CONSULTANCY FOR GATHERING INFORMATION ON ACCESS TO EDUCATION FOR THE CEDAW MID-TERM REVIEW OF THE GOVERNMENT OF UGANDA

FINAL REPORT

December 2012
Table of Contents
Abbreviations ........................................................................................................................................... 5
Definition of Terms .................................................................................................................................. 8
Executive Summary ................................................................................................................................. 10
1. Introduction ......................................................................................................................................... 14
   1.1 Purpose, objectives and tasks of the assignment ............................................................................. 15
2 Literature Review ............................................................................................................................... 18
   2.1 Introduction .................................................................................................................................... 18
   2.2 Progress realized on access to education for the girl child .......................................................... 18
      2.2.1 Legal framework ..................................................................................................................... 18
      2.2.2 Policies .................................................................................................................................... 21
      2.2.3 Basic Requirements and Minimum Standards Indicators for Education Institutions 25
      2.2.4 The Education and Sports Sector Annual Performance Report (ESSAPR) Covering FY2010/2011 .................................................................................................................. 25
   2.3 Programmes and projects .............................................................................................................. 26
      2.3.1 The Education and Sports Sector Annual Performance Report (ESSAPR) Covering FY2010/2011 .................................................................................................................. 27
      2.3.2.1 Enrolment Trends .................................................................................................................. 27
      2.3.3 Guidance and Counselling ....................................................................................................... 28
   2.4 Gaps and Challenges ...................................................................................................................... 29
   2.5 Recommendations ........................................................................................................................ 29
3. METHODOLOGY ............................................................................................................................... 31
   3.1 Selection of Districts and Participants for the study ...................................................................... 31
   3.2 Data Collection ............................................................................................................................. 31
      3.2.1 Orientation Meeting with the Key Ministries and Partners ...................................................... 31
      3.2.2 Desk review of key documents on education in Uganda .......................................................... 32
      3.2.3 Consultations at National Level ............................................................................................... 32
      3.2.4 Data Collection Tools for gathering information .................................................................... 32
      3.2.5 Field Consultations ................................................................................................................ 33
Data collection exercise ............................................................................................................................................ 34
Data cleaning, coding, entry and transcription .............................................................................................................. 34
3.3 Data Analysis .......................................................................................................................................................... 34
Survey Data (Closed Ended Questions – Tool 3)............................................................................................................... 34
4. FINDINGS ............................................................................................................................................................... 36
4.1 Legal and Policy Framework Supporting Education and Protection of Children ................................................. 36
4.1.1 Legal Framework ............................................................................................................................................... 36
4.1.3 Policy Framework .............................................................................................................................................. 39
Basic Requirements and Minimum Standards Indicators for Education Institutions ............................................. 42
4.2.1 Programmes promoting girls’ education ............................................................................................................ 43
4.3.1 Common forms of abuse against girls ................................................................................................................ 52
4.5 Existing Reporting and Accountability Mechanisms to Prosecute Perpetrators of Violence against Girls ...... 72
4.5.1 Legal framework .............................................................................................................................................. 72
4.8 Overall Recommendations ..................................................................................................................................... 81
References ................................................................................................................................................................... 85
International Covenant on Economic, Social, and Cultural rights (ICSECR) (1977) ............................................. 85
Appendix 1 - Tools ....................................................................................................................................................... 87
19) III Specific Questions of Pregnancy ...................................................................................................................... 91
List of Tables and Figures

Table 4.1   Primary Leaving Examinations (PLE) results of Amudat District 2011
Table 4.2   Forms of Discrimination and Violence faced by Girls at School
Table 4.3   Problems faced by children on the way to and from school
Table 4.4   Type of difficulties they face in school cross tabulation by Gender
Table 4.5   Children’s knowledge of any girls who had stopped coming to school
Table 4.6   Reasons for them stopping coming to school
Table 4.7   Knowledge of any girls who have become pregnant in school
Table 4.8   Responsibility for pregnancy among school girls
Table 4.9   Children’s responses about whether girls who got pregnant returned to school after giving birth

Figure 4.1  How the problems affect their school attendance or performance
### Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>ABEK</td>
<td>Alternative Basic Education for Karamoja</td>
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<td>ACPF</td>
<td>African Child Policy Forum</td>
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<td>ADB</td>
<td>African Development Bank</td>
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<td>ANPPCAN</td>
<td>African Network for Prevention and Protection of Children against Abuse &amp; Neglect</td>
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<td>ASC</td>
<td>Annual School Census</td>
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<td>CAO</td>
<td>Chief Administrative Officer</td>
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<td>CBOs</td>
<td>Community Based Organizations</td>
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<td>CCG</td>
<td>Classroom Construction Grant</td>
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<td>CCTs</td>
<td>Coordinating Centre Tutors</td>
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<td>CDWs</td>
<td>Children with Disabilities</td>
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<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of All forms of Discrimination against Women</td>
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<td>CFPU</td>
<td>Child and Family Protection Unit of the Uganda Police Force</td>
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<td>COPE</td>
<td>Complementary Opportunity for Primary Education</td>
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<td>CPTCs</td>
<td>Core Primary Teacher Training Colleges</td>
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<td>CSOs</td>
<td>Civil Society Organizations</td>
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<td>CRC</td>
<td>Convention on the Rights of the Child</td>
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<td>CWDs</td>
<td>Children with Disabilities</td>
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<td>DEVAW</td>
<td>Declaration on the Elimination of Violence Against Women</td>
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<td>EIC</td>
<td>Equity in the Classroom Programme</td>
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<td>EMIS</td>
<td>Educational Management Information Systems</td>
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<td>EPRC</td>
<td>Economic Policy Research Centre</td>
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<td>ESSP</td>
<td>Education Sector Strategic Plan</td>
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</table>
FAWE                              Forum for African Women Educationalists
FGDs                               Focus Group Discussions
FGM/C                             Female Genital Mutilation and Cutting
FRESH                             Girls and Focusing Resources for Effective School Health
GBV                                Gender Based Violence
GEM                                Girls’ Education Movement
GoU                                Government of Uganda
HIV/AIDS                           Human Immune Virus/Acquired Immune Deficiency Syndrome
ICSECR                             International Covenant on Economic, Social, and Cultural Rights
KCC                                Kampala City Council
KCCA                               Kampala Capital City Authority
LCs                                Local Governments
MoES                               Ministry of Education and Sports
MoFPED                             Ministry of Finance, Planning and Economic Development
MoGLSD                             Ministry of Gender, Labour and Social Development
MoH                                Ministry of Health
MoJCA                               Ministry of Justice and Constitutional Affairs
MoLG                                Ministry of Local Government
NER                                 Net Enrolment Rate
NGOs                               Non-Governmental Organizations
NCGE                               National Strategy for Girls’ Education
OVC                                Orphans and Vulnerable Children
OPM                                Office of the Prime Minister
PCR                                Pupil Class Ratio
<table>
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<tr>
<th>Acronym</th>
<th>Description</th>
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<tr>
<td>PGE</td>
<td>Promotion of Girls’ Education</td>
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<tr>
<td>PIASCY</td>
<td>Presidential Initiative on AIDS Strategy for Communication to the Youth</td>
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<td>PLE</td>
<td>Primary Leaving Examinations</td>
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<td>PTA</td>
<td>Parents Teachers Association</td>
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<td>PTR</td>
<td>Pupil Teacher Ratio</td>
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<td>RDC</td>
<td>Resident District Commissioner</td>
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<td>SE</td>
<td>Secondary Education</td>
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<tr>
<td>SGF</td>
<td>School Grant Facility</td>
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<td>SMT</td>
<td>Senior Male Teacher</td>
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<td>SNE</td>
<td>Special Needs Education</td>
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<tr>
<td>SWT</td>
<td>Senior Woman Teacher</td>
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<td>UACE</td>
<td>Uganda Advanced Certificate of Education</td>
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<td>UBOS</td>
<td>Uganda Bureau of Statistics</td>
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<tr>
<td>UCE</td>
<td>Uganda Certificate of Education</td>
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<tr>
<td>UGP</td>
<td>Uganda Gender Policy</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNICEF</td>
<td>United Nations International Children Education Fund</td>
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<td>UDHR</td>
<td>Universal Declaration of Human Rights</td>
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<tr>
<td>UNOHCHR</td>
<td>United Nations Office of the High Commissioner for Human Rights</td>
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<td>UPE</td>
<td>Universal Primary Education</td>
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<tr>
<td>UPPET</td>
<td>Universal Post Primary Education and Training</td>
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<tr>
<td>USE</td>
<td>Universal Secondary Education</td>
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<td>WFP</td>
<td>World Food Programme</td>
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Definition of Terms

Access to Education

Access simply means the right to education. It is also the opportunity provided for the girl-child to be educated. Access also deals with the availability, convenience and ability to be educated (ChibikoOfforma, 2009).

Child

According to the Constitution of Uganda 1995, a child is any person under the age of 18 years.

Defilement

Under the Penal Code Act Section 129 (amendment 2007), any person who has sexual intercourse or touches the private parts of a child commits an offence of defilement.

Psychological or Emotional Violence

This refers to a pattern of degrading or humiliating conduct that is intended to inflict mental harm to a person. Acts that constitute emotional violence include verbal abuse or rebuke and acts that humiliate person, for instance, ignoring one’s feelings or views, confinement or isolation, and threats of physical violence.

Female Genital Mutilation /Cutting

The World Health Organisation (WHO, 2007) defines female genital mutilation/cutting (FGM/C) as all procedures involving partial or total removal of the external female genitalia or other injury to the female genital organs whether for culture or other non-therapeutic reasons.

Gender-Based Violence

Gender-Based Violence (GBV) refers to harm perpetrated against a person because of his or her sex. GBVis an umbrella term that refers to any harmful act that is perpetrated against a person’s will and is based on socially-ascribed gender differences between males and females.

Kidnap

Section 240 of the Penal Code Act describes kidnap as a situation where any person takes or entices any minor under fourteen years of age if a male, or under sixteen years of age if a female, or any person of unsound mind without the consent of the guardian
Physical Abuse

Physical abuse is the use of physical force against another person in a way that results into bodily injury to the person, or puts the person at risk of being injured. Physical abuse ranges from beating, pushing, cutting, throwing stones to murder.

Rape

Rape is the sexual penetration, however slight of any part of the body of a person with a sexual organ, or genital opening or of the anal with any object or any other part of the body. The invasion is committed by force, or by threat of force or coercion, such as that caused by fear of violence, duress, detention, psychological oppression or abuse of power against such person or another person, or by taking advantage of a coercive environment.

Sexual Harassment

Sexual harassment is behaviour of a sexual nature unwelcome to the person against whom it is perpetrated; unwelcome sexual advances, requests for sexual favours and unwanted physical, verbal or non-verbal conduct of a sexual nature. The acts create an environment of hostility, humiliation and intimidation. It may take the form of physical contact like unwelcome touches on the breasts, buttocks and private parts; unwanted invitations; exhibitions of pornographic materials; physical aggression and verbal remarks that are of a sexual nature.

Sexual Violence

Sexual violence is any sexual act that is perpetrated against someone’s will. It encompasses acts like non-consensual sex, sex with children, indecent assault, sex slavery, early marriages, FGM and sexual exploitation.

Violence against Girls

Violence against girls refers to harm inflicted on girl children based on their gender.
Executive Summary

The Ministry of Gender, Labour and Social Development (MoGLSD) and the Ministry of Education and Sports (MoES) with the support of the United Nations Office of the High Commissioner for Human Rights (UNOHCHR) under the UN Joint Programme on Gender Equality, together with Plan International, hired an individual Consultant to gather information on recommendation n.32 (b) for a report to CEDAW Mid-term Review of the Government of Uganda. Recommendation n. 32 (b) touches on access to education for the girl child; and in particular, urges the State party to ensure safe transportation of girl children to and from school, safe educational environments free from discrimination and violence, awareness raising of teachers and students, and establishment of mechanisms for prosecution of perpetrators of sexual offences against school girls. To enable government fulfil its reporting obligations on implementation of these commitments, the Consultant was required to gather information on access to primary and secondary education for girls and women in Uganda.

The specific objectives of the Consultant were to: assess the availability of protection measures for girls while moving to and from school; assess the factors that negatively impact on the school attendance of girls; identify current forms of discrimination and violence against girls in schools; establish the level of students’ and teachers’ awareness on attitudes that lead to discrimination and violence; establish the level of sensitization of children on discriminatory attitudes; and, identify existing reporting and accountability mechanisms to prosecute perpetrators of sexual offences against school girls.

The Consultant carried out purposive selection of the districts to be covered in the study, taking into account the diversity of the Ugandan education context. Five districts were selected, namely: Kampala, Kasese, Tororo, Amudat and Zombo. The selection criteria included location in an urban setting; district undertaking substantive initiatives in girl child education; special problems facing border area districts; hard-to-reach areas and problems presented by the practice of FGM; and, challenges facing newly created districts.

Targeted respondents included NGOs enhancing girl child education, senior district education officers, religious and cultural leaders, teachers and pupils/students, and community members. Data was collected through desk review of key legal and policy documents on education in Uganda. Consultations were held with key stakeholders of girls’ education in government and NGOs. Interviews were held with specific units in the ministries of Education and Sports and Gender, Labour and Social Development. On the basis of questionnaires shared with the two ministries, interviews were held with key informants in the stakeholder organizations and institutions including district political and technical staff, religious and cultural leaders,
community development officers and NGO staff, among others. Focus group discussions were also held to collect data from parents. The data was then analysed manually and categorized into themes.

The study established that Uganda had in place the necessary legal and policy provisions to educate and protect children anchored in the Constitution of the Republic and other key legislations. On factors impacting negatively on attendance of girls in school, it was found out that girls got inconvenienced by unfriendly school environments resulting from sexual harassment; poverty leading to lack of scholastic materials and sanitary towels; lack of food at school; lack of boarding facilities; involvement in business and prostitution (border districts); early marriages in FGM practicing areas; lack of counselling; and, lack of interest by parents and guardians. With regard to forms of discrimination and violence girls were subjected to, sexual harassment including improper touching by teachers and old boy students; actual demand for sex by the same groups; abusive language; differential treatment accorded to boys; and corporal punishment were on top of the list. The level of teacher and student awareness on attitudes leading to discrimination against girls and violence was found to be insufficient. The same applied to the level of sensitization on these attitudes. Reporting and accountability mechanisms existed in form of the Police, Local Councils, the Magistrates Act that defined handling of defilement cases, and the Teachers’ Code of Conduct. However, it was noted that little parent/guardian interest, and the tendency for some of them to cut deals with perpetrators of crimes like defilement led to the persistence of these problems.

The study concludes that Uganda has the necessary legal and policy framework to support education and protection of children. It also identifies key policies implemented at the Local Government and school levels to make the education environment friendly for girl children. It reveals differences in results achieved in the different districts depending on specific peculiarities of the respective districts. It also reveals the existence of discrimination and violence against girl children at the family, school and community levels. The study also shows that notwithstanding the existence of the legal and policy framework, together with other protection mechanisms, the lax attitude of parents, guardians, teachers and students/pupils and general community have led to the persistence of these grave injustices against girl children. The study therefore calls for the need to close gaps in the protection mechanisms, increase awareness-raising of girls of their rights and how to defend them, and strengthen the changing of attitudes among parents, teachers, pupils/students and the general community towards the right of girl children to a violence-free environment including unhindered access to education.

The study hence makes the following recommendations:

Recommendations at Policy Level
• Accelerate the process of putting in place the policy on pregnancy in schools.
• MoES should ensure that teachers and other education officers in hard-to-reach areas, like Amudat District, receive their allowance.
• Explore various ways of motivating and encouraging teachers. Leaders need to give more respect to the teaching profession and stop ridiculing teachers.
• Sensitize leaders and communities about existing laws and policies relevant to the education of children, especially for the girl child.
• Address challenges related to the school ratios – teacher to pupil ratio, etc.
• Address challenges related to limited resources – funds, teachers, female teachers, etc.
• Continue to explore more sustainable ways of providing lunch for children at school.
• Expand the GEM & FAWE programmes to reach more schools.
• Increase programmes and initiatives that support UPE and USE. Districts need to have more bye-laws and directives to address challenges.

Recommendations on Factors Impacting on Girls’ Education

• Government and parents should continue to explore ways of providing lunch for children at school.
• Explore ways to subsidize school fees for girls in areas where enrolment, retention and completion are still low (like Amudat, Zombo).
• Encouraging boarding schools for girls in areas where there are strong cultural barriers to girls’ education (Amudat, Zombo).
• Sensitize parents and traditional leaders about the importance of girl child education.
• Organize refresher courses for all teachers to address gender-related challenges to girls’ education.
• Parents with means to support children should be obliged to do so.
• Government should support needy girls with scholastic materials include sanitary pads.

Recommendations on Forms of Violence against Girls

• Refresher courses on Gender should be organised for teachers to learn about gender issues in education and how to handle girl children.
• A course on Gender should be integrated into the curriculum of institutions training teachers.
• Schools should adopt strict rules against the practice of teasing girls. Sensitize boys about the importance of respecting the dignity of girls through guidance and counselling.
• Sensitize parents about the importance of creating enough time and space for girls to study.
• Teachers who defile pupils/students should be punished in accordance with the law, and the Teachers Code of Conduct.
• Government should provide teachers with housing facilities so that when transferred they can move with their spouses.

**Recommendations to increasing Girls’ Safety to and from School**

• Government should ensure that all stakeholders particularly beneficiaries of policies on education are sensitized prior to and during the implementation of policies on education.
• Districts should initiate policies that strengthen UPE and USE. For instance, policies should be initiated to address issues that prevent girls from attending school.
• Government should construct more boarding schools for girls in rural areas. The government should strengthen monitoring of privately owned hostels to meet the standards required for increasing protection of girl children from sexual exploitation.
• The government should explore providing lunch at school to reduce on the temptation girl’s face when they are hungry. This will also improve their health and be an attraction to them to stay at school.
• Government should provide more resources to UPE and USE. The District Education Office should be allocated more resources to cater for girl children special needs.
• The law on defilement should be reviewed to come up with more child friendly strategies to deal with child-child sex. Efforts to assist school going child mothers seem to be in conflict with the law on defilement.
• Government should consider providing free sanitary towels to girls under UPE and USE.
• Have more counsellors in the community to sensitize people about the importance of girls’ education and in case of any problems they can talk to the parents and children;
• Strengthen enforcement of bye-laws which are passed by local governments;
• Arrest parents who don’t take their girls to school.
• Strengthen the counselling function in schools.
• Role of religious leaders should be strengthened in talking and educating children about sexuality matters and being responsible children. Positive religious beliefs should be promoted in schools.
• Recruit more female teachers in schools.
• SWTs/SMTs should be given an allowance for the service they offer.
• The salaries of teachers should be commensurate with the service they provide in order to motivate them to teach in rural schools.
• Career guidance programmes in schools should be strengthened to mentor girls and encourage more girls to stay in school.
• Relying on budget of community development for promoting girl child education is a big impediment to programming for girl child education like “hand-outs which are never
realized”. There should be a specific budget for activities promoting girl child education within the directorate of education.

- Government should expand boarding facilities for girls under USE especially in underserved districts like Amudat and Zombo. Boarding facilities should also be provided for both girls and boys in Karamoja region to increase access and retention rates.
- Government should consider providing scholastic materials for children under UPE and USE in districts with very low access rates and high drop-out rates.
- Government should strengthen monitoring of privately-owned hostels to meet the standards required for increasing protection of girl children from sexual exploitation.
- Increase the role of traditional leaders in mobilizing communities on girl child education.
- Practice of moving in groups should be encouraged.
- Institute community policing on children going to and from school.

Recommendations on Reporting and Accountability Mechanisms

- Build more boarding schools for girls only in order to limit their exposure to violence and to increase their concentration and completion rates.
- Engage with cultural leaders to address the issue of early marriages of girls, many of whom are victims of defilement.
- Sensitize parents about the importance of girl child education, their responsibilities in protecting their girls and enforce the law against accomplices of defilement.
- Empower the CFPU do enable it perform its roles more effectively.
- Educate children about how to protect themselves from sexual violence and inform them about reporting mechanisms.
- Provide training to all senior women and male teachers to enable them perform their roles and responsibilities more effectively.
- Punish perpetrators of sexual violence to act as deterrent to would be offenders and to encourage victims to report the crime.

1. Introduction

The Ministry of Gender, Labour and Social Development (MGLSD) and the Ministry of Education and Sports (MoES) with the support of the United Nations Office of the High Commissioner for Human Rights (UNOHCHR) under the UN Joint Programme on Gender Equality; and Plan International, hired an individual consultant to gather information on recommendation n.32 (b) for a report to CEDAW Mid-term Review of the Government of Uganda. Recommendation n. 32 (b) touches on access to education for the girl child; in particular, it states that “the Committee urges the State party to (...) take necessary steps to ensure safe transportation to and from schools and safe educational environments free from discrimination and violence, strengthen awareness-raising and training of school officials and students, sensitization of children through
media as well as the establishment of reporting and accountability mechanisms to ensure that perpetrators of all sexual offences against school girls are prosecuted”.

