	15.2	31	20.0
If another school invited me for big offers, I must first engage with my school before taking a decision.	F	66	78	28	28	7
	%	31.9	37.7	13.5	13.5	3.4
I love the school I'm teaching in than any other school	F	86	70	30	20	4
	%	41.0	33.3	14.3	9.5	1.9
I can work in any school as long as I have a job, not necessarily this one	F	44	60	28	39	36
	%	21	29.0	13.5	18.8	17.7

**Source:** Primary Data, 2020

### Implementation of the Scheme of Service Policy and Retention of Teachers

Table 6 shows the results of the regression analysis on whether the implementation of the scheme of

service policy aspects, namely, promotion practices, training practices, and professional development, has an effect on the retention of teachers.

**Table 6: Regression Model on Implementation of the Scheme of Service Policy and Retention of Teachers**

Implementation of the Scheme of Service Policy	Standardized Coefficients	Significance
	Beta ( $\beta$ )	P
Promotion practices	-0.031	0.707
Training Practices	0.394	0.000
Professional Development	0.112	0.166
Adjusted R <sup>2</sup> = 0.176		
F= 12.213, P=0.000		
<i>a. Dependent Variable: Retention of teachers</i>		

Results in Table 6 indicate that the Implementation of the Scheme of Service Policy using predictors, Promotion practices, Training practices, and Professional Development explained only 17.6% variation in retention of teachers (Adjusted R<sup>2</sup> = 0.176 and 82.4% was explained by other factors not considered under this model. However, only one aspect of implementation of scheme of service policy that is training practices ( $\beta = 0.357$ ,  $P = .000 < 0.01$ ) positively and significantly influenced teacher retention and even though professional development ( $\beta = 0.112$ ,  $p = 0.166 > 0.01$ ) had appositive effect, it was insignificant while promotion practices ( $\beta = -0.031$ ,  $P = 0.0707 > 0.01$ ) had a negative insignificant effect on retention of teachers. This means that hypothesis two (Ho-2) was rejected while hypotheses one and three (Ho-1 and Ho-3) were supported. The findings agreed that promotion practices and professional practices as aspects of the scheme of service did not have a significant effect on teachers' retention, while training practices were found to have a positive and significant effect on teachers' retention. This implies that increasing teacher training motivates teachers to stay in the profession.

### DISCUSSION OF FINDINGS

The findings of the study suggest that promotion practices had an insignificant effect on the retention

of teachers. This implies that promoting teachers in schools may not necessarily tie them to the profession, but there are other factors that, when not catered for, teachers may quit the profession. This agrees with the findings of a study conducted by Cicekli and Kabasakal (2017) relating teacher promotions, development recognition, and organisational commitment, and found that there was no eminent relationship between the variables. However, the findings were in disagreement with scholars such as Beck and Kosnik (2011) who revealed that schools, districts needed to create career ladders that help their effective teachers to gradually attain leadership opportunities. This helps them to meet their needs and aspirations, get time to serve as well as reward them, which would help the school to retain its effective teachers for a longer time, since they are the best tools to drive students' success. Michael and Lawrence (2003) also put it that promotions help to advance the teachers' careers and help them to continue with their studies for their personal development, which helps them to keep in their profession and their schools. With findings of previous scholars being inconsistent with some previous scholars in the Ugandan context, promotions did not significantly influence teachers' retention.



As regards training practices, the findings revealed that training practices have a significant effect on the retention of teachers. This is consistent with previous scholars such as Mugizi et al. (2016) who revealed that offering University staff regular training influences their decision to stay at the station longer with the organisation. Relatedly, Vogel and Isabel (2012) are also in agreement with the findings of this study, where they found out that it was necessary to offer new teachers appropriate mentoring to enhance their job satisfaction and willingness to execute their duties, in addition to motivating them to keep them in their current Jobs.

Similarly, Mugizi et al. (2015) revealed that training positively influences employees' organisational commitment as individuals who receive sufficient training have greater knowledge, which influences their performance and can serve their organisation with commitment. With the findings of this study being consistent with previous studies, this implies that training teachers is related to teacher retention in the context of Ugandan UPE schools.

Therefore, for schools to retain teachers, they need to put in place training opportunities that will enable them to acquire the necessary skills that will enable them to do their work perfectly and feel at home, hence retention.

As regards to professional development practices and retention of teachers, the findings revealed that professional development practices had a positive, insignificant effect on the retention of teachers. This was in disagreement with previous studies, for example, Huang and Cho (2010), in a study about using professional development to enhance staff retention revealed that formal professional development and training cater for the needs of employees, including how to perfectly execute their duties, classroom management, and academic enrichment. Victor and Locas (2012) revealed that in institutions whose teachers took part in professional development sessions, their commitment to their profession was slightly higher than that of teachers whose schools did not have

those programs, thus concluding that conducting PDs plays a vital role in getting schools to keep in retaining their teachers. Effective teachers prefer being employed in Schools that offer them support from good members of staff who become coaches and mentors to enable them to succeed in their new teachers to professionally grow through coaching and mentoring that enable them to gain the required skills for them to perform their duties which enables them to commit themselves to the profession. This is in line with Flores (2007), who found out that professional development plays a significant role in the retention of trained staff in the sense that it offers Professional growth in addition to improving worker satisfaction. Since the findings of this study are not consistent with the findings of previous scholars, this implies that in the context of Uganda, particularly Mbarara City, Professional development practices did not influence the retention of teachers.

## CONCLUSIONS

From the above discussion, it was revealed that only one aspect of the scheme of service policy, that is, training practices, has been found to have a positive and significant effect on teachers' retention. The findings revealed that regardless of the level or age the teacher is at, he requires regular training both on the job and off the job, as it enhances their job satisfaction and willingness to execute their duties, in addition to motivating them to keep them in their current Jobs. The majority of the respondents linked training to teachers' ability to keep up with the current work. The existence or non-existence of promotion and professional development practices may not significantly influence retention, even though professional development has a positive effect. Therefore, in the implementation of the scheme of service policy, teacher training needs to be given more priority so as to enhance teachers' retention, in addition to exploring other aspects of the Scheme of service which could influence teacher retention.

## Recommendations

School managers should put in place teacher training plans and have teacher training programs, both on-the-job and off-the-job training. This may be done through conducting workshops, seminars, taking teachers to learn from other schools, guiding teachers when doing work, delegating responsibilities to teachers, and granting study leave to teachers who go on full-time studies. The management of schools should always offer professional development sessions that will enable the teachers to remain conscious of their professional norms. This could be achieved through having staff development sessions, conducting staff meetings, career guidance, guidance and counselling, and having professional talks. There is also a need to further investigate the effect of the implementation of the scheme of service on retention of teachers in Universal Secondary Schools by looking at other aspects of the scheme of service other than the ones studied in this study. The study also employed a quantitative approach; there is a need to use a mixed methods strategy to overcome the challenges of a mono paradigm.

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