Under the UN Joint Programme on Gender Equality, the UN Office of the High Commissioner for Human Rights has the task of supporting the Ministry of Gender, Labour and Social Development to implement international, regional and national treaties on women’s rights. Furthermore, the UN Office of the High Commissioner for Human Rights has the mandate to support the governments in the reporting mechanisms to the UN Conventions that they ratified. In line with these commitments, the Ministry of Gender, Labour and Social Development and the Ministry of Education and Sports were supported by a consultant to gather information on access to primary and secondary education for girls and women in Uganda.

1.1 Purpose, objectives and tasks of the assignment

The purpose of the Assignment was to gather information on Recommendation n. 32 (b), which touches upon access to education for the girl child. The specific objectives of the consultations were to:

- Assess the availability of protection measures for girls while moving to and from school;
- Assess the factors that negatively impact on the school attendance of girls, including at community level (focusing on the social factors) and the presence of policies or guidelines at the national level or by-laws at the district level to protect girls;
- Identify the current forms of discrimination and violence against girls in schools;
- Establish the level of students’ and teachers’ awareness on attitudes that lead to discrimination and violence as well as on training that are in place or that need to be implemented;
- Establish the level of sensitization of children on discriminatory attitudes;
- Identify existing reporting and accountability mechanisms to prosecute perpetrators of sexual offences against school girls.

The tasks of the assignment which the Consultant was required to accomplish were:

1. Carry out a desk review on the information related to the above recommendation in collaboration with the relevant stakeholders on the field of education. To this end, the consultant will take part to the meetings that will be set with all partners.
2. In light of the findings of the desk review, draft a questionnaire in order to gather information on the abovementioned points. The questionnaire must also be presented to the Ministry of Gender, Labour and Social Development and to the Ministry of Education and Sports, as well as all other relevant stakeholders, before the grassroots
consultations. The questionnaire must get information on the outreach of the government efforts in the area of the recommendation and on the challenges that people face in those regards.

3. Hold broad consultations and interviews with the students, teachers, parents, tutors, local leaders, community development officers, LCS and civil society on gathering information on the above points through the use of the questionnaire, in 5 districts. The consultations should also assess the presence of female teachers especially in rural areas and highlight the reasons of a lack of female teachers in those areas.

4. Draft a final report, including all results from the questionnaires and consultations and particularly highlighting the progress made by Government of Uganda with regard to the CEDAW committee recommendations on n.32 (b), best practices that some primary and secondary schools have adopted to enhance access to girl child education, challenges and institutional obstacles faced by girls in relation to the above points. Furthermore, the report must also include recommendations and a way forward to overcome these challenges.
2 Literature Review

2.1 Introduction
The literature review analyses the progress that the Government of Uganda (GoU) has made to increase access to education for the child in fulfilment of Recommendation 32 (b) of the Committee on the Convention on Elimination of all Forms of Discrimination against Women (CEDAW). It also highlights the existing gaps and makes recommendations in order to realize increased progress on recommendation 32 (b) of the committee. The literature review is divided into three parts and analyses progress, gaps and recommendations on the legal framework, policies, programmes and projects that have been initiated by Government of Uganda and other actors to enhance access to girl child education between 2010 and 2012.

2.2 Progress realized on access to education for the girl child

2.2.1 Legal framework
Uganda has progressed in terms of putting in place laws and policies that promote education for both girls and boys. As a signatory to the Convention on Elimination of all Forms of Discrimination against Women (CEDAW), Uganda is mandated to ensure that it takes steps to provide safety for girls to and from school and overall access to education.

Access to Education

Access means the right to education. It is also the opportunity provided for the girl-child to be educated. Access deals with the availability, convenience and ability to be educated (Chibiko Offorma, 2009).

International instruments on access to education

Education is one of the fundamental rights of individuals. Article 26 of the Universal Declaration of Human Rights, which was adopted by the United Nations General Assembly in December 1949, stipulates that:

- Everyone has the right to education. This shall be free at least in the elementary and primary stages.
- Elementary education shall be compulsory while technical and professional education shall be made generally available.
- Higher education shall be equally accessible to all on the basis of merit.
The International Covenant on Economic, Social, and Cultural rights (ICSECR) in Article 13 provides for the right to education. The covenant creates obligations on the part of, amongst others, State parties to the Covenant.

The Convention on the Rights of the Child (CRC) 1989, to which Uganda is a signatory, contains strong guarantees on the right to education. It reaffirms the right of every child “without discrimination of any kind” to free primary schooling and states that higher levels shall be “accessible to all”. It also protects the child from exploitation that would interfere with education. State parties are obliged to take measures to encourage regular attendance at school and institute measures to reduce the dropout rates.

Apart from the ICESCR, CRC and CEDAW which have relevant provisions on education, and which covenants Uganda has ratified, Uganda has also ratified regional instruments on the right to education. They include: The Africa Charter on Human and Peoples Rights in 1986 and the Charter on the Rights and Welfare of the African Child in 1994.

As required of state parties to international covenants a number of laws have been enacted by Uganda to domesticate the provisions on education and to ensure that girls get access to education.

Despite the progress on ratification of international and regional instruments on the rights of the child, the concluding recommendations on Uganda’s report by the committee observed that although the Constitution of Uganda recognizes a child as a person under 18 years of age, the legal working age varies from 14 to 16 years according to the type of work, and the minimum age of criminal responsibility is 12 years. It also noted that while the Constitution sets the age for marriage at 18 years, additional laws on marriage under customary traditions and Islamic religion teachings set the age of marriage at 16 years or below. These laws need to be harmonized to comply with the definition of a child under the African Charter on the Child (ACERWC, 2010).

The 1995 Uganda Constitution: Article 30 of the Uganda Constitution makes provision for the right to education. It states that, “All persons have a right to education”. In addition to Article 30, Article 34 refers to the rights of children and it states that, “A child is entitled to basic education which shall be the responsibility of the State and the parents of the child”. In addition to these provisions in the Bill of Rights, the National Objectives and Directive Principles of State Policy provides that the State shall promote free and compulsory education, take appropriate measures to afford every citizen equal opportunity to attain the highest educational standard possible. Despite the existence of a policy on primary education, there is no law that provides punitive measures against parents who do not ensure that their children are in school (Fredrick Jjuuko & Constance Kabonesa, 2007).
The other provisions which relate to education are contained in Articles 167 and 168 which set up and prescribe functions of the Education Service Commission. Apart from Education Policies which are a prerogative of the Central Government, most education services are decentralized. Decentralization has brought the schools closer to the administrative units above them and therefore potentially could be more responsive (Ojijo Pascal Al Amin, 2012). However, the decentralization policy is plagued with gaps including inadequate resources to enhance implementation.


The Children’s Act brings together all the scattered laws on children to have them in line with the UNCRC and the African Children’s Charter. Issues of care, protection against violence, harmful employment and other basic rights are catered for in sections 2-7 of the Children’s Act. The Act also provides for the Children’s Court, procedures for handling children in conflict with the law, among other matters. It also provides for the establishment of remand homes to handle child offenders and prohibits the placing of child offenders in adult prisons.

Section 5 of the Children’s Act stipulates the duty of a parent, guardian or any other person having custody of a child to maintain that child; and, in particular, it gives the child the right to education and guidance. However, the Children’s Act does not adequately address the issue of violence against children in school (ANPCCAN, 2011).

**The Penal Code Act Cap 120 (2000 as amended)**

The Penal Code Act translates some of the commitments Government of Uganda has made to domesticate international and regional instruments that protect the rights of the child. The Penal Code provides for different offences and criminalizes offences against children including: child trafficking and commercial sexual exploitation of children. It also criminalizes defilement, rape and any other sexual acts involving children. The lack of birth certificates by many children and lack of money for families to meet costs of medical examination in cases of defilement have affected the progress with regard to reducing sexual violence against children (ACWERC, 2010). The family of a victim of defilement has to pay 20,000/= (equivalent of $12) to a Police surgeon prior to examination. In addition, many defilement cases are not reported due to a range of reasons (African Child Policy Forum (ACPF), 2011).

**Corporal punishment:** While the amended Penal Code abolished corporal punishment and accordingly amended Sections 286 and 287 and repealed Section 288, the law does not include the beating of children at school or at home as a form of punishment, which means that beating could be going on in some schools unabated despite the existence of guidelines issued by the MoES prohibiting corporal punishment. The guidelines on corporal punishment in schools do not have the kind of impact that would be realized if a policy or law existed.
The Employment Act, 2007


Section 40 of the Magistrates Courts Act 1997 (amended 2007) gives jurisdiction to courts presided over by Magistrates Grade I and II powers to handle cases involving children that do not carry the death sentence. They can therefore handle cases of simple defilement, which cases involve children above 14 years of age, but not aggravated defilement involving children below 14 years, which carry the death sentence. Widening the jurisdiction of Magistrates to handle cases involving children should reduce delays and many children and child victims should receive redress within a short period of time.

The Police Act 1994 (amended 2000)

Chapter 303 empowers the police to institute criminal proceedings before a magistrate, apply for warrants, search warrants or undertake any legal process as may be necessary against a person charged with an offence.

In conclusion, Uganda has progressed in terms of enacting laws that protect the rights of children. However, according to ACPF (2011) poor implementation of laws on the rights of children has affected the purpose for which they were made. In addition, the limited awareness duty bearers have about the laws, the limited quantitative data on the magnitude of violence against children, the absence of legislation to protect children against violence in a home environment; trafficking issues; the weak coordination and implementation of protection schemes, under-funding for probation and welfare officers; as well as inadequate resource allocation to other institutions, including childcare institutions, Magistrates’ Courts, the Ministry of Gender, Labour and Social Development, Judicial institutions and local government continues to hamper progress in implementation of the legal framework on the rights of children and ultimately affects access to education and protection of children, among other things (ACPF, 2011). While laws provide for the protection of all children, there are categories of children whose needs are not being met due to poverty or a lack of commitment from carers or the government. The most vulnerable include children who are: on the streets; affected by conflict; living with HIV or AIDS; at risk of HIV; or exposed to other risky behaviours. Existing legislation either fails to pay adequate attention to these children or is weak in addressing their concerns (ACPF, 2011).

2.2.2 Policies

Policies on access to education for the girl child
Universal Primary Education (UPE): UPE was launched in 1997 following the recommendations of the Education Policy Review Commission (EPRC, 1989), the subsequent relevant stipulations of the GoU White Paper (1992), and the development of the Children’s Statute (1996). The Government set key policy objectives of UPE as: Establishing, providing and maintaining quality education as the basis for promoting the necessary human resource development, transforming the society in a fundamental and positive way, providing the minimum necessary facilities and resources to enable children enter and remain in school and complete the primary cycle of education, making basic education accessible to the learner and relevant to his / her needs as well as meeting national goals, making education accessible in order to eliminate disparities and ensuring that education is affordable by the majority of Ugandans. The policy emphasizes equal opportunity for both boys and girls. It focuses on promoting gender equality in enrolment, retention, and performance in primary education. As a result, the enrolment of girls in primary schools increased from 46 % in 1997 to 48 % in 1999.

The dropout rate for girls fell from 11% in 1995 to 5.6 % in 1998 (MGLSD, 2000). Repetition rates among primary school girls reduced from 17.7% in 1995 to 6.3% in 1998 (Nyanzi, 2002). However, although the gross enrolment increased at the introduction of UPE in 1997, 16.6 % more boys and girls were enrolled (UNICEF 1997). Free primary education was introduced in 1997 and has resulted into increased enrolment in terms of numbers, but not necessarily retention of boys and girls; while building structures have also not matched the numbers enrolled in primary school (Fredrick Jjuuko& Constance Kabonesa, 2007).

Neither the Constitution nor UPE policy makes primary education compulsory despite emphasis by International and Regional Instruments that make primary education compulsory (Fredrick Jjuuko& Constance Kabonesa, 2007). Despite the existence of a policy on primary education, there is no law that provides punitive measures against parents who do not ensure that their children are in school (Fredrick Jjuuko& Constance Kabonesa, 2007).

The UPE programme has led to a number of achievements regarding gender parity. More girls are currently enrolled in schools; fewer girls drop out of school and fewer girls repeat classes. However, gender disparities persist especially in performance, classroom participation, access to school facilities, and general education attainment. Gender disparities at the secondary school level have not received as much attention as at the primary level. Yet, there is evidence that more males are enrolled in secondary schools than females. Although the repetition rates for males seem to be higher than those for females, this could be attributed to the greater numbers of male enrolment (Doris Kakuru Muhwezi, 2003).

Universal Secondary Education (USE) Policy: In 2007, Uganda became the first country in Sub-Saharan Africa to introduce free universal secondary education (Pallegedara Asankha & YamanoTakshi, 2011). Under the USE policy, government offers free secondary education to all
children who pass Primary Leaving Examinations. Selection of USE schools is done by government. Although most schools that offer USE are public schools, there are a few private schools enlisted under USE policy (Pallegedara Asankha & Yamano Takshi, 2011). Although children studying under USE do not pay tuition, they have to meet boarding costs, scholastic materials, and medical care among others. According to the Ministry of Education and Sports, more than half million children study under USE in 1,471 schools. This is an improvement in terms of access to education. Head teachers who are supposed to implement USE policy are confused about their ability and knowledge to implement their role (Champman et al, 2009). Among girls, the rate of private school enrolments has decreased from 12.87% in 2005 to 8.28% in 2009 (Pallegedara Asankha & Yamano Takshi, 2011). In public USE schools, the rate of enrolment for girls increased from 10.63% in 2005 to 14.90% in 2009 (Pallegedara Asankha & Yamano Takshi, 2011).

**Education Policy:** The current Education Policy also aims to expand the functional capacity of educational structures and reducing on the inequities of access to education between sexes, geographical areas, and social classes in Uganda. In 1989 the Education Policy Commission recommended the location of schools within 4 kilometres to address the issue of distance and its effects on access to education. It advocated for redistribution of resources viz a viz reforming the educational sector. More resources have been allocated to the lower educational public sector through the UPE programme in order to enhance equity of access at that level between boys and girls (MoES, 1998 b).

The **National Strategy for Girls Education (NSGE)** was launched to foster gender parity in education. It acts as a master plan for use by all stakeholders in girls’ education. NSGE is managed by a national co-ordination/planning committee put in place by the Gender Desk at the MoES. Among other things, the committee provides support to the districts through planning with them the implementation and monitoring of the NSGE.

**The Promotion of Girls’ Education (PGE) scheme** aims at improving girls’ retention and performance at school. More than 1,000 primary schools in 15 districts of Uganda have so far benefited from this scheme. The PGE scheme provides funds for the construction of latrines, classrooms, houses of senior women teachers; girls’ play grounds, and enabling school children to access water and sportswear.

**The Equity in the Classroom (EIC) programme** aims at facilitating equal participation of girls and boys in the classroom. It is a USAID-funded programme that provides Technical Assistance and Training workshops whose great target is to increase girls’ classroom participation and completion of primary school. It is in line with the MoES mission to “provide quality education to all” (UPE Newsletter, Vol. 2 No. 2, 2001). Teachers have been sensitized to change any negative attitudes towards girls’ education and adopt methods to promote equity in the
classroom. The implementation of EIC is basically done through the core primary teacher training colleges (CPTCs), and EIC activities have been mainstreamed in the National Reform Programme of MoES. All the 18 CPTCs have been covered. The PTC trained 446 Coordinating Centre Tutors (CCTs) who have the capacity of reaching over 9,000 (85%) primary schools of Uganda.

The Complementary Opportunity for Primary Education (COPE) programme and the Alternative Basic Education for Karamoja (ABEK) are initiatives aimed at increasing the access of disadvantaged children who are not able to attend formal school, many of whom are girls. Both COPE and ABEK are programmes facilitated by UNICEF Uganda CP 2001. So far, 162 COPE/ABEK centres benefiting 3,502 disadvantaged girls and 2,906 disadvantaged boys in 10 districts have received support.

The Classroom Construction Grant (CCG) programme builds classrooms and pit latrines for schools while specifically separating girls’ latrines from those of boys.

The Gender Desk in the MoES headquarters was established to promote activities and programmes aimed at correcting the gender imbalances in education. The Gender Desk aims at achieving: equitable access to basic education; increased retention of girls in school; increased girls’ performance, especially in science and mathematics; protection of girls against child abuse and other forms of molestation; reforming the curriculum to make it more gender-sensitive; improving educational facilities by making them more conducive particularly to girls and other disadvantaged children; and, training and re-training teachers (particularly senior women/men teachers and career teachers) in gender-responsive methodology and practice and formulating a gender policy for the MoES.

The Girls’ Education Movement in Africa (GEM) was also launched in Uganda in August 2001. The movement aims at promoting gender parity in education through enabling girls to realise and concretize their rights to participate in identifying best practices that enhance their participation in education, and issues that affect their education, and life skills henceforth. GEM specifically targets girls with special needs and creates awareness among the communities about the benefits of educating girls. GEM is a product of the MoES Gender Desk.

The Child Friendly School programme is another intervention facilitated by the UNICEF Uganda Country Programme 2001. It aims at promoting girls’ education in friendly school and home environments at the sub-county, district and national levels. This programme is coordinated by the Gender Desk of the MoES.

Girls and focusing Resources for Effective School Health (FRESH) focuses on provision of safe water and sanitation to schools; provision of washrooms for girls; urinals for boys; and latrines with priority for girls and special emphasis on separation from boys’ facilities. About 642
children (girl)-friendly primary schools, including promotion of interactive methodologies have benefited approximately 145,500 girls and 259,000 boys.

_Uganda Gender Policy (2007):_ The policy recognizes education as an essential human development indicator. According to the Uganda Population and Housing Census (2002) the current illiteracy rate for Uganda is 32%. However, gender disparities still exist with 23.6% of males as compared to 37.6% of females being illiterate.

_National Policy on Orphans and other Vulnerable Children (2004):_ The policy earmarks education as one of the areas for intervention in as far as orphans and vulnerable children are concerned. For the periods 2005-6 and 2009-2010, government developed the national strategic programme plan of interventions on orphans and vulnerable children. The intention of the strategy was to make the policy operational (MoGLSD, 2004). However, implementation of the policy has relied on donor funding, which will render its operations difficult to sustain once donor funding ends after each period.

### 2.2.3 Basic Requirements and Minimum Standards Indicators for Education Institutions

The MoES reviewed the Basic Requirements and Minimum Standards Indicators for Education Institutions in Uganda in 2010. A number of aspects that were intended to improve the school environment for girl child education were integrated during the review.

Under Indicator 9, Health, Sanitation and Environment Organization and Development, schools are required to provide washrooms and associated facilities for girls; and separate bathing facilities and latrines/toilets for male and female learners or teachers (p. 29).

Indicator 12 on Organization and Management of School Safety and Security specifies that institutions should have school rules and regulations on prevention of violence and abuse; prevention of violence procedures; mechanisms for reporting abuse or violence; responses to cases of violence (psychosocial systems, health care and counselling referrals) and peer to peer support mechanism (reporting and monitoring (p.34).

### 2.2.4 The Education and Sports Sector Annual Performance Report (ESSAPR) Covering FY2010/2011

_Inequitable teacher deployment in secondary education:_ Affirmative action will be undertaken to address this issue. The sector developed a comprehensive strategy on the provision of staff accommodation that will address teacher deployment problems. The Ministry has embarked on constructing teachers’ houses.
Under-enrolment in some of the USE schools: The Ministry introduced a policy on boarding facilities for USE schools to address the issue of under-enrolment in USE schools. The special case of schools located in sparsely populated areas like islands and Special Needs Education (SNE) schools is being worked on and boarding facilities are already being introduced in such schools.

Cross-cutting issues

The Gender in Education Policy was developed and disseminated to various stakeholders; CCTs and DPOs in Central, Northern and Eastern regions (p. 24).

Pregnancies and Motherhood in schools: Formulation of policy guidelines on teenage pregnancies and motherhood in schools is in progress (p. 28).

Guidelines on access to education for the girl child

Guidelines of Alternative to Corporal punishment

Corporal punishment is prohibited under Article 94 of the Children’s Act.

According to a research report by ANPCCAN-Uganda (2011) schools do not have specific guidelines and documented policies on violence against children. None of the schools reviewed for the research by ANPCCAN (2011) was implementing the guidelines by the MoES on the alternatives to corporal punishment and all the schools were still caning children as a form of punishment. The major gap with regard to violence against children is that there is no explicit policy in Uganda to end it in different settings including schools (African Child Policy Forum, 2011).

2.3. Programmes and projects

Impact of school environment on the quality of basic education and gender parity in schools

A report from a survey by the Ministry of Education and Sports and UNICEF on the Assessment of the Impact of School Environment on the Quality of Basic Education and Gender Parity in Primary Schools (2007) indicated that out of 178 schools in 14 districts in Uganda, most schools had separate toilets for boys and girls; although only 33% had adequate stances. On average, a school had 7 stances for boys and 6 for girls, 3 for teachers in programme schools, while non-programme schools had 6 stances for boys and 7 for girls and 3 for teachers. The pupil/stance ratio was 79 for boys, 74 for girls and 7 for teachers in programme schools while in non-programme schools it was 67 for boys, 68 for girls and 10 for teachers (pp. v).
The menstruation management facilities were found present in 47% of the schools visited, of which only 38% were considered sufficient. They provided mainly pads (69%), soap (46%), basins (35%), cotton (27%) and changing uniforms (22%) to girls in their menstrual management practices (pp. v).

2.3.1 The Education and Sports Sector Annual Performance Report (ESSAPR) Covering FY2010/2011

Information from the ESSAPR 2010/11 indicates the trends below with regard to various issues on education in Uganda.

**Shortage of teachers:** The new teacher allocation and deployment formula has been implemented to deal with the problem of shortage of teachers. One teacher has been allocated per class.

**Inadequate and poor sanitation in schools:** Appropriate designs were developed for latrines and hand-washing facilities (p. 9). The designs were sent to local governments to be shared with schools.

**Teachers’ houses for secondary Education:** Government is constructing teachers’ houses under the School Facilities Grant (SFG), UPPET APL, ADB and Development of Secondary Schools projects. The government allocated UGX 5.6 billion for construction of teachers’ houses in the FY 2011/2012.

2.3.2 Enrolment Trends

**a) Primary school enrolment trends**

According to the ESSAPR (FY 2010/11) primary school enrolment has increased over the last ten years. In 2000, a total of 6.5 million children were enrolled in primary school. By 2010, the enrolment had increased to over 8 million children, an increase of 28% (23% male and 33% female). An annual school census done in 2011 revealed that a total of 8.02 million children were enrolled in schools (p. 107). The proportion of children successfully completing P7 increased from 48% (55% male and 42% female) in 2006 to 64% (65% male and 63% female) in 2011. The completion rate in 2010 was 54% (56% male and 51% female).

**b) Secondary school enrolment trends**

In March 2004 enrolment in secondary schools was at 697,507 (383,652 male and 313,855 female); in 2009 it was at 1,194,454 (648,014 male and 546,440 female); in 2010 it was at 1,225,692 (654,971 male and 570,721 female); while in 2011 enrolment was at 1,258,084
(662,003 male and 596,081 female) according to EMIS 2011. Whereas enrolment in absolute terms is increasing, the enrolment of girls is still lagging behind that of boys. However, the sector has provided for affirmative action and several educational initiatives to increase enrolment of girls at secondary level.

Between 2006 and 2009, the gender gap for secondary education had constantly oscillated around 45% for girls and 55% for boys; but between 2010 and 2011, there has been a gradual increase in the percentage share of girls in secondary education. This trend is attributed to affirmative action of providing separate latrine stances for boys and girls and the construction of changing rooms and bathrooms for the female pupils which created a more friendly environment for the girl child, and implementation of a multimedia strategy to accelerate achievement of gender parity in the country. The introduction of counselling/guidance by senior female and male teachers, introduction of GEM clubs and teaching of sexual maturation and reproductive health concerns have all contributed to increases in the number of girls enrolled in secondary school.

Gender parity has been achieved in enrolment at primary level. However, serious obstacles remain in the way of achievement of universal completion of primary education cycle as well as realizing gender parity in enrolment and completion of secondary education. Despite attaining gender parity in access to primary education, regional disparities in enrolment and participation still persist. For instance, Northern region, which experienced civil strife for over twenty years, is still lagging behind other regions in terms of enrolment for primary education.

2.3.3 Guidance and Counselling

Guidance and counselling provides strategic and technical leadership, guidance, advice and strategies in all matters where such guidance and advice is needed, including HIV/AIDS mitigation and psycho-social concerns and support services within the entire education and training sector.

The MoES produced the Career Guidance Handbook for teachers and students, while the Journal on Guidance and Counselling, Vol. 1 Issues 1 and 2 were published and disseminated.

In order to build capacity, 2,400 teachers and guidance and counselling personnel from the districts were trained in guidance and counselling. In addition, 500 SNE teachers were trained on specialized guidance and counselling on HIV and AIDS for children with disabilities in districts in Central, Western, Northern and Eastern regions.
2.4 Gaps and Challenges

The Education and Sports Annual Performance Report (ESSAPR) covering the Financial Year 2012/11 enumerates a number of challenges and gaps that continue to affect girl child education.

- Socio-cultural factors that put the girl at a disadvantage. These include bias in favour of boys, domestic chores, early marriages and teenage pregnancies which create barriers to girl’s access to education. In addition, poverty that generates income and regional-based inequalities in access to education is also negatively impacting progress that has been made with regard to reducing gender disparities in enhancing girl child education. For instance, the 2005/06 household survey indicates that the top income quintile occupies 63% of all secondary school places.
- There is a shortage of classrooms, human and material resources and competencies to cope with the large increments in pupil and student enrolments.
- There are factors outside the direct control of education policies and the school which impact on the learning process. These include: high morbidity and malnutrition among some sections of children in rural areas which results in sick and malnourished children who are less likely to learn and benefit from schooling.
- The education sector is faced with the challenge of insufficient budgetary resources required to enhance the sectors’ ability to meet its set targets.
- Primary schools have inadequate infrastructure. This has continued to affect the education sector.
- High drop-out and repetition rates are persistent.
- HIV/AIDS scourge has continued to affect teachers, learners as well as the parents. HIV/AIDS continues to lower the quality of education as a significant number of teachers who are infected are frequently absent due to sickness. HIV/AIDS has also created a phenomenon of HIV/AIDS orphans, some of whom are HIV positive themselves; and yet others have to drop out of school to take care of the sick family members. This contributes to increased absenteeism, repetition and drop-out.
- Climate change that is causing natural disasters like floods and drought is affecting education for both girls and boys.

2.5 Recommendations

- More actions need to be taken to address the gaps between laws, policies and practice. The literature reviewed indicates that Uganda has adopted commendable laws and policies to increase access to education for the girl child. However, lack of funding, insufficient human resource, lack of awareness and gaps in laws and policies, among other things, should be addressed if access to girl child education is to improve. For instance, of urgency is the need to enact a law on violence against children and a policy on girls who get pregnant in school.
• Rights holders and duty bearers need more sensitization on existing laws and policies on the rights of the girl child to education.

• Factors outside the education sector which have a direct bearing on access to girl child education should be addressed. For instance, barriers in the home and community environments need to be addressed to enhance access to girl child education.

• Resources need to be adequately allocated to implement the policies on girl child education.
3. METHODOLOGY

3.1 Selection of Districts and Participants for the study

The districts covered for the study were purposively selected taking into account the diversity of the education context in Uganda. The districts selected included: Kampala for urban education, Kasese for near the border education challenges, Tororo for a multiplicity of issues including various initiatives to promote the education of the girl child by various actors; Amudat for had to reach area and Female Genital Mutilation (FGM) challenges; and Zombo a new district with challenges to access to education particularly for the girl child.

A multi-level purposive sampling was applied in the selection of institutions and persons to participate in the study. The position, expertise and experiences determined the key informants selected for the consultations in the institutions at both national and district level.

UNICEF one of the major players in enhancing girl child education was targeted. The Individuals with specific knowledge coupled with the roles they have played in implementing programs geared towards enhancing girl child education were interviewed and included the Gender Officer and the Education Officer in each of the five districts selected for the study. Non-governmental organizations that are working on enhancing girl child education were also targeted. Interviews were conducted with the Executive Director of the Forum for African Women Educationists (FAWE) and the Executive Director of the Girls’ Empowerment Movement (GEM). At district level key informant interviews using interview schedules were conducted with:

- The Chief Administrative Officer
- The District Education Officer
- The District Planner
- The District Community Development Officer
- Religious leaders
- NGOs working on girl child education
- Head teachers of selected primary and secondary schools
- Senior woman and male teacher

3.2 Data Collection

3.2.1 Orientation Meeting with the Key Ministries and Partners

Initial consultations with key ministries, that is, the Ministry of Gender, Labour and Social Development and the Ministry of Education and Sports, the UN Office of the High Commissioner for Human Rights and Plan-Uganda were held to agree on the tools for the study, the sample size and the nature of institutions that should be targeted for the study.
Questionnaires for the study were developed and finalized following consultations with the key ministries and partners.

3.2.2 Desk review of key documents on education in Uganda
Prior to the field study the key documents relevant for achieving the objectives of the study were analyzed. They included: – the laws pertinent to education in Uganda particularly those which focus on girl child education, education policies on various aspects of girl child education, guidelines by the MoES for schools on enhancing girl child education, education strategies, research reports on girl child education and the national legal and policy framework for protection of women and girls contained in various policies and laws. Key documents reviewed included:

- Laws on education particularly those pertinent to access to girl child education;
- Documents from Ministry of Education and Sports including: Monitoring reports on access to education for the girl child; Policies on girl child education; Annual performance reports on education;
- Documents from Ministry of Gender, Labour and Social Development including: The 4th-7th reports of the Government of Uganda on CEDAW;
- Reports from Uganda Bureau of Statistics (UBOS); Reports of NGOs on access to education for the girl child; UN reports from UNICEF and other actors like USAID on girl child education.
- Journals, Papers and Presentations from various writers on girl child education;

3.2.3 Consultations at National Level
- Supplementary to the desk review, the consultant conducted consultations with key stakeholders of girls’ education both in government and NGOs.
- Specific units with personnel were interviewed in the MoES including: Planning unit; Standards unit; Monitoring and Evaluation unit; Gender unit.
- Personnel in the MoGLSD were also interviewed and included: Commissioner for Children and Youth and Commissioner for Women.
- Consultations were held with NGOs which work in the area of access to girl child education including: FAWE, Plan-Uganda and GEM.

3.2.4 Data Collection Tools for gathering information
In light of the findings of the desk review and consultations with key stakeholders at national level, a questionnaire was developed for gathering information on the progress made by Government of Uganda with regard to outreach of its efforts with reference to recommendation n. 32 (b) of the CEDAW Committee report on Uganda and on the challenges faced in this regard.
The questionnaire was presented to the Ministry of Gender, Labour and Social Development and the Ministry of Education and Sports, as well as all other relevant stakeholders for review and approval prior to the field consultations.

3.2.5 Field Consultations

Interviews

The consultations were conducted using an interview schedule for key informants and interview guides for school children. The questionnaire was administered through key informant interviews with selected stakeholders in the sample including district political leaders and technical staff, teachers, tutors, religious and cultural leaders, community development officers and NGOs. Required information was gathered through the use of the interview schedules in the five districts selected for the study. From the main interview schedule, appropriate questions were developed for pupils and students in school. Pupils and students were drawn from lower and upper primary and lower and upper secondary.

The schools selected were diverse with two located in urban areas and two located in rural areas. Public and private schools or a private school which had an arrangement with Government of Uganda to offer USE were also targeted for the study. In each area which was at sub-county level, a primary and secondary school was targeted in each setting. The administrative leaders in the districts particularly the District Education Officers worked with the consultants to select the schools for the study basing their selection on the criteria the stakeholders had agreed on with the consultants prior to the field study.

In each school 10 learners were selected comprising of five girls and five boys. A total of 100 pupils and 100 students were interviewed totalling to 200 learners. Apart from a survey form which each learner completed, an interview guide was used to ask the learners questions using a focus group discussion.

Focus Group Discussions (FGDs)

The FGDs were also conducted using interview guides to collect data from parents. A total of 107 parents were interviewed. These included 21 parents in Zombo, 11 in Kasese, 6 in Kampala and 19 in Tororo. Amudat was a special case. 50 female parents turned up. They were divided into three groups for the discussions.

Organization of Data Collection Exercise

Pre-testing of Tools
The Survey questionnaire and FGD guides were pre-tested in Kawempe division in Kampala. The outcomes of the pre-test informed the revision of the sampling plan and the data collection tools.

**Data collection exercise**

The data collection exercise was undertaken by the Consultant. The consultant recruited suitable assistants to support her in the exercise of data collection.

**Data cleaning, coding, entry and transcription**

Complete and accurate questionnaires were cleaned and entered into an SPSS database. The consultant hired a data entry assistant to ensure data was entered correctly.

### 3.3 Data Analysis

**Survey Data (Closed Ended Questions – Tool 3)**

The data were analyzed using SPSS 19.0 for Windows and Excel Pivot Tables. Data analysis was done following an analysis plan, at univariate and bivariate levels.

**Univariate Analysis:** This focused on responses to a single question at a time. This analysis described the range and average answers that respondents provided to each question. The number of respondents who provided the same response for each question were counted and the totals for each response category was translated into percentages (frequencies).

**Bivariate Analysis:** This focused on two variables at a time. Any differences in demographic characteristics and responses were identified through this process. *Cross-tabulations* were used to illustrate patterns between demographic characteristics and related responses.

**Analysis of qualitative data**

Content Analysis of qualitative data was done by the study consultants. The information under each code was described by initially reading through all the information from the different groups under each code, looking out for main findings, similarities across groups, noting the differences and picking out good quotes that illustrate important points. Summaries of key themes and sub-themes were made and these were later used in drafting of the report.

### 3.3.2 Data triangulation

Triangulation of data was done by comparing the findings from different categories of participants interviewed in the process of data collection. For instance, responses from local councillors, education officers, district administrative officers, and district community
development officers, were compared. Comparisons were also done on responses from rural and urban respondents. Consensus in focus group discussions were also applied to for levels of agreement regarding participants’ perceptions on different issues related to access to girls’ education in Uganda.
4. FINDINGS

4.1 Legal and Policy Framework Supporting Education and Protection of Children

4.1.1 Legal Framework

The review established that Government of Uganda has put in place the necessary legal and policy provisions to guide and support the processes of educating children and also protect them. The most basic of the legal documents is *The Constitution of the Republic of Uganda 1995*, which in Article 30 states that, “All persons have a right to education”. In addition, Article 34 is specific on the rights of children and states, “A child is entitled to basic education which shall be the responsibility of the State and the parents of the child”. These provisions are strengthened by the Bill of Rights, the National Objectives and Directive Principles of State Policy which provide that the State shall promote free and compulsory education, take appropriate measures to afford every citizen equal opportunity to attain the highest educational standard possible. However, it was noted that despite the existence of a policy on primary education, there is no law to provide for punitive measures against parents who do not ensure that their children are in school (Fredrick Jjuuko & Constance Kabonesa, 2007).

The other provisions which relate to education are contained in Articles 167 and 168 which set up and prescribe functions of the Education Service Commission. While the institution of policies and laws to guide the education of citizens is prerogative of the Central Government, the day-to-day implementation of the policies is in the hands of the districts under the Decentralization policy. Decentralization has brought the schools closer to the administrative units in the respective local governments, which arrangement is deemed best suited to making the institutions more responsive to the needs of the people at the local levels (Ojijo Pascal Al Amin, 2012).

*The Children’s Act Cap 59 (2000)*

The Children’s Act 2000 brings together all the scattered laws on children to have them in line with the UNCRC and the African Children’s Charter. In this regard, issues of care, protection against violence, harmful employment and other basic rights are catered for in sections 2-7 of the Children’s Act. The Act also provides for the Children’s Court, procedures for handling children in conflict with the law, among other matters. It also provides for the establishment of remand homes to handle child offenders and prohibits the placing of child offenders in adult prisons.
Section 5 of the Children’s Act stipulates the duty of a parent, guardian or any other person having custody of a child to maintain that child; and, in particular, it gives the child the right to education and guidance. However, the Children’s Act does not adequately address the issue of violence against children in school (ANPCCAN, 2011).

*The Penal Code Act Cap 120 (2000 as amended)*

The Penal Code Act translates some of the commitments Government of Uganda has made to domesticate international and regional instruments that protect the rights of the child. The Penal Code provides for different offences and criminalizes offences against children including: child trafficking and commercial sexual exploitation of children. It also criminalizes defilement, rape and any other sexual acts involving children. Yet, while the amended Penal Code abolished corporal punishment and accordingly amended Sections 286 and 287 and repealed Section 288, the law does not deal with the beating of children at school or at home as a form of punishment. The absence of any law to check capital punishment does not prejudice the fact that the Ministry of Education and Sports (MoES) has issued guidelines prohibiting the practice in schools.

*The Employment Act, 2007*


*The Magistrates Courts Act 1997 (amended 2007)*

Section 40 of the *Magistrates Courts Act 1997* (amended 2007) gives jurisdiction to courts presided over by Magistrates Grade I and II powers to handle cases involving children that do not carry the death sentence. These courts can therefore handle cases of simple defilement, which cases involve children above 14 years of age, but not aggravated defilement involving children below 14 years, and which carry the death sentence. The purpose of widening the jurisdiction of Magistrates to handle cases involving children was to reduce delays as many children and child victims as possible could receive legal redress within a short period of time.

*The Police Act 1994 (amended 2000)*

Chapter 303 of the *Police Act 1994* (amended in 2000) empowers the police to institute criminal proceedings before a magistrate, apply for warrants, search warrants or undertake any legal process as may be necessary against a person charged with an offence.

4.1.2 Domestication of International Legal Instruments on Access to Education
Uganda has taken strides to put in place laws and policies that promote education for both girls and boys. As a signatory to the Convention on Elimination of all Forms of Discrimination against Women (CEDAW), Uganda is obligated to ensure that it takes steps to provide safety for girls to and from school and overall access to education.

Education is one of the fundamental rights of individuals. Hence Article 26 of the Universal Declaration of Human Rights, which was adopted by the United Nations General Assembly in December 1949, stipulates that:

- Everyone has the right to education. This shall be free at least in the elementary and primary stages.
- Elementary education shall be compulsory while technical and professional education shall be made generally available.
- Higher education shall be equally accessible to all on the basis of merit.

The International Covenant on Economic, Social, and Cultural Rights (ICSECR), in Article 13, provides for the right to education. The covenant creates obligations on the part of, amongst others, State parties to the Covenant.

The Convention on the Rights of the Child (CRC) 1989, to which Uganda is a signatory, contains strong guarantees on the right to education. It reaffirms the right of every child “without discrimination of any kind” to free primary schooling and states that higher levels shall be “accessible to all”. It also protects the child from exploitation that would interfere with education. State parties are obligated to take measures to encourage regular attendance at school and institute measures to reduce the dropout rates.

At the African regional level, Uganda has ratified instruments on the right to education which include: The Africa Charter on Human and Peoples Rights in 1986 and the Charter on the Rights and Welfare of the African Child in 1994. As required of state parties to international covenants, Uganda has caused a number of laws to be enacted by Parliament to domesticate the provisions on education and to ensure that girls get access to education.

Despite the progress on ratification of international and regional instruments on the rights of the child, the concluding recommendations on Uganda’s report by the CEDAW Committee observed that although the Constitution of Uganda recognizes a child as a person under 18 years of age, the legal working age varies from 14 to 16 years according to the type of work, and the minimum age of criminal responsibility is 12 years. It also noted that while the Constitution sets the age for marriage at 18 years, additional laws on marriage under customary traditions and Islamic religion teachings set the age of marriage at 16 years or below. There as
hence need to harmonize such laws to comply with the definition of a child under the *African Charter on the Child* (ACERWC, 2010).

### 4.1.3 Policy Framework

#### Policies on access to education for the girl child

**Universal Primary Education (UPE):** UPE was launched in 1997 following the recommendations of the Education Policy Review Commission (EPRC, 1989), the subsequent relevant stipulations of the GoU White Paper (1992), and the development of the Children’s Statute (1996). The Government set key policy objectives of UPE as: establishing, providing and maintaining the quality education as the basis for promoting the necessary human resource development, transforming the society in a fundamental and positive way, providing the minimum necessary facilities and resources to enable children enter and remain in school and complete the primary cycle of education; making basic education accessible to the learner and relevant to his / her needs as well as meeting national goals; making education accessible in order to eliminate disparities and ensuring that education is affordable by the majority of Ugandans. The policy emphasizes equal opportunity for both boys and girls. It focuses on promoting gender equality in enrolment, retention, and performance in primary education. As a result, the enrolment of girls in primary schools increased from 46 % in 1997 to 48 % in 1999.

The dropout rate for girls fell from 11% in 1995 to 5.6 % in 1998 (MGLSD, 2000). Repetition rates among primary school girls reduced from 17.7% in 1995 to 6.3% in 1998 (Nyanzi, 2002). However, although the gross enrolment increased at the introduction of UPE in 1997, 16.6 % more boys and girls were enrolled (UNICEF 1997). Free primary education was introduced in 1997 and has resulted into increased enrolment in terms of numbers, but not necessarily retention of boys and girls; while building structures have also not matched the numbers enrolled in primary school (Fredrick Jjuuko& Constance Kabonesa, 2007).

Neither the Constitution nor the UPE policy makes primary education compulsory despite emphasis by International and Regional Instruments that make primary education compulsory. Despite the existence of a policy on primary education, there is no law that provides punitive measures against parents who do not ensure that their children are in school (Fredrick Jjuuko& Constance Kabonesa, 2007).

The UPE programme has led to a number of achievements regarding gender parity. More girls are currently enrolled in schools; fewer girls drop out of school and fewer girls repeat classes. However, gender disparities persist especially in performance, classroom participation, access to school facilities, and general education attainment. Gender disparities at the secondary school level have not received as much attention as at the primary level. Yet, there is evidence
that more males are enrolled in secondary schools than females. Although the repetition rates for males seem to be higher than those for females, this could be attributed to the greater numbers of male enrolment (Doris Kakuru Muhwezi, 2003).

**Universal Secondary Education (USE) Policy:** In 2007, Uganda became the first country in Sub-Saharan Africa to introduce free universal secondary education (Pallegedara Asankha & Yamano Takshi, 2011). Under the USE policy, government offers free secondary education to all children who pass Primary Leaving Examinations. Selection of USE schools is done by government. Although most schools that offer USE are public schools, there are a few private schools enlisted under USE policy (Pallegedara Asankha & Yamano Takshi, 2011). Although children studying under USE do not pay tuition, they have to meet boarding costs, scholastic materials, and medical care among others. According to the Ministry of Education and Sports, more than half million children study under USE in 1,471 schools. This is an improvement in terms of access to education. Head teachers who are supposed to implement USE policy are confused about their ability and knowledge to implement their role (Champman et al, 2009). Among girls, the rate of private school enrolments has decreased from 12.87% in 2005 to 8.28% in 2009 (Pallegedara Asankha & Yamano Takshi, 2011). In public USE schools, the rate of enrolment for girls increased from 10.63% in 2005 to 14.90% in 2009 (Pallegedara Asankha & Yamano Takshi, 2011).

**Education Policy:** The current Education Policy also aims to expand the functional capacity of educational structures and reduce on the inequities of access to education between sexes, geographical areas, and social classes in Uganda. In 1989 the Education Policy Commission recommended the location of schools within 4 kilometres to address the issue of distance and its effects on access to education. It advocated for redistribution of resources viz a viz reforming the educational sector. More resources have been allocated to the lower educational public sector through the UPE programme in order to enhance equity of access at that level between boys and girls (MoES, 1998 b).

The **National Strategy for Girls Education (NSGE)** was launched to foster gender parity in education. It acts as a master plan for use by all stakeholders in girls’ education. NSGE is managed by a national co-ordination/planning committee put in place by the Gender Desk at the MoES. Among other things, the committee provides support to the districts through planning with them the implementation and monitoring of the NSGE.

The **Promotion of Girls’ Education (PGE)** scheme aims at improving girls’ retention and performance at school. More than 1,000 primary schools in 15 districts of Uganda have so far benefited from this scheme. The PGE scheme provides funds for the construction of latrines, classrooms, houses of senior women teachers; girls’ play grounds, and enabling school children to access water and sportswear.
The **Equity in the Classroom (EIC)** programme aims at facilitating equal participation of girls and boys in the classroom. It is a USAID-funded programme that provides Technical Assistance and Training workshops whose great target is to increase girls’ classroom participation and completion of primary school. It is in line with the MoES mission to “provide quality education to all” (*UPE Newsletter*, Vol. 2 No. 2, 2001). Teachers have been sensitized to change any negative attitudes towards girls’ education and adopt methods to promote equity in the classroom. The implementation of EIC is basically done through the core primary teacher training colleges (CPTCs), and EIC activities have been mainstreamed in the National Reform Programme of MoES. All the 18 CPTCs have been covered. The PTC trained 446 Coordinating Centre Tutors (CCTs) who have the capacity of reaching over 9,000 (85%) primary schools of Uganda.

The **Complementary Opportunity for Primary Education (COPE)** programme and the **Alternative Basic Education for Karamoja (ABEK)** are initiatives aimed at increasing the access of disadvantaged children who are not able to attend formal school, many of whom are girls. Both COPE and ABEK are programmes facilitated by UNICEF Uganda CP 2001. So far, 162 COPE/ABEK centres benefiting 3,502 disadvantaged girls and 2,906 disadvantaged boys in 10 districts have received support.

The **Classroom Construction Grant** (CCG) programme builds classrooms and pit latrines for schools while specifically separating girls’ latrines from those of boys.

The **Gender Desk** in the MoES headquarters was established to promote activities and programmes aimed at correcting the gender imbalances in education. The Gender Desk aims at achieving: equitable access to basic education; increased retention of girls in school; increased girls’ performance, especially in science and mathematics; protection of girls against child abuse and other forms of molestation; reforming the curriculum to make it more gender-sensitive; improving educational facilities by making them more conducive particularly to girls and other disadvantaged children; and, training and re-training teachers (particularly senior women/men teachers and career teachers) in gender-responsive methodology and practice and formulating a gender policy for the MoES.

The **Girls’ Education Movement in Africa (GEM)** was also launched in Uganda in August 2001. The movement aims at promoting gender parity in education through enabling girls to realise and concretize their rights to participate in identifying best practices that enhance their participation in education, and issues that affect their education, and life skills henceforth. GEM specifically targets girls with special needs and creates awareness among the communities about the benefits of educating girls. GEM is a product of the MoES Gender Desk.
The **Child Friendly School** programme is another intervention facilitated by the UNICEF GoU CP for 2001. It aims at promoting girls’ education in friendly school and home environments at the sub-county, district and national levels. This programme is coordinated by the Gender Desk of the MoES.

**Girls and focusing Resources for Effective School Health (FRESH)** focuses on provision of safe water and sanitation to schools; provision of washrooms for girls; urinals for boys; and latrines with priority for girls and special emphasis on separation from boys’ facilities. About 642 children (girl)-friendly primary schools, including promotion of interactive methodologies have benefited approximately 145,500 girls and 259,000 boys.

**Uganda Gender Policy (2007):** The policy recognizes education as an essential human development indicator. According to the Uganda Population and Housing Census (2002) the current illiteracy rate for Uganda is 32%. However, gender disparities still exist with 23.6% of males as compared to 37.6% of females being illiterate.

**National Policy on Orphans and other Vulnerable Children (2004):** The policy earmarks education as one of the areas for intervention in as far as orphans and vulnerable children are concerned. For the periods 2005-6 and 2009-2010, government developed the national strategic programme plan of interventions on orphans and vulnerable children. The intention of the strategy was to make the policy operational (MoGLSD, 2004). However, implementation of the policy has relied on donor funding, which will render its operations difficult to sustain once donor funding ends after each period.

**Basic Requirements and Minimum Standards Indicators for Education Institutions**
The MoES reviewed the Basic Requirements and Minimum Standards Indicators for Education Institutions in Uganda in 2010. A number of aspects that were intended to improve the school environment for girl child education were integrated during the review.

Under Indicator 9, Health, Sanitation and Environment Organization and Development, schools are required to provide washrooms and associated facilities for girls; and separate bathing facilities and latrines/toilets for male and female learners or teachers (p. 29).

Indicator 12 on Organization and Management of School Safety and Security specifies that institutions should have school rules and regulations on prevention of violence and abuse; prevention of violence procedures; mechanisms for reporting abuse or violence; responses to cases of violence (psychosocial systems, health care and counselling referrals) and peer to peer support mechanism (reporting and monitoring (p.34).

**Inequitable teacher deployment in secondary education**: Following a review, it was proposed affirmative action be undertaken to address this issue. The sector developed a comprehensive strategy on the provision of staff accommodation that will address teacher deployment problems. The Ministry has embarked on constructing teachers’ houses.

**Under-enrolment in some of the USE schools**: The Ministry introduced a policy on boarding facilities for USE schools to address the issue of under-enrolment in USE schools. The special case of schools located in sparsely populated areas like islands and SNE schools is being worked on and boarding facilities are already being introduced in such schools.

**Cross-cutting issues**

The Gender in Education Policy was developed and disseminated to various stakeholders; CCTs and DPOs in Central, Northern and Eastern regions.

**Pregnancies and Motherhood in schools**: Formulation of policy guidelines on teenage pregnancies and motherhood in schools is in progress.

**Guidelines of Alternative to Corporal punishment**

Corporal punishment is prohibited under Article 94 of the Children’s Act. According to a research report by ANPCCAN-Uganda (2011) schools do not have specific guidelines and documented policies on violence against children. None of the schools reviewed for the research by ANPCCAN (2011) was implementing the guidelines by the MoES on the alternatives to corporal punishment and all the schools were still caning children as a form of punishment. The major gap with regard to violence against children is that there is no explicit policy in Uganda to end it in different settings including schools (African Child Policy Forum, 2011).

**4.2 District-level initiatives and factors impacting on Girls’ Education**

**4.2.1 Programmes promoting girls’ education**

All the five districts of Kampala, Amudat, Kasese, Tororo and Zombo are implementing the government’s policies on Education including: Universal Primary Education, Universal Secondary Education, Education Policy, Promotion of Girls’ Education and Classroom Construction Grant. Kampala’s focus to increase access, retention and completion rates in primary and secondary schools is first and foremost on the provision of school infrastructure. Particular attention is paid to the construction of buildings that are both gender and disability sensitive. The facilities provided include toilets, washrooms, soap, and water harvesting tanks, furniture and general renovation. To increase access, government provides children who have
learning challenges separate units that are attached to regular schools so that they can get specialized attention to facilitate easier learning. There are also some specific facilities for physically handicapped and deaf exclusively. They have also built teachers’ houses to increase the time teachers interact with the children at school.

Gender parity has been achieved in Kampala District, especially at the primary level. The District Education Office has made an effort to promote equity and across the board there are more girls than boys. In this regard too, Kampala City Council (KCC) is planning to develop a gender strategy for the education directorate to guide programming for gender-sensitive education initiatives in the schools.

**Government programmes implemented**

Schools implement different programmes to improve on girls’ access, retention and completion rates including:

*Presidential Initiative on AIDS Strategy for Communication with the Youth (PIASCY)*

The programme in which messages on the dangers of early marriages, sex, HIV/AIDS and the importance of maintaining one’s virginity, among others, are placed on the school compound to educate pupils about the dangers of early sex, HIV/AIDs and related issues, among others. This programme promotes the “Talking Compound”. Three of the schools visited had talking compounds.

*Guidance and Counselling for girls in primary and secondary schools*

Schools have appointed senior women and male teachers (SWT and SMT respectively) to provide counselling and guidance to the female and male pupils/students respectively in both primary and secondary schools. All the four schools visited in the district had an SWT and an SMT. In some schools; the senior women teachers have received training on their roles and responsibilities while in the majority of the schools the senior women teachers do not receive any training. The concern was about the big numbers of children the SWT/SMTs are supposed to counsel.

*GEM*

GEM is active in some schools but not in all. GEM is mainly implemented in government aided schools.

Schools also invite Guest Speakers to talk to the girls and boys to mentor them and advise them to avoid early sexual engagement.
Schools visited in Kampala also use the general assembly to sensitize children about how they can keep in school. At Mengo Senior Secondary School, every Friday during general assembly there is a talk on guidance and counselling.

Schools discourage peer group counselling by students where girls and boys are encouraged to be just friends and have a love relationship. They also organize talks for staff members to sensitize teachers on dressing code, social etiquette, how to conduct themselves among students, how to cope with stress and holistic development.

**Sanitary facilities for Girls**

School facilitation grants have contributed to construction of latrines in government-aided schools. All the four schools visited in the district had separate toilets for boys and girls.

For government-aided schools, the standards for sanitation facilities are followed but many of the private schools are not adhering to the required standards because the communities are not compliant due to ignorance and political interference.

The two secondary schools visited indicated that they provide sanitary pads and skirts for those who may begin the menstruation period at school. The Menstrual Kit consists of: a tap in the toilet, basins, buckets and soap. No *lesu* (sarong) is provided, and if someone’s skirt is spoilt, she ties a sweater around the spoilt part of the skirt.

Some parents do not provide their children with sanitary pads because they cannot afford to buy them. Some of the girls use toilet paper and rags. The schools visited were trying to work towards meeting what is required under the Menstruation Kit but had not yet attained the full kit. However, most schools in the district are not able to meet all this.

**Provision of sanitary towels to girls**

Some schools provide sanitary towels to girls during their menstruation periods. They use part of the funds provided under the UPE funds to buy some few sanitary towels to be used for emergencies.

Some NGOs and private companies donate sanitary towels to schools but this is usually a one-off activity and is not sustained.

**Incinerator**

Disposal of sanitary materials for girls was a big problem. Schools visited found it hard to construct incinerators and as result latrines for girls would fill up much faster than those of boys.
Role of Senior Woman Teacher in promoting girl child sanitation at school

The SWT plays a big role in promoting sanitation for girls at school in all the schools visited, including:

- Counselling girls on behavioural change;
- Sensitizing them on sex education (on the relationship between a boy and a girl, importance of being a girl, education of the girl child, how to conduct themselves and how to overcome sexual harassment;
- Sensitizing children on sexual maturation and how to handle menstruation;
- Advising, helping, and working hand in hand with the nurse to do pregnancy check-ups.

Female Teachers

In Kampala District there are an adequate number of female teachers. Majority of the teaching force are females. The problem is with this is that the time they spend on reproductive roles during maternity and when attending to sick members of their families. Most female teachers prefer to work in Kampala in case their husbands are working there. Secondly, the social amenities in Kampala are a big attraction to female teachers to remain in Kampala. In Kampala, they get more pay in terms of PTA allowances.

In Tororo District, Universal Primary and Secondary Education (UPE and USE respectively) are the main programmes that are well known and implemented. These programmes have contributed to the increase in the numbers of girls in school and have brought the enrolment rates near parity. Since education at primary and secondary level is largely free, parents cannot discriminate girl children as it used to be in the past. Affirmative action at tertiary levels is another initiative that is known to encourage the education of girls, as both parents and the girls themselves are aware that prospects for females at higher levels of education and in the field of work have been opened up. UPE and USE have contributed to increased numbers of girls enrolling in school and continuing to secondary school more than before. The Children’s Act is seen as important for the protection of children.

The respondents met in Tororo see these programmes as having been largely successful. Higher rates of school enrolment have led to the employment of more teachers and expansion of classroom capacity through construction of additional classrooms to accommodate the increasing numbers of learners. There are, however, some challenges, relating to low salaries paid to teachers; limited housing units for teachers; and, some parents having become more and more reluctant to support their children with school requirements. When parents do not provide materials like books and pens required for learning, the children affected get discouraged.

Friendly School Environment
Schools have done much to ensure that the children are engaged in academic activities to avoid having an idle mind. It was observed that having ‘talking compounds’ was common in schools. There are messages in the school compound about rules and regulations, messages against behaviour that can lead to HIV/AIDS, pregnancy, etc. Some schools provide private facilities for girl children especially when they are in their period’s e.g. sanitary facilities and washrooms. In some schools, girls are provided with sanitary towels when they are in their monthly periods. Some girls mentioned that the senior woman in school has pads and when they have a problem, they go to her. Plan Uganda has trained senior women in schools they support in Tororo about how to handle and support girls in school.

At district level, bye-laws have been passed to support education. These include one that requires parents to contribute food for their children at school but parents have not respected this bye-law.

There has been a special emphasis on improved sanitation in schools. Separate pit latrines are available in schools for girls and boys. This encourages girls to continue with schooling even during their periods because they are not stigmatized by boys. Girls feel safer when they have separate latrines to use. Automatic promotion has encouraged children to remain in school as they are not made to repeat classes. However, the downside of it is that weaker learners are promoted to higher classes without the improvement needed on their part to qualify for the higher classes. This affects the quality of learning and generally the quality of education in the country.

Other related challenges to the implementation of policies and programmes in place include the high level of corruption where resources may be diverted to selfish uses. Funding for school inspection and other education support programmes is low and some necessary activities remain undone. Some parents were reported not to be so keen about the education of their children and thus not supporting and encouraging them.

In Kasese District, girls’ enrolment had increased due to government policies on increasing access to education especially at primary education level. In secondary schools, the government provides a capitation grant for each student (i.e., Shs. 41,000/- per child for “O” level and Shs. 81,000/- for “A” level). In addition, the government provides books for the library, builds laboratories and provides equipment and water storage facilities, i.e. tanks of 6,000 litres. On the other hand, parents provide uniforms, exercise books and lunch.
In order to increase girls’ enrolment under USE, during S.1 enrolment, some schools give girls a concession. If the school’s cut off point is aggregate 25, they lower the requirement to aggregate to 28 in favour of girls.

Provision of accommodation or hostel facilities has also led to the realization of increased enrolment for girls undertaking secondary education under USE.

Kiruhe High School is an example of a private school implementing USE and has endeavoured to promote girls education at secondary level as indicated below:

- During S.1 enrolment girls are given a concession, if you end at 25 general for girls they take up to 28 aggregate.
- Provides accommodation for girls, well-furnished hostel for girls and matrons who are strict on discipline.
- Get guest speakers to talk to girls about girl child education. Guidance and counselling is constant.
- Health: equipped the sickbay with all the necessities for menstrual period.
- Constructed bathrooms for the boarders and day scholars.
- Bishop Masereka funds a big percentage of girls in schools - Compassion International sponsors 45 students.
- Developed an internal scheme which sponsors girls who perform well, i.e. 1st to 3rd every term. This has had positive impact as competition among girls and boys is stiff, and it has reduced the inferiority complex among girls.

“Go Back to School Campaign” in Amudat

Amudat District runs a “Go Back to School Campaign” at the beginning of every term to encourage parents to send children back to school after the holiday period. In Amudat, children do not just go back to school when the holiday is over. Some of the parents need to be reminded and encouraged to send children to school at the end of the school holidays and the children themselves have to be reminded that it is time to go back to school.

The “Go Back to School Campaign” is supported by UNICEF and other partners including NGOs working in the district. A lot of emphasis is put on education because its implementation is a major problem in the district. Spear-headed by the Resident District Commissioner (RDC), the campaign involves the political and technical leadership of the district, and religious leaders, especially those from the Catholic Church and Church of Uganda.

While this campaign has been run for the last few years, it was this year (2012) that the campaign took a sharp and positive turn when some children started leaving their villages to seek for opportunities to go to school. This was as a result of the campaign targeting the
children as well. The campaign had targeted community leaders who were requested to encourage children to go to school. While in the Pokot culture children do not sit with adults in meetings, children would come around and sit at a distance to listen.

Some of the children, especially girls, started coming to the RDC to say that they wanted to go to school. Children started leaving their villages and going to town to join schools. Others went to the nearest schools they were able to reach. Some children went to town and asked the RDC to take them to school. When some of them were admitted in Kalas Girls and Kalas Boys’ schools, more children started streaming to these schools. One hundred and thirty (130) girls and 30 boys had so far come to these schools on their own, without the consent of their parents. Some of the girls were already circumcised and being prepared for marriage. A few were already married. One girl was said to pregnant.

All these children were put in primary one. The schools were overwhelmed with the extra children but their leaders insisted that they were very happy to have the children and the teachers had made arrangements for them to share facilities. Some partners came in to help and provided mattresses and other school materials. The children were excited and were learning very well. However, some of the girls, especially those who were circumcised later left the schools and returned to the villages due to the pressure of parents and other community members. On a positive note, the majority (about 80) remained in Kalas Girls’ School.

Some parents came to school and demanded that their children, especially the girls, should go back home. Police was deployed to protect the schools where these children had run to. Parents were invited and engaged in a dialogue with the RDC. Parents were requested to sign a police bond indicating that they would ensure that their children returned to school when they went home for holidays. It was reported that some parents whose daughters were already of age for marriage refused to sign the police bond saying that they could not guarantee the return of their daughters, especially those for whom bride price had already been paid. The children were grateful to the RDC, the school management and the Police for keeping them safe in school. During a focus group discussion with girls at Kalas Girls’ Primary School, one girl said:

“I give thanks to the government because our parents came and wanted to break the fence of the school but police stopped them.”

Some of the girls who had run away from home to school mentioned that they could not go back home because they would be circumcised and forced into marriage. At the time of the study, Kalas Girls Boarding School which received the highest number of girls through the “Go Back to School Campaign” was making arrangements for the girls who were not able to go back home for holidays to remain at school. The World Food Programme (WFP) had promised to
provide food for such children and appeals were being made by the RDC and the schools to support these children not to lose the opportunity to remain in school. The head teachers of Kalas Girls’ and Boys’ schools mentioned that these children needed support in form of uniforms and other school materials and personal use items to remain in school and required sponsors. One girl said:

“Since I escaped from home to school I have been rejected by parents. They say that I have destroyed the image of the family. I cannot go back home. My parents will not accept me. If they accept me, they will not allow me to come back to school.”

The RDC was applauded by most of the key informants and the children in schools. They all said that the RDC was helping children to go to school The female parents, the Chief Administrative Officer, District Inspector of Schools, Religious leaders (Catholic and Church of Uganda, Teachers and NGOs all praised the RDC for his role in encouraging education, and especially girls’ education, in the district.

School management committees and PTAs are active in the “Go Back to School” campaigns. They meet parents and children and explain the importance of education. Sometimes children are involved in games and sports through which they are sensitized about education.

There are only 12 primary schools and only one secondary school in the whole of Amudat District. The distances between schools are very long and the catchment villages very vast. For instance, the District Inspector of Schools said that some children were expected to walk about 15km to access a primary school.

Generally, enrolment of children in school is very low. According to the District Inspector of Schools there are a total of 4,550 children enrolled, of which 2,587 are boys and 1,963 girls in primary schools, while 538 boys and 520 girls are in community schools and 135 boys and 56 girls in secondary schools. This is against a total of 60,000 children expected to be in school, indicating that for Amudat, only about 7.6% of school-going-age children are enrolled in school. The percentage for girls is much lower.

Performance of both boys and girls in Amudat schools in very poor. For instance, in the Primary Leaving Examinations (PLE) of 2011, Amudat District had a total of 7 pupils in Division One, and all of these were boys and no girls. The table below shows the overall performance in PLE in 2011:

Table 4.1 Primary Leaving Examinations (PLE) results of Amudat District 2011
Zombo District has at least one secondary school in every sub-county. Some schools are public while a few are private. Government has provided grants to construct seed schools. One of the seed schools visited (Paidha Seed Senior Secondary School) was well constructed with well-equipped laboratories, well-built latrines and classrooms and a few teachers' houses. The good infrastructure, according to the students, motivates them to study. Government has supplied textbooks and chemicals to science laboratories in some schools. This has eased teaching and learning in the schools benefiting from government support.

The short distance to schools has reduced the dangers girls face to and from school. In terms of implementation of government policies, girls’ enrolment in Primary One is high. In Paidha Primary School, for instance, out of 348 pupils enrolled in Primary One in 2012, 163 were girls and 185 were boys.

The overall performance of girls in primary and secondary schools is very poor. For instance, according to the 2011 Primary Leaving Examinations (PLE) results for Paidha Primary School, only one pupil, a boy got Division One. The majority of pupils were in the third and fourth divisions. In private primary schools the performance was much better than in public schools. For instance, Paidha Model Primary School (a private school) had 44 pupils in Division One while the rest were in Division Two.

School factors impacting positively on girls

School facilitation grants have contributed to construction of new classrooms, latrines and other school infrastructure. In the four schools visited for the research, all the school latrines for boys and girls were separate. The study also revealed that separate latrines for girls and boys had contributed to retention of some girls in schools because during their menstruation, they were able to use their latrines without fear of being teased by the boys. Some schools provided sanitary towels to girls during their menstruation periods but these were insufficient because parents had abdicated their roles in supporting UPE and USE and did not want to contribute anything to their daughters’ education. As a result on days when the girls did not have sanitary towels, they missed school.

District directive on school attendance
**Zombo District** has issued directives instructing local councillors to enforce compulsory attendance of school by children of school-going age particularly at primary level. The district instructed LCs to register all children of school-going age and share the information with schools. Despite the positive step, they have no transport to enforce the directive from home to home. As a result some children of school-going age do not attend school and there is no follow up on their failure to attend.

**Placing books in the hands programme**

This programme is being implemented to encourage pupils to develop a culture of reading. Through the programme, pupils borrow books which they take home to read and return. However, most schools do not have libraries and the required number of books to enable all children access books.

**Presidential Initiative on AIDS Strategy for Communication with the Youth (PIASCY)**

The programme in which messages on dangers of early marriages, sex, HIV/AIDS and importance for virginity among others are placed on the school compound to educate pupils about the dangers of early sex, HIV/AIDs and related issues among others.

**Counselling and guidance for girls in primary and secondary schools**

Schools have appointed senior women and male teachers to provide counselling and guidance to the pupils and students in primary and secondary schools respectively. In some schools, the senior women teachers have received training on their roles and responsibilities while in the majority of the schools the senior women teachers have not received any training. The required skills for counselling and guidance are therefore lacking, which makes it difficult to trust their thoroughness as they play their roles and responsibilities. In a nutshell, the programmes put in place by schools in Zombo to ensure retention of girls in schools include:

- Regular check-up of girls for pregnancy;
- Meetings between teachers and girls;
- Straight talk club that guides the girls on how to behave;
- Guidance and counselling by senior woman teacher of issues that affect girls.

**4.3 Forms of discrimination and violence against girls**

**4.3.1 Common forms of abuse against girls**
School-based discrimination and abuses

The research also set out to gather information on the forms of discrimination and violence against girls within the school, the family and the community. Research findings indicate that both pupils/students and teachers demonstrated a good understanding of the forms of discrimination and acts of violence perpetrated against girls within the school. The different forms discrimination and violence against girls identified in the study are presented in Table 4.2

<table>
<thead>
<tr>
<th>Forms of abuse girls face at school Perpetrated by Teachers</th>
<th>Forms of abuse girls face at school Perpetrated by fellow Pupils/Students</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Abusive language;</td>
<td>• Verbal abuse, i.e., verbal utterances related to adolescence, obscene language directed at girls and being laughed at, nicknaming;</td>
</tr>
<tr>
<td>• Sexual harassment including bad touches. Some teachers touch girls’ breasts, beat their bums while they are mopping;</td>
<td>• Bullying;</td>
</tr>
<tr>
<td>• Being despised by teachers;</td>
<td>• Laughing at girls especially those whose uniforms get stained with menstrual blood;</td>
</tr>
<tr>
<td>• Discouragement especially directed against mature students/aged students);</td>
<td>• Spreading rumours about girls;</td>
</tr>
<tr>
<td>• Differential treatment accorded to boys and girls in class. Teachers pay more attention to boys’ academic needs than those of girls;</td>
<td>• Physical battery directed at girls;</td>
</tr>
<tr>
<td>• Corporal punishment involving beating girls for no offence but the teacher says, “I love you very much that’s why I give you a blessing of a beating”;</td>
<td>• Sexual harassment mainly bad touches on the breasts and thighs, waists and bums; kicking girls’ bums;</td>
</tr>
<tr>
<td>• Gossiping about girls;</td>
<td>• Demands for sex through utterances, sweet talking girls, and love letters;</td>
</tr>
<tr>
<td>• Discouragement from teachers;</td>
<td>• Forced sex;</td>
</tr>
<tr>
<td>• Denial of permission to go home / hostel in case of sickness or forgotten scholastic materials.</td>
<td>• “Betting”  - some boys ask other boys/prefects to get girls to fall in love with them;</td>
</tr>
<tr>
<td></td>
<td>• Insults from boys when studying about reproduction in science lessons;</td>
</tr>
<tr>
<td></td>
<td>• Interference with girls’ privacy. Some boys open girls’ bags and tell the class that the girl has pads;</td>
</tr>
<tr>
<td></td>
<td>• Peeping at girls’ toilets and opening the disposal buckets for sanitary materials;</td>
</tr>
<tr>
<td></td>
<td>• Undermining and overlooking ideas and academic arguments from girls;</td>
</tr>
<tr>
<td></td>
<td>• Stealing girls’ notes;</td>
</tr>
</tbody>
</table>
The most common forms of discrimination and violence against girls were sexual harassment, verbal abuse, corporal punishment and differential treatment accorded to boys and girls where boys were more favoured in class than girls. These were given by all children in FGDs and individual interviews in all the schools visited in the study.

In Kampala, sexual harassment was the most common form of violence experienced by girls at school. The different acts of sexual harassment that girls are subjected to include bad touches, vulgar language, demand for sex from girls in form of love letters and utterances. Bad touches are directed at the breasts, thighs, waist and bums and sometimes in form of a kick on the girls’ bums and are perpetrated mainly by male pupils/students but in some instances by male teachers as well. It was revealed in the study that bad touches against girls from male pupils/students usually happen during clubs, when the children are in a crowd.

Though the school administration at the schools visited did not disclose that teachers still perpetrate sexual abuse against girls, female pupils/students in both primary and secondary schools visited disclosed in FGDs that some teachers did so. For instance, in one of the primary schools visited in Kampala, the girls complained in an FGD that some male teachers touched their bums when they were mopping or sweeping the floor. In Kasese District, a respondent in the Education Office confirmed this when she revealed that some cases of sexual violence against girls involving teachers were not reported to their offices. “We have heard that some girls have been impregnated by teachers but the head teachers do not want to disclose this to our office,” she said. Other situations where male teachers subject girls to bad touches occur when the teachers send girls to take books to their homes or when the girls go to the teachers’ homes for special coaching in particular subjects.

However, male pupils revealed that some male teachers and pupils/students demanded for sex from girls as retaliation for the demands for money the girls put on them. Children’s responses from some of the private schools visited seemed to indicate that incidences of sexual harassment perpetrated by teachers were less common in these schools compared to government aided schools. This was attributed to the strict rules set by the proprietors since such a practice can influence parents to remove their children from the school. In one of the primary schools visited in Kampala District that is privately owned, the girls said that their male teachers neither practice bad touches nor write love letters to them because they are faithful and God-fearing.
What emerged from the findings of the study was that sexual harassment perpetrated by teachers against girls had reduced, though there were a few teachers who were still involved in the practice. This was also partly due to the current law on defilement in Chapter XIV of the Penal Code (amended 2007), which stipulates that if a person in authority like a teacher defiles a child, this will constitute aggravated defilement which is punishable by death. This has made teachers to be careful not to be involved in sexual relations with female pupils/students.

Girls also suffer sexual harassment from male pupils in form of interference with girls’ privacy. Some boys open girls’ bags and tell the class that the girl has pads. Others peep at girls’ toilets when the girls are in, while others enter the toilets and open the disposal buckets for sanitary materials. When a girl comes out of the toilet and passes boys, they touch their noses to show that she smells.

Verbal abuse against girls is another common form of violence against girls at school. This is perpetrated by male pupils/students and both male and female teachers, but mostly male teachers. The common words of abuse by teachers include: “you are big for nothing”, “you mother” among others. An official in the Education Office at Kampala Capital City Authority (KCCA) revealed that the office received a case from one of the primary schools in Kampala District, where a girl beat up a male teacher because he used abusive language against her. The teacher had told the girl that she was big enough to be a mother. It was revealed in a girls’ FGD in one of the primary schools visited in Kampala District that when the girls ask for permission to go home due to stomach pain or headache, the teachers tell them to go to Mulago hospital and produce babies. In one of the secondary schools visited in Kampala District, girls complained that male teachers use bad language following simple mistakes as a way of reprimanding them. Other acts of abusive language by teachers and male pupils/students are nicknaming and backbiting and spreading unfounded rumours against girls. The girls were concerned that backbiting by teachers makes them uncomfortable.

Girls faced much verbal abuse from boys as well. The girls complained that male pupils/students use bad language against them. Verbal abuse include words like “girls are silly”; “fat girl”; “you are figureless; “strong legs”; “figure 9”; “you are leaking”, among others. They also insult girls during the lessons on reproduction, especially when the pupils are introduced to reproductive organs for the first time in P6. The boys tell girls, “You have a big one”.

It was also found out by the study that some girls also subjected fellow girls to physical assault and verbal abuse. This mainly happened when girls quarrelled over a boyfriend, especially when a boy first tried to befriend one girl and then decided to befriend another one.

Hostels were also found to be “devils” to the children. There was no control and no also way they could be given guidelines to follow. Some children stayed in the hostel and did not get to
school. However, some hostels carried out roll calling, and some hostel proprietors checked at the schools to check on the children. For children to go home some wardens had to give permission; but others just allowed them to go anywhere they wanted.

Some schools, especially private ones, did not have mentoring programmes for girls. Some of the programmes for life skills, like PIACY that existed in government-aided schools, were not implemented in private schools.

Some senior women teachers (SWTs) were not able to carry out their roles effectively because of the big numbers of children. Moreover, some have not got any training in the relevant issues. Some were overwhelmed by the needs of the girl children; especially in schools that did not provide emergency sanitary towels and the SWTs had to buy them with their own money.

In Kasese District, it was found out in the study that violence against girls in form of corporal punishment is still common especially in primary schools, though the practice is prohibited by the Ministry of Education and Sports. This was raised in all the children’s FDGs done in the study. In some instances, girls are beaten for no apparent offence, but the teacher says, “I love you very much, that’s why I give you a blessing of a beating.” Teachers give girls heavy / harsh punishments like beating, especially to those girls who refuse their sexual advances. In some instances, this makes such girls abandon school. However, male pupils /students at Kitswamba SDA Primary School argued that some girls are beaten by teachers because they are talkative and therefore make much noise in class. The findings of the study further reveal that corporal punishment is mostly perpetrated against children in private schools in an attempt to push the children to attain excellent performance and attract more parents to the schools.

Differential treatment accorded to boys and girls in class was found to be a common discriminatory practice against girls in some of the schools visited in the study. Some teachers favour boys and pay more attention to their academic needs than to those of girls. Girls are neglected in several ways, for instance, they are neither encouraged to ask questions in class nor chosen to answer questions. Boys pointed out in an FGD in one of the primary schools visited in Kasese District that some teachers segregate and neglect girls in class.

Some levels of student-to-student abuse that is academic related also happen within the class in some schools. Male pupils/students undermine and overlook ideas and academic arguments raised by girls as a way of indicating that the girls are not as bright as the boys. Some steal girls’ notes towards exams. Some girls also experience distraction in class resulting from sitting with boys on the same desk.

Use of girl children to offer domestic labour to teachers, and more especially female teachers, was also mentioned as a form of violence against girls at school. In some schools, mostly
primary school in rural areas, girls suffer child domestic labour perpetrated by female teachers. Some female teachers use female pupils to do for them domestic chores including cooking, washing up, fetching water and baby-sitting.

Other categories of staff mentioned who abuse girls are cooks. A child respondent in a boys’ FGD in one of the primary schools in Kasese municipality made a remark that cooks were also expert in abuses. They perpetrated both sexual and verbal abuse against girls.

Girl children with disabilities (CWDs) are another category of girl children who face some forms discrimination and violence at school based on their situation of disability. It was found out in the study that discrimination against CWDs is mainly in terms of lack of facilities to cater for their learning needs and in this respect, the most affected are the deaf and blind. Responses from teachers and officials in the education offices at the district levels indicated that little efforts had been made by government to create a child-friendly school environment for children with disabilities. One of the key informants said that nothing much was being done for girl CWDs and they were a forgotten lot. Figures from Kasese District show that female children with disabilities were more (5,699) than boys (2,940) in the district. Key informants in the education offices at the districts visited were of the view that what increases the vulnerability of CWDs to abuse at school was that they were within the mainstream schools and yet the schools lacked facilities to cater for their needs, such as special latrines that were disability-friendly. Further, schools do not have the capacity to protect girl CWDs from sexual abuse. Two cases of deaf girls who became pregnant, one in P6 and another in P7 in Kasese District were revealed in the study. It was difficult for the parents and school authorities to get information about the men responsible for the pregnancies because the girls could not talk to describe the events that led to this situation.

Most schools were not fenced and rendered children open to all forms of abuse. Children could also escape from school since it was difficult to keep watch over them. Regular counselling was essential to guide children and build their confidence.

Although teachers have a code of conduct, some teachers were reported as continuing to abuse girl children by engaging them in sexual activities. Girls and boys also engaged in sexual activities among themselves.

Sexual abuse did not necessarily have to take the form of a teacher having sex with a girl. It could also be in form of looking at her and commenting, “Look at her bums”; “she has big breasts”.
Some girl pupils mentioned that at school, teachers sought to engage some of them in love relationships. When asked about the challenges girls meet at school, they highlighted the following:

- Pressure from some teachers who want to engage girls into love relationships;
- Heavy punishments at school;
- Overworking at school, e.g. cooking for teachers, baby-sitting for babies of teachers instead of being in class, washing plates for teachers;
- “Some teachers ask for love from girls”;
- “We have problems of school fees”;  
- “At school when you repeat class you are beaten”.

Distances between schools and the catchment villages

Amudat District is big and not connected by roads. Some places are inaccessible by road. There are few schools in the district. For example, there is only one secondary school. Some parents cannot afford/are not willing to support their children to join a boarding school which is far off. The secondary school is not easily accessible to day scholars who live long distances away. The District Inspector of Schools mentioned that the long distances were a great barrier to girls’ education as parents were reluctant to allow their girls to walk long distances to school exposing them to the danger of being captured by would-be husbands as it is normally done in their culture.

During focus groups, both boys and girls pointed out the dangers that girls faced in the attempt to access schools that were far away from their villages. Girls expressed fears of meeting warriors on their way going home, where they could be defiled and taken for marriage. There was also the fear of wild animals.

Amudat also had the unique characteristic of having very few schools. The whole district had a total of 12 primary schools and only one secondary school that was operating below capacity. The secondary school had capacity to accommodate 800 students, but in 2012 there were 225 students and only 62 (25.5%) were female. Primary schools were also operating below capacity. Communities were scattered and access to school was difficult.

In response to questions relating to problems they faced on the way to and from school (Table 4.3) both girls and boys indicated that long distances was a major problem for them (30.1% F and 33.6% M). This is more than 60% of all the children mentioned that long distances to school was a major issue. This happens mainly in rural areas although children in towns may also experience having to travel long distances to reach preferred schools.
Table 4.3 Problems faced by children on the way to and from school

<table>
<thead>
<tr>
<th>Responses</th>
<th>Female (n=106)</th>
<th>Male (n=98)</th>
<th>Total (n=204)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Long distance</td>
<td>30.1</td>
<td>33.6</td>
<td>31.8</td>
</tr>
<tr>
<td>Disturbance from men and boys (women and girls for boys)</td>
<td>16</td>
<td>2</td>
<td>9.3</td>
</tr>
<tr>
<td>Accidents/ traffic jam</td>
<td>16</td>
<td>18.3</td>
<td>17.1</td>
</tr>
<tr>
<td>Bad weather</td>
<td>10.3</td>
<td>12.2</td>
<td>11.2</td>
</tr>
<tr>
<td>Bullying</td>
<td>1.8</td>
<td>3</td>
<td>2.4</td>
</tr>
</tbody>
</table>

Important to note is that a sizeable number of girls (16%) mentioned that ‘disturbance from men and boys while on the way to and from school was a problem. In Amudat however, it was found that hardly any girls go to day schools because of distances and the dangers that parents fear that girls may experience on their way to school. The main problem expressed by both girls and parents in Amudat is that girls can be kidnapped by potential suitors for marriage. Some female parents met in Amudat mentioned that they cannot let their girls walk the long distances through the bushes and along lonely paths in order to go to school. They mentioned that girls can only go to boarding school in Amudat.

While in school, children indicated that they faced some difficulties which affected their education. In relation to this, what children found most difficult was the lack of sufficient school fees. This affected both boys and girls. 44.8 percent of boys and 35.8 of girls indicated school fees as a problem (Table 4.4). Another problem children face while in school was corporal punishment. A good number of children (25.4% girls and 18.3% boys) indicated corporal punishment as a problem in their schools. Verbal abuse directed mainly at girls (18.8%) was also indicated at common/

Table 4.4 Type of difficulties they face in school cross tabulation by Gender

<table>
<thead>
<tr>
<th>Responses</th>
<th>Female (n=106)</th>
<th>Male (n=98)</th>
<th>Total (n=204)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Work</td>
<td>13.2</td>
<td>8.1</td>
<td>10.7</td>
</tr>
<tr>
<td>Distance</td>
<td>20.7</td>
<td>26.5</td>
<td>23.5</td>
</tr>
<tr>
<td>School fees</td>
<td>35.8</td>
<td>44.8</td>
<td>40.1</td>
</tr>
<tr>
<td>School materials/uniform</td>
<td>16</td>
<td>26.5</td>
<td>21</td>
</tr>
<tr>
<td>Poor teaching</td>
<td>7.5</td>
<td>9.1</td>
<td>8.3</td>
</tr>
<tr>
<td>Lack toilet and water facility</td>
<td>6.6</td>
<td>16.3</td>
<td>11.2</td>
</tr>
<tr>
<td>Corporal punishment</td>
<td>25.4</td>
<td>18.3</td>
<td>22</td>
</tr>
<tr>
<td>Physical violence</td>
<td>12.2</td>
<td>6.1</td>
<td>9.3</td>
</tr>
<tr>
<td>Sexual violence</td>
<td>4.7</td>
<td>4</td>
<td>4.4</td>
</tr>
<tr>
<td>Verbal abuse</td>
<td>18.8</td>
<td>8.1</td>
<td>13.7</td>
</tr>
<tr>
<td>Others-teasing</td>
<td>5.6</td>
<td>3</td>
<td>4.4</td>
</tr>
</tbody>
</table>
Asked how problems at school affected them, children indicated that the main effect was that the children missed lessons (Figure 4.1)

**Figure 4.1** How the problems affect their school attendance or performance

![Graph showing the effects of problems on school attendance or performance](image)

- **Become tired**: 40.20%
- **Miss some lessons**: 45.00%
- **Drop out**: 15.70%
- **Don't concentrate at school**: 16.70%
- **Get diseases**: 15.20%
- **Poor performance**: 14.70%

**Cultural attitudes**

Generally in Pokot land (Amudat), the people put less value on the education of children. Both parents and some of the children do not understand the value of education. They value cows more than anything else. They see boys as good for looking after cows and girls for fetching them more cows through marriage. The Pokot believe that girls who have not gone to school bring more cows than those who have gone to school. Those who have not gone to school are married off ‘young and fresh’. Key informants interviewed indicated that when girls in school started menstruating, they were withdrawn from school and prepared for marriage. They believed that those who had been to school were older and ‘spoilt’ and would not fetch as many cows. However, through sensitization, some parents, especially the female parents, had appreciated the value of taking girls to school.

**Female Genital Mutilation (FGM)**
This is a big problem in the district. Girls are circumcised from the age of 10 and after circumcision, they are considered ready for marriage. Most drop out of school after circumcision. FGM is a source of livelihood for the local surgeons. The more girls they cut, the more money they get so they tend to encourage the practice to continue and hide it from authorities. Some girls feel that if they are not circumcised, they are not respected in their community. FGM gives them pride. They see school as not giving them similar value and pride. School is not a priority for such girls. FGM is seen as increasing chances for getting married. Those not circumcised are stigmatized by their peers. If a girl does not get married at an early age, it is seen as a curse to the family. The gravity of FGM on girls is not clear both to the girls and their families. The FGM law is in place and some of the community members know about it but it is not respected. Many of the community members believe that the law is interference into their culture and that it should be ignored.

**Adolescent Pregnancy**

Some key informants mentioned that the Pokot are very unique people. Children listen to their parents and fear being punished. Pregnancy outside marriage is not very common. Those who get pregnant are mainly those coming from outside Pokot land. Sex outside marriage is also not so common among young people, which is something positive that can be built on. However, on talking to children, they mentioned that some girls in school, although few, got pregnant. Asked about what happens to such girls, children gave varied responses:

“*If they get pregnant they will have disappointed many and be chased away from school.*”

“*If it (pregnancy) happens at home parents will chase her and also sometimes the person who may have made her pregnant may deny her because of being young to be a mother.*”

One head teacher of a girls’ school mentioned that pregnancy is not very common; but when it happens, the girl affected is sent away from school.

There is no policy or official guideline in respect of girls returning to schools after pregnancy and having their babies. In Amudat, there are many child mothers forced into marriage who have no opportunity to go to school.

In Kasese, which is a border district, there is lucrative trade at the border and this poses a barrier to girl child education in various ways. Some parents derive a livelihood through this trade and therefore require their girl children to stay at home during the market days that occur at the border, while other parents take the children along to assist in the business. Some girls also get involved in commercial sex work at the border and end up dropping out of school due to pregnancy or just a feeling that they are wasting time in education yet they can make
quick money through commercial sex work. Girls carry merchandise for business men but these men they help to carry merchandise also defile them. Exposure to money makes them want to begin engaging in business instead of continuing with education.

There are also negative cultural perceptions about girl child education among the community. The community does not appreciate the value of educating a girl child.

Pregnancy was said to be the biggest cause of girls dropping out of school. A series of questions were put to children about pregnancy – whether they had known anybody who had become pregnant in their school, who were the perpetrators of such pregnancies and whether girls who became pregnant returned to school after giving birth. Tables 4.5 Indicate the children’s responses on pregnancy.

Table 4.5 Children’s knowledge of any girls who had stopped coming to school

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>162</td>
<td>79.4</td>
</tr>
<tr>
<td>No</td>
<td>38</td>
<td>18.6</td>
</tr>
<tr>
<td>Don't know</td>
<td>1</td>
<td>0.5</td>
</tr>
<tr>
<td>Missing cases</td>
<td>3</td>
<td>1.5</td>
</tr>
<tr>
<td>Total</td>
<td>204</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The question on knowledge of any girls who had stopped coming to school was put to children in school. Table 4.5 indicates that 79.4% had known of a girl who had stopped coming to school. Asked about the reasons why they girls had stopped coming to school, 45.6% (Table 4.6.) of the children said the girls had stopped coming to school because of pregnancy. In addition a high percentage (78.4%) of the children who participated in the study indicated that they had known of a girl who had become pregnant in school (Table 4.7.). According to the children, pregnancy was the highest cause of girls’ school drop-out. Lack of means of support was also mentioned as a problem that contributes to girls dropping out of school. Pregnancy is still a big constraint to girls’ education.
Table 4.6  Reasons for them stopping coming to school

<table>
<thead>
<tr>
<th>Reasons</th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sickness</td>
<td>16</td>
<td>7.8</td>
</tr>
<tr>
<td>Pregnancy</td>
<td>93</td>
<td>45.6</td>
</tr>
<tr>
<td>Lack of means and support</td>
<td>44</td>
<td>21.6</td>
</tr>
<tr>
<td>Marriage</td>
<td>27</td>
<td>13.2</td>
</tr>
<tr>
<td>No meals</td>
<td>1</td>
<td>0.5</td>
</tr>
<tr>
<td>work opportunity</td>
<td>3</td>
<td>1.5</td>
</tr>
<tr>
<td>Others</td>
<td>4</td>
<td>2</td>
</tr>
</tbody>
</table>

Table 4.7  Knowledge of any girls who have become pregnant in school

<table>
<thead>
<tr>
<th>Responses</th>
<th>Village</th>
<th>Town</th>
<th>City</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>84</td>
<td>68.5</td>
<td>100</td>
<td>78.4</td>
</tr>
<tr>
<td>No</td>
<td>14.4</td>
<td>28.5</td>
<td>0</td>
<td>18.6</td>
</tr>
<tr>
<td>Don’t know</td>
<td>0</td>
<td>2.8</td>
<td>0</td>
<td>0.9</td>
</tr>
</tbody>
</table>

Response to a question about whether the children knew who was response for the pregnancy of the girls they knew had become pregnant; the majority of the children (53.9%) mentioned that boyfriends were responsible indicating that there was sexual activity between boys and girls. A small number of children (9% and 3%) indicated that teachers were responsible for such pregnancies. Interviews with key informants indicated that due to the strict code of conduct for teachers, there was a significant reduction in numbers of teachers causing pregnancies among girls.

Table 4.8  Responsibility for pregnancy among school girls

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boy friend</td>
<td>110</td>
<td>53.9</td>
</tr>
<tr>
<td>Her husband</td>
<td>9</td>
<td>4.4</td>
</tr>
<tr>
<td>A teacher of the school</td>
<td>9</td>
<td>4.4</td>
</tr>
<tr>
<td>A teachers from another school</td>
<td>3</td>
<td>1.5</td>
</tr>
<tr>
<td>Someone else</td>
<td>13</td>
<td>6.4</td>
</tr>
<tr>
<td>Don't know</td>
<td>20</td>
<td>9.8</td>
</tr>
<tr>
<td>Missing System</td>
<td>40</td>
<td>19.6</td>
</tr>
<tr>
<td>Total</td>
<td>204</td>
<td>100.0</td>
</tr>
</tbody>
</table>
The sad news established by this study about pregnancy is that most of the girls who get pregnant do not return to school after giving birth. 38.2% of the children mentioned that girls who get pregnant do not return to school while 33.3% said that only some of the girls return to school (Table 4.9). This indicates that most of the girls who get pregnant do not return to school.

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes all of them</td>
<td>10</td>
<td>4.9</td>
</tr>
<tr>
<td>Some of them</td>
<td>68</td>
<td>33.3</td>
</tr>
<tr>
<td>No</td>
<td>78</td>
<td>38.2</td>
</tr>
<tr>
<td>Don't know</td>
<td>6</td>
<td>2.9</td>
</tr>
<tr>
<td>Missing System</td>
<td>42</td>
<td>20.6</td>
</tr>
<tr>
<td>Total</td>
<td>204</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Early marriages are encouraged by most parents who want dowry so they let their children get married in order to get dowry or riches. There is also lack of sensitization of some people in the community about UPE and USE policies.

In Zombo, the community-related barriers to girl child education include the following:

- The children are not in school out of their interest but because education is free and government wants them to study. For instance, in one Senior 4 class of 2012, out of 160 students regular attendance was at 100 students, the majority of whom were girls. The location of the school in an urban area gave students opportunities to be in town and roam about.
- The culture of the community does not favour girl child education.
- The business men lure the girls with material things that their parents cannot provide. This leads to drop-out of some of the girls.
- The community does not encourage girl child education. In cases where teachers have attempted to track girl students, some of whom have eloped with men in the school vicinity, the community does not share information or encourage the girls to concentrate on their studies. When children sneak out of school, the community does not help the school authorities to detect the whereabouts of the students.
• The community is not interested in education of their children, including their performance. For instance, during annual PTA meetings, for a school with 900 students, only about 200 parents attend the meeting.
• There is no follow-up or supervision of students by their parents.

The main causes of drop-out among girls include:

• Early marriages, with some girls getting married at 13 years of age.
• Pregnancy: In public primary schools, the average number of pregnancies per term is two while in public secondary schools it is an average of three. Most pregnant girls are from unstable and needy homes.
• Defilement: On average, three cases of defilement were sanctioned by the office of the State Attorney in Zombo District. However, most of the key informants, including the Police Officer in charge of the Child and Family Protection unit in the district, stated that most defilement cases were not reported to Police as the families of the victims and perpetrators preferred to settle the cases out of court. One of the main reasons for this was material gain realized by parents of the girl. The key informants informed the study that most cases were settled for between Shs300,000/= and 400,000/=. The Police officer also noted that the defilement cases were mainly reported to Police when the perpetrator failed to pay the requested monies to the family of the victim.
• Culture which does not encourage girl child education as most girls are regarded as a source of wealth realized from early marriage.
• Some ceremonies like dowry events affect girls’ education as they are sent off to accompany the bride and celebrate for about a week. The informants also stated that during such ceremonies, girls are defiled and some eventually drop out of school due to pregnancy or early marriage.
• Lack of scholastic materials which parents are supposed to provide to enable their children to study but do not do so.
• Some parents do not support UPE and USE and do not want to cost share. They prefer their daughters to stay home and help them with domestic chores or take their goods to the market on market days for sale.
• High levels of poverty make girls shun school as they get more concerned with meeting their basic needs.
• The lack of mentors to encourage girls to remain in school has contributed to the high number of girl dropout rates.

In Tororo District, the community environment has changed against children. Community members no longer want to volunteer for services in communities including being watchdogs over children against abuse. On the other hand, there are mushrooming trading centres in communities which attract children to loiter around, exposing them to dangers.
There was also the problem of having old students and pupils in school whereby they were laughed at so they ended up leaving school. In a related vein, some teachers mistreated the older girls who were seen as a problem at school, and this led to some of them stopping to attend school.

Schools that had children from different countries, such as Sudan, Rwanda, Kenya, Somalia etc, faced another challenge because these children came with different cultural habits and manners.

Children who participated in the study were specifically asked specific questions about pregnancy in schools; whether they had known anybody who had dropped out of school, the reasons for dropping out of school and whether girls who drop out of school due to pregnancy were able to come back to school. The tables that follow provide the responses provided by the children from all the districts.

**Discrimination and Violence against Girls at Community Level**

The most common forms of violence against girls include sexual abuse with defilement accounting to about 80% of child abuse cases reported to police. Sexual harassment was also mentioned as one of the problems that girls face both within the community and at school. Indeed, early marriage, sexual harassment in school, defilement and child labour were identified as the most debilitating other forms of abuse against girls. It was reported that different categories of people, including relatives and teachers, took advantage of the girl child. Girls were easily physically abused as well because they were considered weak physically so they could easily be bullied and pushed around.

It was reported that some parents opted for out-of-court settlement when their children were defiled and this defeated the justice process. When asked about the challenges they had in school, some girls mentioned child labour, defilement, bad touches by boys and male teachers, use of abuse language by teachers and corporal punishment.

In **Amudat District**, the most common forms of violence against girls were highlighted as early marriage, forced marriage, FGM, domestic violence (physical and emotional). In a girls’ focus group, they said:

*“We have no time at home to read because most of the time our parents are quarrelling and there’s no peace at home.”*

*“Most of our parents are drunkards and use verbal abuses.”*
Some girls mentioned that those who were in day schools were sometimes attacked and raped/defiled on their way to and from school.

**Recommendations on Prevention and Redress for Discriminatory Practices and Violence against Girls at School**

- Schools should set strict rules against the practice of teasing girls. Sensitize boys about the importance of respecting the dignity of girls through guidance and counselling.
- Government should provide teachers with housing facilities so that when transferred they can move with their spouses to avoid enticing female pupils/students into sexual relations.
- Government should allocate more resources into programming for facilities for CWDs to increase their protection against abuse. Such programming should take care of the unique needs of the girls CWDs to protect them against abuse at school. The capacity of the police institution to handle cases of sexual violence against girl CWDs should also be enhanced. Police officers should be trained in sign language and how to communicate with blind persons and the police stations should be equipped with the necessary facilities to handle cases involving CWDs. The Child and Family Protection Unit at district police stations in each district should have a police officer trained to handle cases involving children with disabilities.
- The Ministry of Education and Sports should speed up the process to develop a curriculum on sex education. Teaching sex education in schools will equip children with skills to avoid early sexual engagement and learn how to protect themselves against sexual abuse.
- Guidance and counselling in schools should be strengthened to equip girls and boys with skills on how to relate amicably without subjecting one another to abuse. Male pupils/students should be taught how to treat girls with respect and persons of equal dignity with them. Schools should also sensitize girls about the dangers of wearing very short uniforms or make-up as these can increase the attraction of girls to teachers and male pupils and students. Trained counsellors should be sourced out by the schools to talk to girls to equip them with skills of assertiveness and how to gain confidence so that they are not intimidated by male teachers and boys who demand for sexual relations from them.
• Schools should streamline procedures for reporting abuse against girls. They should impose strict rules and regulations against fellow pupils/students who subject girls to abuse at school. The abusers should be dealt with as per the school regulations or the law in case of defilement.

• The provisions of the Teachers Code of Conduct should be followed when the school administration is dealing with cases of abuse against girls by teachers.

• The government should strengthen the enforcement of the law on defilement to end impunity for teachers who still perpetrate sexual abuse against female pupils/students.

• Communities should come up with bye laws and ordinances on how to enforce the law on defilement and other cases of sexual abuse against children at school.

• More sensitization programmes geared towards behavioural change should be implemented in schools. The talking compound should be enhanced and have more messages that sensitize children about abuse at school.

• Teachers and school administrators should be trained on gender-based violence to raise their understanding of the issue and equip them with better skills on prevention and redress for discriminatory practices and violence against girls at school.

• Development partners should allocate more resources and support to NGOs that implement programmes that promote girl child education.

4.4 Safety of girls to and from school

In all the districts visited during the study, it was found out that girls faced various risks to their safety as they went to and from school. The study findings indicated that girls attending day schools faced more risks along the way to and from school than those in boarding schools.

The risks to their safety included:

• Sexual harassment;
• Sexual advances and demands;
• Kidnap for marriage;
• Wild animals;
• Verbal abuse and utterances of discouragement to girls;
• Some girls are diverted from going to school and taken by men to their homes, lodges or bars to take alcoholic drinks;
• Physical abuse from strangers perpetrated against girls when they refuse their sexual advances;
• Child trafficking where some girls are enticed to abandon school for petty jobs like domestic work by neighbours;
• Bullying from fellow students, especially big boys;
• Theft of property, e.g., bags, books and wallets;
• Poor transport;
• Long distances;
• Having menstruation along the way and the uniform gets stained; and
• Insecurity along the way e.g. political strikes involving tear gas and shooting bullets.

The risks to girls’ safety to and from school differed from district to district but sexual harassment and verbal abuse were common to all districts. Similarly, the risks faced by girls in schools in urban areas slightly differed from those experienced by girls in schools in rural areas.

Sexual harassment is the greatest risk faced by girls when going to and from school and this is faced by girls in schools in both rural and urban areas. Girls are subjected to defilement, and sexual harassment in form of bad touches on the breasts, bums and private parts, and use of obscene language against them; demands for sexual relations and unsolicited gifts. Sexual harassment is mostly perpetrated by boda boda riders, taxi operators, builders and market vendors. Study findings indicate that girls in both primary and secondary schools are vulnerable to defilement along the way to and from school while sexual harassment is mainly subjected to girls in secondary schools as these are more mature and have big breasts. The size of the girls attracts the attention of the men to perpetrator sexual harassment against them. Walking along bushy places also increases the risk to defilement. Girls in candidate classes who are expected at school very early in the morning and leave school late when it is already dark also are at high risk of defilement and sexual harassment. However, some girls suffer coercive sex after taking gifts from strange men they meet along the way to or from school.

Girls are also subjected to verbal abuse on their way to and from school by men and village boys who do not attend school. Some men laugh at the girls, especially those that the men presume to be ‘ugly’ and those who are mature, while they rhetorically ask girls in primary schools, ‘okuladdi?’ meaning: ‘when are you growing up?’ A male pupil said this also takes the form of a group of men laughing at girls as they pass. This is illustrated by a remark by a male student in one of the children’s FGDs in Kasese District: “Some people laugh at ugly and aged girl students on their way to and from school.” Some men call girls any name to draw their attention.

It was reported during the study that girls also suffer sexual harassment, physical assault and verbal abuse from male pupils/students, especially those who are in higher classes.

The Education Officer at the Kampala City Council (KCC), the political and administrative authority of Kampala District, indicated that there had not been many cases where girls
suffered abuse while going to and from school because the schools were within the communities and parents could afford to take their children to the schools within their localities. This view, however, did not seem to reflect the reality of hordes of primary and secondary school children who could be witnessed either fighting for space in public taxis or actually walking to and from schools in the mornings and evenings. He noted they occasionally they got a few cases.

Girls faced several challenges on the road including being ambushed for sex relationships; some got into temptations of love relationships.

The mode of transport was mainly taxis, walking or bodaboda because most children come from average or low income families. The risks of bodaboda were high, and some children got involved in accidents. At one of the secondary schools visited in Kampala District, they had had a case where a girl had been ambushed and taken somewhere. She all of a sudden became unconscious. She was taken to a house and was defiled by a man. She reported the case to the SWT and the school administration reported the case to police. The school was following the case up. The survivor was 17 years in S.5.

It was found out that girls whose parents or guardians were not able to provide them with the basic personal and scholastic needs were easily enticed by bodaboda riders with little money.

The government did not have a policy on the protection of girls against sexual abuse when going to and from schools, and no policy was found at Kampala City Council on this issue. In Kampala District, the safety of girl children was a big issue for those who attended schools that were far away from home, especially within the city centre, and their parents were not able to drop them at or pick them from school. Some were abused by taxi men and bodaboda riders when they enticed them with free lifts. There was also a concern about young children who were handed over to bicycle bodaboda riders to take them to school and back home.

Some schools had put in place measures to increase the safety of the children by requesting the parents to register with the school the bodaboda rider who was entrusted to pick the child, and the school would not allow any bodaboda unfamiliar man to pick the child. Schools were also encouraging children who come from the same area to move in a group and such a group also had to include some boy children if possible.

There was also the problem of negative cultural perceptions about girl child education among the community. The community did not appreciate the value of educating a girl child. There was also the aspect of early marriages where some girls just decided to abandon school and elope with men.
Kidnap for marriage and wild animals were big risks to girls along the way to and from school in Amudat District. Wild animals posed a great risk to girl’s education in the Karamoja region because there were few schools in the region and therefore children walked long distances, in some cases up to 9 kilometres. Kidnapping for marriage, which is a cultural practice in Karamoja, was reinforced by the long distances children walk to school involving passing through some bushes and forests.

**Measures to promote safety of Girls to and from School**

It was found out during the study that the Ministry of Education and Sports did not have any policy in place on the safety of girls as they move to and from school. Interviews with the officials at the Ministry of Education and Sports revealed that the responsibility of ensuring the safety of children along the way to and from school fell on the Ministry of Gender, Labour and Social Development and law enforcement organs like the Uganda Police Force. A remark by a key informant in the Ministry of Education and Sports justified this assertion: “The schools do not have much to do about safety of girls along the way to school. Their jurisdiction is only when the children are in school. All matters related to the child out of the school gate concern the Ministry of Gender, the Police and LCs.” Therefore, in the absence of a policy from the relevant ministry on safety of girls when going to and from school, schools have devised some ways of addressing the problem. In Kampala, Kasese and Tororo districts, the school administrations advise children to move in a group to give one another security. Schools in Zombo District did not have any arrangements initiated by them to increase girls’ safety to and from school. In Amudat District, children were using army and police escort to provide security along the way to and from school. In some schools, girls were further advised that each group of girls should have some male children moving with them. However, it was also revealed during the study that having male children walk with girls to and from school also exposed girls to sexual harassment from the boys.

Other measures adopted to promote the safety of girls when going to and from school included parents renting rooms near the schools for girls to stay in to reduce on the distance they moved to reach the school. Some parents put girls in hostels located near the school. Some communities have made efforts to create a child-friendly community environment that is safe for children to move to and from school. This strategy was used in Kasese District with support from Save the Children. The community and the children work together through community mapping to identify the dangerous areas and where they can get support in case of any problems along the way to and from school. Some schools, especially those in urban areas advise parents to pick their children from school. Some schools have purchased school buses to provide transport to children while others procure services of transport companies to transport children to and from school. Some schools have introduced a regulation that parents who use bodaboda riders to bring and collect their children from school must register a particular rider with the school but should not use any other who is not registered. Schools also advise girls to
walk straight home and avoid hanging out in lonely places alone; and caution them not to accept lifts and gifts from strangers.

4.5 Existing Reporting and Accountability Mechanisms to Prosecute Perpetrators of Violence against Girls

4.5.1 Legal framework
The Government of Uganda has set up institutions to ensure that perpetrators of violence against girls are prosecuted. The Uganda Police Force which is established by the Constitution of Uganda is charged with keeping law and order. It is also responsible for investigating crimes and working with the Courts of Law to ensure that perpetrators are penalized in accordance with the laws of Uganda.

Findings from the districts of Zombo, Tororo and Kasese revealed that defilement remains the highest form of violence committed against girls. This finding is consistent with the Annual Crime and Traffic/Road Safety Report (2011) of the Uganda Police Force which showed an increase in defilement rates from 7,564 reported cases in 2010 to 7,700 in 2011. An average of three cases of defilement is reported to the police on a monthly basis. According to the Police Officers in charge of the Child and Family Protection Unit (CPFU) in the Police posts in the three districts, most cases of defilement are not reported to the Police. Families of victims prefer to resolve defilement cases with the perpetrator for material gain. This finding is consistent with the Annual Crime and Traffic/Road Safety Report (2011) of the Uganda Police Force which indicates that an average of 20 children are defiled daily in Uganda and further notes that the figure could be higher because most defilement cases are not reported to the Police.

In Zombo District various key informants including the Police Officer in charge of the CFPU, the Magistrate Grade I, the State Attorney and District Officials interviewed for the study stated that parents of victims only used police when negotiations failed or when the perpetrator failed to pay the agreed sum of money. It was reported that money paid by perpetrators to the victim’s family usually ranged between UGX 200,000/= and 400,000/=.

Section 40 of the Magistrates Courts Act (amended 2007) gives jurisdiction to courts presided over by Magistrates Grade I and II powers to handle cases involving children that do not carry a death sentence. They can therefore handle cases of simple defilement which cases involve children above 14 years of age but not aggravated defilement involving children of below 14 years which carry a death sentence. Widening the jurisdiction of Magistrates to handle cases involving children should reduce delays and many child victims should receive redress within a
short period of time. Despite the positive development, most defilement cases do not reach the courts of law for various reasons including:

- Failure by parents/guardians of the victim to report the case;
- Parents/guardians of some of the victims preferring to resolve defilement cases with the perpetrator for material gain and destroying evidence that would be vital to prosecute such cases.

In 2012 the Magistrate Grade I Court in Zombo District received 4 cases of aggravated defilement, and 13 cases of simple defilement.

In some cases the gaps in the provisions of the Children’s Act have failed justice for the victims. The Children’s Act (2000) does not allow children to be imprisoned with adults. Since the district does not have a remand home, child perpetrators of defilement are released. This has created a sense of disillusionment within the population, the majority of who do not understand the factors that contribute to this and therefore regard the legal process as lax in addressing the crime of defilement in this regard.

In Amudat, the district did not have a Magistrates Court, no prison services and no government health facilities able to undertake examinations, in case of rape. There was only one private hospital by the Church of Uganda which was at the level of Health Centre Four (HCIV) and they charged for examination of rape victim.

Some of the challenges mentioned by the Community Services Department regarding response to violence against women and girls were that: the referral system was not clear, child protection still a big challenge because girls were forced into marriage at a very early age. The marriages were arranged without the girls’ consent but on the basis on which family could pay the highest number of cows. Sometimes the girls were forced to marry older men who had the cows to pay.

4.5.2 Code of Conduct for Teachers

All the schools visited including those in districts like Kasese have the Teachers’ Code of Conduct. This prohibits teachers from having sexual relations with their pupils. The Code of Conduct also provides a framework for dealing with teachers who commit acts of violence against girls in their schools and stipulates steps that should be taken against teachers who, among other things, have sexual relations with their learners. Despite the existence of the Code of Conduct for teachers, the pupils and students in primary and secondary schools respectively revealed that there were cases of teachers who had sexual relations with girls. They added that some of the cases were not reported while others had resulted into some teachers being transferred without facing the law.
Responses from Kasese indicated there was no streamlined guideline on how to deal with sexual harassment in the school apart from the Teachers Code of Conduct. In one of the schools, the students reported sexual harassment to the matron or to SWT or Women Affairs Prefect and then to the Disciplinary Committee. The preponderant view was that girls who suffered abuse at school reported to the senior woman teacher. Some also reported to her abuses perpetrated against them at home if they feared to share with the parents.

4.5.3 Other actors

Non-Governmental Organizations

NGOs that promoted girls’ education had contributed a lot in terms of ensuring that violence against girls was reported to the rightful authorities and addressed. In Tororo District, Plan-Uganda and MIFUMI had worked with the district leaders and police to ensure that sensitization of communities was carried out to encourage them to report cases of violence against girls. As a result, Tororo District registered a high number of reported cases with regard to violence. According to available police records 80% of defilement cases were reported to the Police in Tororo District.

A total of 163 cases were reported to the Police in Tororo District and, out of these, 31 were taken to court between January and June 2012.

Local Councils

Some pupils/students revealed that they reported cases of violence against girls to the local councillors. In Kasese, a few cases involving coercive sex or that had resulted into pregnancy were reported to Local councils and police.

Teachers

Pupils/students in primary and secondary schools said they reported cases of violence to the senior woman teacher and the matron. The senior women teachers interviewed for the study confirmed this. However, in certain cases where teachers were the perpetrators, the learners were afraid to report to the senior woman teacher for fear of being reprimanded instead. The senior women teachers who had received training were more conversant with dealing with cases of violence against girls. Organizations like FAWE had played a big role in providing the skills and knowledge that senior woman teachers required to counsel and guide girls. This was confirmed in all the districts where FAWE conducts its activities. In the majority of schools in all the five districts, the senior women teachers had not received any training. The senior women and male teachers were concerned about the large numbers of children they were supposed to guide and counsel. One primary school in Zombo – Pakadha Primary School – which had 1,348
pupils, had one senior woman teacher and one senior male teacher responsible for counselling and guiding all the children. The two teachers noted that this affected their effectiveness. In addition, some schools did not have space for counselling and guiding pupils and students privately.

Some schools in Kampala District had disciplinary committees which were instituted to address cases of indiscipline including sexual harassment of girls. Some schools also had the Women Affairs prefect to whom girls could report cases of violence. These structures were mostly found in urban schools and less in rural schools, many of which lacked the required number of teachers to constitute some the structures that urban schools had in place to address complaints of violence against girls.

In Kampala, it was reported that in the last 10 years, the City Council Education Office had not handled a single case because the cases happened in the community and since such cases were criminal, if a teacher indulges himself into sexual relations with a girl he would be handled according to legal provisions.

However, responses from girls’ FGDs indicated that still some male teachers sexually harassed female pupils/students. In one of the primary schools visited in Kampala District, it was reported that one male teacher used to pat the girls’ bums while they swept or mopped the floor.

In some of the schools visited, the teachers claimed that the schools no longer had cases of sexual abuse against girls by teachers because of the religious orientations of the schools. “Because of the religious orientation and foundation of our school, core values, such cases are rare. Every assembly on Tuesday, the chaplain preaches, on Thursday Scripture Unions,” one teacher respondent said.

Schools that had children from different countries in the East African region had devised some ways to minimize the abuse of girls by boys since some of these boys were even much older. At the beginning of term teachers, were warned not to meet the girls in a corner but to meet them where everybody could see them. They advised the girls to be assertive. Even if boys jeered at the girls they should go ahead and talk in class. They also taught all the children to fear God.

In Kasese, all schools visited had not received cases of sexual abuse reported by female pupils/students involving teachers. This was attributed to the sensitization done by the senior women teachers and the various programmes implemented in the schools like guidance and counselling, PIACY, Scripture Union, among others. Key informants in the Directorate and Education at the District and the Police also attributed the trend among the teachers to the current law on defilement which states that if a person in authority, for instance, a teacher defiles a child under the age of 14 years, it constitutes aggravated defilement and the offender
is liable to suffer the death penalty. Yet, notwithstanding this, some male teachers were accused by students of sexually harassing girls, leading to some of them dropping out of school.

Parents

Some girls reported cases of violence against them to their parents. However, some parents in all the districts for the study were too busy to listen to their girls; some were not interested while others, particularly in urban areas, encouraged their daughters to fend for themselves. Cases of parents expecting their daughters to fend for their school needs were more prevalent in Kampala. As a result, some girls had resorted to exchanging sex for money, which in Uganda’s laws were tantamount to defilement. In Kampala, some girls revealed that they preferred to share issues affecting them with the senior women teachers in their schools than doing so with their parents. This showed the lack of relationships between parents and their daughters and was a hindrance to addressing violence against girls because some parents were keen in ensuring that cases of violence against their children were reported and addressed through the legal system.

Existing measures on handling pregnancies in schools

Pregnancy was not a big problem in Kampala District. In secondary schools, there could be 1-2 pregnancies in a term. The magnitude of the problem in primary schools could not be estimated because the teachers and school administrators were unwilling to reveal that girls in their schools got pregnant.

Schools deal with pregnancies in the following ways:

- Routine checkups between one and two times, especially at the beginning of the term. This practice was no longer done in all schools in the district. Head teachers had become hesitant to do that. For example, in Mengo S.S. where this used to be done it was no longer happening. “In the past they used to make spot checks those suspected should be taken to Mengo Hospital for medical check-up but we no longer do this. In recent years, they no longer carry out spot checks. Four years ago a girl studied up to the end and did exams. Another had an abortion. So far there has been no case that the girl is pregnant and she is sent away. There are some who have become pregnant but they hide up to the end.”

Some pregnant girls who were able to hide the pregnancy attended classes up to eight months and stopped when they got close to the delivery date.

- They did not harass those found to be pregnant. They have counsellors who counsel girls not to have an abortion. They encouraged the girls to come back to school after delivery.
They did not allow them to continue attending class when pregnant. It was only candidates who continued to attend until they sat exams. They encouraged them to copy notes from colleagues and revise from home.

In day schools, if the parent learnt about the pregnancy early, the girl would stop attending school before the administration got to know about it.

Policy on pregnancy

Government had not spelt out any policy to deal with girls who got pregnant in school. Responses from district officials also confirmed this. The schools were using pronouncements by the Ministry of Education and Sports that a girl who got pregnant after registering for UNEB exams should be allowed to sit the exams. When girls in candidate classes got pregnant they stopped attending classes if the school administration learnt about it and came back to sit for exams. Schools were not very clear of how to deal with these cases. The teachers and administrators felt that the government should come up with a clear policy on this issue. While it was good to have the girls in candidate classes sit for UNEB exams, it also posed some challenges to the schools in terms of facilities to cater for some of the needs of the adolescent mothers in school.

Teachers, school inspectors and parents had fears that allowing pregnant girls to continue attending school or coming with their babies to school would show a bad example to other girls and encourage early sexual engagement. It would also lead to the young mothers getting pregnant again since they knew that there was a supportive environment at school for them to continue with their education. In addition, they had concerns that the girls themselves might not feel comfortable in the school due to stigma from fellow pupils/students.

Suggestions

- The government should have an explicit policy on how schools should deal with pregnancy to guide re-entry and provision of services to child mothers in school such as medical, better diet and resting space for baby and mother.

- The government should develop a curriculum to teach children sex education because they engage in sex early due to peer pressure. “Let the person understand how she / he can avoid that.”

- The government should have an explicit policy on how schools should deal with pregnancy to guide re-entry and provision of services to child mothers in school such as medical, better diet and resting space for baby and mother.

- Sensitize teachers on the importance of girls re-entry into school after delivery either in the same school or change the school to avoid stigma.
• Give children information of Family Planning services because some in secondary schools are already on family planning. Provide youth-friendly services where they can access contraceptives especially those in secondary schools, those in primary are so young for this. At school level they would not give the services but information and send them where to get services. The communities are so dynamic and varied, so they would not go in for blanket programmes but regionally-specific ones because the environment is different.

• Carry out in-depth and continuous research on the issue of early pregnancies among school-going children. Within the budget of the MOES there should be funding for research.

• It may not be possible to have the pregnant girls continue to attend school. Centres should be created where children who are pregnant can continue to study and later they go back to school. The policy on re-entry should come out to reduce stigma and condemnation.

• Head teachers should know that it is not a crime for the girl who got pregnant to continue with her education after delivery. They should counsel them, especially those with talent.

4.6 Challenges faced in using Reporting and Accountability mechanisms

Police

• CFPU incapacitated in terms of staffing and logistics;

• Limited knowledge within community about the CFPU and therefore limited use of its services

• Reluctance by communities to use the Police to resolve cases of sexual violence against girls. Average of three cases of defilement are reported to Police per month in districts like Zombo

Courts of law

• Lack of remand homes makes it impossible to detain boys who defile girls

• Local communities reluctant to use Courts of law. Prefer to resolve defilement cases between families of victim and perpetrator for material gain except in Tororo where 80% of defilement cases against girls are reported to Police.
Parents

• In districts like Zombo parents prefer to resolve cases of defilement with the family of perpetrator for material gain. Only use police when negotiations fail or when perpetrator fails to pay agreed sum of money. Money paid by perpetrators to victim’s family usually ranges between 200,000/= - 400,000/=.

• Parents not sensitized to retain evidence in defilement cases and others wash it off to avoid police and court processes.

Communities

• Girls regarded as source of wealth and married off from 13 years. Defilement alien to such communities particularly in Amudat and Zombo districts;

• Majority uneducated and do not value the victims of violence and regard them as source of wealth particularly in Amudat and Zombo districts.

Schools

• Limited training for teachers responsible for counselling and guiding girls and boys;

• Paikdha Primary school in Zombo district had no senior woman teacher for two years and a male teacher acted as senior woman teacher. This has implications on reporting by girls;

• No streamlined policies to deal with sexual harassment in school except for teachers who have code of conduct. There are cases of sexual harassment of girls by teachers. However, some girls fear to report teachers who sexually harass them for fear of being reprimanded instead.

• Pregnancy cases for secondary school girls on average are 3 per term while for primary they are two per term.

Gaps

• There is no streamlined guideline on how to deal with sexual harassment in the school apart from the Teachers Code of Conduct which addresses teachers.

Recommendations
• Build more boarding schools for girls only in order to limit their exposure to violence and to increase their concentration and completion rates;

• Engage with cultural leaders to address the issue of early marriages many of whom are victims of defilement;

• Sensitize parents about the importance of girl child education, their responsibilities in protecting their girls and enforce the law against accomplices of defilement;

• Empower the CFPU do enable it perform its roles more effectively;

• Educate children about how to protect themselves from sexual violence and inform them about reporting mechanisms

• Provide training to all senior women and male teachers to enable them perform their roles and responsibilities more effectively

• Punish perpetrators of sexual violence to act as deterrent to would be offenders and to encourage victims to report the crime

4.7 General Conclusion

The study set out to gather information on Recommendation n.32 (b) for a Report to CEDAW Mid-term Review of the Government of Uganda. The recommendation touches on access to education by the girl child and the information was meant to bring out the extent of access to primary and secondary education for girls and women in Uganda.

The study has established that Uganda has the necessary legal and policy framework supporting the education and protection of children. The legal framework comprises the Constitution of the Republic of Uganda 1995, and a host of legislations that include the Children’s Act Cap 59 (2000 as amended) and the Penal Code Act Cap 120 (2000 as amended). This framework is strengthened by the international legal instruments that Uganda has domesticated, covering the elimination of discrimination against women (CEDAW), the Covenant on Economic, Social and Cultural rights, and the Convention on the Rights of the Child, among others.

The study has also identified key government policies like UPE and USE, together with guidelines and minimum standards set and intended to make the school environment friendly for girl child education, with a view to promoting gender parity in access to education.

Studies carried out in Kampala, Kasese, Tororo, Amudat and Zombo districts have shown varying degrees to which primary and secondary schools have gone to implement the government gender parity policies. In every case, there are clear similarities with regard to the way the policies have been implemented to enable the girl child access the same quality of
education as the boy child. But there are also differences in the degrees of access reflecting differences in district’s distance from the centre, whether urban or rural or owing to the unique environment of hard-to-reach areas like Amudat in the Karamoja region.

The study has revealed evidence of discrimination and violence committed against the girl child at the family, school and wider community levels in all the districts. This violence is perpetrated in spite of the extensive legal and policy provisions available, and takes the forms of sexually-related physical and verbal harassment, defilement, unwelcome touches and exploitation of the girl child’s poverty to demand sexual favours, among other despicable behaviours. These acts are perpetrated by fellow male pupils/students, male teachers, male relatives, and community members like taxi and bodaboda riders, among many others.

The study has also revealed that while these injustices the girl child suffers could be fought through the available legal and regulatory structures, the uncaring attitude of parents and guardians, predatory attitude of male teachers and the influence of culture and tradition as in the case of the Pokot of Amudat, continue to subject the girl child to sexual and other gender-based violence. It also brings out the need to strengthen the girl child’s awareness of her rights and the confidence to defend them, while also plugging that gaps that still exist in the legal and policy framework so as to eliminate the barriers that hinder the girl child from enjoying her full constitutional and human rights and accessing education in a friendly environment that upholds gender parity.

4.8 Overall Recommendations

Recommendations at Policy Level

- Accelerate the process of putting in place the policy on pregnancy in schools.
- MoES should ensure that teachers and other education officers in hard-to-reach areas, like Amudat District, receive their allowance.
- Explore various ways of motivating and encouraging teachers. Leaders need to give more respect to the teaching profession and stop ridiculing teachers.
- Sensitize leaders and communities about existing laws and policies relevant to the education of children, especially for the girl child.
- Address challenges related to the school ratios – teacher to pupil ratio, etc.
- Address challenge related to limited resources – funds, teachers, female teachers, etc.
- Continue to explore more sustainable ways of providing lunch for children at school.
- Expand the GEM & FAWE programmes to reach more schools.
- Increase programmes and initiatives that support UPE and USE. Districts need to have more bye-laws and directives to address challenges.
Recommendations on Factors Impacting on Girls’ Education

- Government and parents should continue to explore ways of providing lunch for children at school.
- Explore ways to subsidize school fees for girls in areas where enrolment, retention and completion is still low (like Amudat, Zombo).
- Encouraging boarding schools for girls in areas where there are strong cultural barriers to girls education (Amudat, Zombo).
- Sensitize parents and traditional leaders about the importance of girl child education.
- Organize refresher courses for all teachers to address gender-related challenges to girls’ education.
- Parents with means to support children should be obliged to do so.
- Government should support needy girls with scholastic materials include sanitary pads.

Recommendations on Forms of Violence against Girls

- Refresher courses on Gender should be organised for teachers to learn about gender issues in education and how to handle girl children.
- A course on Gender should be integrated into the curriculum of institutions training teachers.
- Schools should adopt strict rules against the practice of teasing girls. Sensitize boys about the importance of respecting the dignity of girls through guidance and counselling.
- Sensitize parents about the importance of creating enough time and space for girls to study.
- Teachers who defile pupils/students should be punished in accordance with the law, and the Teachers Code of Conduct.
- Government should provide teachers with housing facilities so that when transferred they can move with their spouses.

Recommendations to increasing Girls’ Safety to and from School

- Government should ensure that all stakeholders particularly beneficiaries of policies on education are sensitized prior to and during the implementation of policies on education.
- Districts should initiate policies that strengthen UPE and USE. For instance, policies should be initiated to address issues that prevent girls from attending school.
- Government should construct more boarding schools for girls in rural areas. The government should strengthen monitoring of privately owned hostels to meet the standards required for increasing protection of girl children from sexual exploitation.
• The government should explore providing lunch at school to reduce on the temptation girls face when they are hungry. This will also improve their health and be an attraction to them to stay at school.
• Government should provide more resources to UPE and USE. The District Education Office should be allocated more resources to cater for girl children special needs.
• The law on defilement should be reviewed to come up with more child friendly strategies to deal with child-child sex. Efforts to assist school going child mothers seem to be in conflict with the law on defilement.
• Government should consider providing free sanitary towels to girls under UPE and USE.
• Have more counsellors in the community to sensitize people about the importance of girls’ education and in case of any problems they can talk to the parents and children;
• Strengthen enforcement of bye-laws which are passed by local governments;
• Arrest parents who don’t take their girls to school.
• Strengthen the counselling function in schools.
• Role of religious leaders should be strengthened in talking and educating children about sexuality matters and being responsible children. Positive religious beliefs should be promoted in schools.
• Recruit more female teachers in schools.
• SWTs/SMTs should be given an allowance for the service they offer.
• The salaries of teachers should be commensurate with the service they provide in order to motivate them to teach in rural schools.
• Career guidance programmes in schools should be strengthened to mentor girls and encourage more girls to stay in school.
• Relying on budget of community development for promoting girl child education is a big impediment to programming for girl child education like “handouts which are never realized”. There should be a specific budget for activities promoting girl child education within the directorate of education.
• Government should expand boarding facilities for girls under USE especially in underserved districts like Amudat and Zombo. Boarding facilities should also be provided for both girls and boys in Karamoja region to increase access and retention rates.
• Government should consider providing scholastic materials for children under UPE and USE in districts with very low access rates and high drop-out rates.
• Government should strengthen monitoring of privately-owned hostels to meet the standards required for increasing protection of girl children from sexual exploitation.
• Increase the role of traditional leaders in mobilizing communities on girl child education.
• Practice of moving in groups should be encouraged.
• Institute community policing on children going to and from school.
Recommendations on Reporting and Accountability Mechanisms

- Build more boarding schools for girls only in order to limit their exposure to violence and to increase their concentration and completion rates.
- Engage with cultural leaders to address the issue of early marriages of girls, many of whom are victims of defilement.
- Sensitize parents about the importance of girl child education, their responsibilities in protecting their girls and enforce the law against accomplices of defilement.
- Empower the CFPU to enable it perform its roles more effectively.
- Educate children about how to protect themselves from sexual violence and inform them about reporting mechanisms.
- Provide training to all senior women and male teachers to enable them perform their roles and responsibilities more effectively.
- Punish perpetrators of sexual violence to act as deterrent to would be offenders and to encourage victims to report the crime.
References


Africa Charter on Human and Peoples Rights (1986)


Children’s Act Cap 59 (2000)


Convention on the Rights of the Child (CRC) 1989

Convention on Elimination of All Forms of Discrimination against Women (1979)

Doris Kakuru Muhwezi (2003) Gender sensitive educational policy and practice: a Uganda case study


International Covenant on Economic, Social, and Cultural rights (ICSECR) (1977)


Penal Code Act Cap 120 (2000 as amended)

Police Act 1994 (amended 2000)


Uganda Gender Policy (2007)


Universal Declaration of Human Rights (1948)

Universal Primary Education Policy (1997)

Universal Secondary Education Policy (2007)
INTRODUCTION AND CONSENT
Hello and thank you for talking to me. My name is …………………………………… I am one of the consultants/research assistants that have been engaged to collect data on the progress made and challenges met in girls’ education in Uganda. The assignment has been commissioned by the Ministry of Education working in collaboration with the Ministry of Gender, Labour and Social Development and Partners. This information is required by Government to make a report to the Committee on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

The interview will take about 30 minutes, and your participation is completely voluntary. The names of all respondents and their individual responses will be kept confidential. Any information from which an identity may be obtained will be removed during data analysis.

If you have any questions about the exercise, you may contact the Focal Point at the Ministry of Education - Ms Margaret Kasiko, phone number: …………………..

Do you wish to participate in this interview? May we start now?

Name of interviewer:

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<th>Position/Category of interviewee:</th>
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I Policies and Programmes promoting girls’ education
1) What are the current main policies/policy guidelines/programmes by Government on improving school access, retention and completion rates for boys and girls?
2) To what extent have the policies/programmes been implemented or applied?
3) What could be some of the factors that have facilitated or hindered the implementation of these policies?
4) What specific policies are you aware of relating to promotion of girls access, retention and completion of primary and secondary education?
5) Have these policies/programmes made any visible impact on retention and completion rates of girls in school?
6) If not, what are the reasons?
7) What, in your view, are the challenges and gaps in implementing these policies?
8) What, in your view, are the challenges and gaps in implementing these policies?
9) What other policies or programmes do you think should be put in place to support and promote girls’ education?

II Progress and barriers to girls’ education
11) In your view, what progress has been made in promoting girls education in the last five years in terms of access, retention and completion of primary and secondary education?
12) What are the key challenges to ensuring that girls access, stay and complete primary and secondary education?
13) What do you see as the key barriers to girls’ education at primary and secondary school levels?
   a) Community environment
   b) Home environment
   c) School environment
14) What are the most common forms of abuse against girls?
15) What measures are in place to protect girls from any forms of abuse in the:
   a) Community environment?
   b) Home environment?
   c) School environment?
16) What are the challenges to implementation of these measures?
17) What is being done to ensure protection/safety of girls to and from school?
18) What could be done differently to:
   a) Encourage and support parents to send and keep girls in school?
   b) Encourage and support girls to go to school, stay and complete school?
   c) Support teachers to be more play their role more effectively (role – being more gender sensitive in teaching, protection of children, especially girls, being more innovative)?
Appendix II

TOOL 2: Interview Schedule DEOs and Teachers

INTRODUCTION AND CONSENT
Hello and thank you for talking to me. My name is ............... I am one of the consultants/research assistants that have been engaged to collect data on the progress made and challenges met in girls’ education in Uganda. The assignment has been commissioned by the Ministry of Education working in collaboration with the Ministry of Gender, Labour and Social Development and Partners. This information is required by Government to make a report to the Committee on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

The interview will take about 30 minutes, and your participation is completely voluntary. The names of all respondents and their individual responses will be kept confidential. Any information from which an identity may be obtained will be removed during data analysis.

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Name of interviewer:

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<tbody>
<tr>
<td>Sub-County</td>
<td>Sex: Female: Male</td>
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</table>
I Policies and Programmes promoting girls’ education

1) 1). What are the current main policies/policy guidelines/programmes by Government on improving school access, retention and completion rates for boys and girls?
2) 2). What are the district policies/policy guidelines/programmes/bye laws to promote girls education (or to protect girls)?
3) To what extent have the policies/programmes (in 1 and 2) been implemented or applied?
4) What could be some of the factors that have facilitated or hindered the implementation of these policies?
5) What specific policies are you aware of relating to promotion of girls access, retention and completion of primary and secondary education?
6) Have these policies/programmes made any visible impact on retention and completion rates of girls in school?
7) If not, what are the reasons?
8) What, in your view, are the challenges and gaps in implementing these policies?
9) What, in your view, are the challenges and gaps in implementing these policies?
10) What other policies or programmes do you think should be put in place to support and promote girls’ education?

II Progress and barriers to girls’ education

1) In your view, what progress has been made in promoting girls education in the last five years in terms of access, retention and completion of primary and secondary education?
2) What are the key challenges to ensuring that girls access, stay and complete primary and secondary education?
3) What do you see as the key barriers to girls’ education at primary and secondary school levels?
4) Community environment
5) Home environment
6) School environment
7) What are the most common forms of abuse against girls?
8) What measures are in place to protect girls from any forms of abuse in the:
9) Community environment?
10) Home environment?
11) School environment?
12) What are the challenges to implementation of these measures?
13) What is being done to ensure protection/safety of girls to and from school?
14) What could be done differently to:
15) Encourage and support parents to send and keep girls in school?
16) Encourage and support girls to go to school, stay and complete school?
17) Support teachers to be more play their role more effectively (role – being more gender sensitive in teaching, protection of children, especially girls, being more innovative)?
18) What suggestions do you give to improve girls access, retention and completion and protection in school, at home, in the community and on the way to and from school?

19) III Specific Questions of Pregnancy

20) How common are pregnancies among school going girls (age 10-18 years)? About how many cases have you heard about or dealt with in the last twelve months?

21) In your opinion, what is the profile (circumstances) of school going girls vulnerable to unwanted pregnancies? What is the profile of their sexual partners (e.g. age social status etc)

22) Under what conditions are these unwanted pregnancies conceived? (probe for coerced sex/rape, voluntary or transactional)

23) How does pregnancy influence school participation among girls in school?

24) What are the consequences for the people who make them pregnant?

25) How do the girls manage their pregnancies? Are they supported by their families to return to school?

26) What guidelines are in place by the Ministry of Education, the District or the school for dealing with pregnant pupils/students?

27) Are there any measures in place to support girls to return to school once the baby is born?

28) Do any girls come back to school after pregnancy? How many do you have in the school that have done so?

29) Does the school curriculum include information on reproductive health and prevention of pregnancy? If so what kind of information?
30) Is there a system for mentoring children especially girls to continue with school?
Hello and thank you for talking to me. My name is ....... I am one of the consultants/research assistants that have been engaged to collect data on the progress made and challenges met in girls’ education in Uganda. The assignment has been commissioned by the Ministry of Education working in collaboration with the Ministry of Gender, Labour and Social Development and Partners. This information is required by Government to make a report to the Committee on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

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If you have any questions about the exercise, you may contact the Focal Point at the Ministry of Education - Ms Margaret Kasiko, phone number: ......................

Do you wish to participate in this interview? May we start now?

Name of interviewer: .............................................. Date of interview:.................................

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<th>Questions</th>
<th>Responses/codes</th>
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<tr>
<td>1.</td>
<td>Where do you live?</td>
<td>Village……………</td>
<td>1</td>
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<td>Town………………</td>
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<td>City………………</td>
<td>3</td>
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<td>2.</td>
<td>Who do you live with?</td>
<td>Mother alone…….</td>
<td>1</td>
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<td>Father alone…...</td>
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<td>Father and mother</td>
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<td>Grand-parents….</td>
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<td>Brother/sister….</td>
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<td>Uncle/Aunt……..</td>
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<td>Others (specify)</td>
<td>7</td>
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<td>3.</td>
<td>If you have a problem,</td>
<td>Mother……………</td>
<td>1</td>
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<td>Question</td>
<td>Options</td>
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<td>whom do you talk to?</td>
<td>Father ........................................................................................... 2</td>
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<td>Grand parent .................................................................................. 4</td>
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<td>Brother/sister ............................................................................... 5</td>
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<td>Uncle/Aunt .................................................................................... 6</td>
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<td>Others (specify) ........................................................................... 7</td>
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<td>4. How many hours do you spend on household chores (probe for activities before and after school)</td>
<td>Estimated number of hours</td>
<td>___</td>
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<td>5. How many meals do you eat a day?</td>
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<td>6. How does this affect your education?</td>
<td>If less than 2 follow on with question 6</td>
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<td>7. How many siblings do you have?</td>
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<td>8. Do you currently attend school?</td>
<td>Yes.................................................................................................. 1</td>
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<td>No................................................................................................... 2</td>
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<td>9. What type of school?</td>
<td>Formal........................................................................................... 1</td>
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<td>Non formal.................................................................................... 2</td>
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<td>Informal......................................................................................... 3</td>
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<td>10. If yes, which class do you attend? (Indicate the grade for Primary and the grade for Secondary)</td>
<td>Primary</td>
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<td>Secondary</td>
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<td>11. If no, why?</td>
<td>School fees ................................................................................... 1</td>
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<td>School materials ............................................................................ 2</td>
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<td>Pregnancy ...................................................................................... 3</td>
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<td>Distance to school ......................................................................... 4</td>
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<td>Lack of school ............................................................................... 5</td>
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<td>No interest in school .................................................................... 6</td>
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<td>Work............................................................................................... 7</td>
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<td>Dropped out .................................................................................. 8</td>
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<td>Other (specify) ............................................................................ 9</td>
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<td>12. Have you ever repeated a class</td>
<td>Yes, one time ................................................................................ 1</td>
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<td>Yes, two times ............................................................................... 2</td>
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| 13. | What were the reasons for repeating classes? | Yes, three times………………………………………………………..3  
Yes, more than three times………………………………………..4  
No……………………………………………………………………………..5  |
| 14. | Do you like going to school? | Yes…………………………………………………………………1  
No …………………………………………………………………………..2  |
| 15. | Why? |   |
| 16. | Do you know of any policies, programmes that encourage children, especially girls to go to school? | Yes………………………………………………………………..1  
No………………………………………………………………….2  |
| 17. | If Yes, what are they? | List  |
| 18. | What type of difficulties do you face in school? | Work…………………………………………………………………...1  
Distance………………………………………………………………2  
School fees………………………………………………………………3  
School materials/uniform………………………………………..4  
Poor teaching………………………………………………………5  
Inappropriate or lack of toilet and water facilities…..6  
Corporal punishment………………………………………………..7  
Physical violence……………………………………………………8  
Sexual violence………………………………………………………9  
Verbal abuse…………………………………………………………..10  
Others (specify) ………………………………………………………..11  |
| 19. | If yes for G, H, I, J, who are the perpetrators? | Teacher………………………………………………………………...1  
Pupils……………………………………………………………………..2  
Both………………………………………………………………………..3  
Others (specify)…………………………………………………………9  |
<p>| 20. | How do these problems affect your school attendance or performance? | List all mentioned  |</p>
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<th>Options</th>
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<td>When you have problems at school whom do you tell?</td>
<td>Parents .......................................................................................1</td>
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<td>Teachers ...............................................................................2</td>
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<td></td>
<td>Other (specify) ......................................................................3</td>
<td></td>
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<tr>
<td>22</td>
<td>What problems do you face at home?</td>
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<td>23</td>
<td>What problems do you face on the way to and from school?</td>
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<td>24</td>
<td>Do you know of any girl/girls who has/have stopped coming to school?</td>
<td>Yes .....................................................................................1</td>
<td></td>
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<td></td>
<td></td>
<td>No ......................................................................................2</td>
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<td></td>
<td>DNK ...................................................................................3</td>
<td></td>
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<td>25</td>
<td>What were the reasons?</td>
<td>Sickness ...............................................................................1</td>
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<td></td>
<td>Pregnancy ...........................................................................2</td>
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<td></td>
<td></td>
<td>Lack of means/support.........................................................3</td>
<td></td>
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<td>Marriage ..............................................................................4</td>
<td></td>
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<td>Lack of toilets/water and sanitation .......................................5</td>
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<td>No meals .............................................................................6</td>
<td></td>
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<td>Work opportunities ............................................................7</td>
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<td></td>
<td>Other (specify) ...................................................................8</td>
<td></td>
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<tr>
<td>26</td>
<td>Do you know of any girl/girls who have become pregnant in school?</td>
<td>Yes .....................................................................................1</td>
<td></td>
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<td></td>
<td></td>
<td>No ......................................................................................2</td>
<td></td>
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<td></td>
<td></td>
<td>DNK ...................................................................................3</td>
<td></td>
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<tr>
<td>27</td>
<td>Who was responsible for the pregnancy?</td>
<td>Boyfriend ............................................................................1</td>
<td></td>
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<td></td>
<td>Her husband (for early married girl) .....................................2</td>
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<td>A teacher of the school .....................................................3</td>
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<td></td>
<td>A teacher from another school .............................................4</td>
<td></td>
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<td></td>
<td></td>
<td>Someone else (precise) .......................................................5</td>
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<td></td>
<td>DNK ...................................................................................6</td>
<td></td>
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<tr>
<td>28</td>
<td>Did she/they return to school after she/they gave birth? Probe on how</td>
<td>Yes, all of them ...............................................................1</td>
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<td>to engage the interviewer on how much knowledge they have on policies</td>
<td>Some of them .........................................................................2</td>
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<td>in place on them going back to school after pregnancy.</td>
<td>No ......................................................................................3</td>
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<td>DNK ...................................................................................4</td>
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<td></td>
<td>Question</td>
<td>Response Options</td>
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</tbody>
</table>
| 29. | Have you ever engaged in sex?                                            | Yes .................. …………………… 1  
|    |                                                                          | No .................. …………………… 2  
|    |                                                                          | Refuse to answer …………………… 3  |
| 30. | If yes, was it your choice to have sex? (Probe for coerced sexual consent, rape) | No .................. …………………… 1  
|    |                                                                          | Yes .................. …………………… 2  |
| 31. | What do you know about safe sex practices?                               |                  |
| 32. | Do you know anyone in your age group who engages in sexual activity?     | Yes  1               No  2              |
| 33. | If Yes, with whom?                                                      | Teacher …………………… 1  
|    |                                                                          | Neighbor …………………… 2  
|    |                                                                          | Friend …………………… 3  
|    |                                                                          | Religious …………………… 4  
|    |                                                                          | Other (specify) …………………… 5  |

**Appendix IV**

**TOOL 4: Question guide for FGDs for Parents**
INTRODUCTION AND CONSENT

Hello and thank you for talking to me. My name is ....... I am one of the consultants/research assistants that have been engaged to collect data on the progress made and challenges met in girls’ education in Uganda. The assignment has been commissioned by the Ministry of Education working in collaboration with the Ministry of Gender, Labour and Social Development and Partners. This information is required by Government to make a report to the Committee on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

The interview will take about 30 minutes, and your participation is completely voluntary. The names of all respondents and their individual responses will be kept confidential. Any information from which an identity may be obtained will be removed during data analysis.

If you have any questions about the exercise, you may contact the Focal Point at the Ministry of Education - Ms Margaret Kasiko, phone number: ....................

1. What can you say about girl child education in this area?
2. What benefits are accrued from sending girls to school?
3. What are the reasons for not sending girls to school?
4. What difficulties do girls face at home and school that may lead to dropping out of school?
5. What has the community done to increase girls’ enrolment and completion rates in this area?
6. Are there any measures introduced by the sub-county / district leadership to improve girl child education in this sub-county/district?
7. What problems do girls face while going to and from school?
8. What measures has the community put in place to improve the safety of girls while going to and from school?
9. What programs are you aware of that the government, district, sub-county has put in place to increase girl child education and completion rates?
10. What can the community do to protect girls from abuse at school and while going to and from school?
11. What happens to girls who get pregnant while in school?
12. How can girls who get pregnant while in school be helped to continue with their education?

13. What recommendations do you have to improve girl child education in your sub-county/district?

Appendix V

TOOL 5: Question Guide for FGDs for Pupils / Students

INTRODUCTION AND CONSENT

Hello and thank you for talking to me. My name is ........ I am one of the consultants/research assistants that have been engaged to collect data on the progress made and challenges met in girls’ education in Uganda. The assignment has been commissioned by the Ministry of Education working in collaboration with the Ministry of Gender, Labour and Social Development and Partners. This information is required by Government to make a report to the Committee on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

The interview will take about 30 minutes, and your participation is completely voluntary. The names of all respondents and their individual responses will be kept confidential. Any information from which an identity may be obtained will be removed during data analysis.

If you have any questions about the exercise, you may contact the Focal Point at the Ministry of Education - Ms Margaret Kasiko, phone number: .....................

a. What difficulties do girls face at home and at school that may lead to dropping out of school?

2. What programmes or measures has the school put in place to improve the enrolment, retention and completion rates of girls?

3. What problems do girls face while going to and from school?

4. What measures has the community / school put in place to improve the safety of girls while going to and from school?

5. What programs has the school/community put in place to increase the number of girls in school, reduce abuse of girls in school and to reduce drop-out rates for girls?
6. What can the community do to protect girls from abuse at school and while going to and from school?

7. What forms of abuse/violence do girls face at school from teachers or fellow pupils/students?

8. Who do girls that suffer abuse/violence report to?

9. Does the school have procedures for dealing with abuses/violence against girls? (If yes, mention the procedures/mechanisms for getting redress)

10. What other systems are you aware of outside the school that have been established to ensure that girls who are abused get redress?

11. Have you used the systems that have been established in the school/outside the school? If yes, was it effective in addressing the abuse/violence suffered?

12. What should the school/community and government do to protect girls from abuse/violence at school, community and on the way to and from school?

13. What happens to girls who get pregnant while in school?

14. How can girls who get pregnant while in school be helped to continue with their education?

15. What has the school done to improve sanitation of girls during menstruation?

16. What is being done to increase the participation of girls in the classroom?

17. What recommendations should be made to improve girl child education in Uganda?