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7-28 January 2013
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<td>Assistant Commissioner</td>
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<td>Acting Commissioner</td>
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<td>BFP</td>
<td>Budget Framework Paper</td>
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<td>BMAU</td>
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<td>MOPS</td>
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<td>Office of the Prime Minister</td>
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<td>Poverty Eradication Action Plan</td>
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<td>PGA</td>
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<td>PIASY</td>
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<td>Senior Information Officer</td>
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<td>Teacher Instructor Education and Training</td>
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<td>UHAHEB</td>
<td>Uganda Allied Health Examination Board</td>
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<td>UN</td>
<td>United Nations</td>
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<td>UNATCOM</td>
<td>Uganda National Commission</td>
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<td>UNATO</td>
<td>Uganda National Teachers’ Union</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNEB</td>
<td>Uganda National Examination Board</td>
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<td>UNESCO</td>
<td>United Nations Education Scientific and Cultural Organization</td>
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<td>Universal Pot Primary Education and Training</td>
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<td>Universal Secondary Education</td>
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<td>US/FA</td>
<td>Under Secretary Finance and Administration</td>
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Acknowledgements

The team wishes to acknowledge with gratitude the initiative taken by the Ministry of Education and Sports (MoES) in volunteering for a participatory gender audit (PGA), for its commitment to the gender audit process and for ensuring that senior management, technical staff and all staff have the opportunity to participate in audit briefings, workshops and interviews.

The team also wishes to make special mention of the Gender Unit in MoES which coordinated the PGA process and who demonstrated interest in the gender audit methodology and process.

We are deeply grateful to the MoES management and technical staff as well as the support staff who provided us with rich and candid information during the individual interviews and focused group discussions. Partner organizations who contributed valuable views and insights deserve our full gratitude. All the participants who took part in the various workshops and meetings are acknowledged for their valuable and effective contributions, for their candidness and courage in bringing out sensitive issues. The audit facilitation team has attempted at capturing the rich debate and the helpful suggestions that were raised during these activities.

The Ministry of Education and Sports (MoES) would like to appreciate UNDP for their dedicated support for the Gender Audit process.

The audit facilitation team would also like to express their gratitude to UNDP for providing us an opportunity to carry out such a critically valuable gender audit. The Gender Focal Person from UNDP, Mr. Enock Mugabi, deserves our special thanks, as always, for providing us guidance and support throughout the audit process and enabling us to successfully undertake this challenging task.
Executive Summary

Ministry of Education and Sports (MoES)

Vision: Ensure “Quality Education and Sports for All”

Mandate: “provide for, support, guide, coordinate, regulate and promote quality education and sports to all persons in Uganda for national integration, individual and national development”

Introduction

The Ministry of Education and Sports, a pivotal ministry in Uganda with the most extensive outreach, highly prioritizes gender mainstreaming as key to the success of achieving equality in the education sector. Citing the MDG goals 2 and 3 as well as Education for All commitments, MoES underlines gender parity as one of the priority aspects to achieve. In the revised Education Sector Strategic Plan (2010-2015), the ministry re-echoes the need to deal with gender inequalities, particularly girls’ education. It has developed its own specific Gender in Education Sector Policy (2009) and has put in place numerous legal and policy initiatives to promote not only increased access for all but also completion of school while ensuring quality education.

At this opportune juncture, MoES has volunteered to undergo the Participatory Gender Audit (PGA) with the objective of exploring and analyzing its effectiveness in carrying out the steps necessary for engendering its programmes and projects and mainstreaming into all its institutional activities. It seeks an analysis of the main challenges faced and expects recommendations for improvement so that it will be enabled to chart out a strategic road map for the future in ensuring gender responsive implementation of its initiatives to achieve its MDG goals.

This audit was facilitated under the auspices of the UN Joint Programme for Gender Equality and Women’s Empowerment (JPGEWE), with financial support from UNDP and Irish Aid through MoFPED. As part of its activities within JPGEWE, UNDP promotes and facilitates participatory gender audits amongst UN Agencies and select government institutions in Uganda, to ensure gender mainstreaming within these institutions, and establish baselines for future monitoring and evaluation of the JPGEWE. MoES is the seventh ministry in Uganda to undergo such a participatory gender audit.

Scope of Methodology

The ILO participatory gender audit methodology, adopted as the main tool for analysis, is a unique and widely recognized self-evaluation process that is mainly participatory in nature, aimed at organizational diagnosis and transformation. It emphasizes qualitative information though supported by adequate quantitative data. This methodology concentrates on exploring the effectiveness of gender mainstreaming in MoES’ organizational and programmatic issues as a whole rather than on specific activity and project related details. Only key examples are used as illustrations on basis of the information elicited during participatory workshops, interviews and from a study of relevant documents. Hence, a detailed analysis and impact evaluation of projects and programme units do not fall within the scope of this assessment.

Principal Findings

• The MoES has made significant achievements. Gender parity has almost been achieved in primary education with substantially increased enrolment showing 50.11% of girls and 49.9% of boys (EMIS, 2011). In the Secondary Sub-Sector, the ratio of 52.6% for boys and 47.38% for girls in 2011 is a definite improvement attributed to the creation of a more gender responsive school environment; counselling and guidance by senior female and male teachers; introducing
Girls’ Education Movement (GEM) Clubs; and teaching of sexual maturation and reproductive health courses, etc. Although the total enrolment at secondary and tertiary levels has remained low over the last decade, the current enrolment at secondary school level shows 45.7% as girls (2011); but the proportion of female enrolment at tertiary level has grown more rapidly; it now stands at 47%.

- Besides addressing issues of access and equity, MoES has shifted its efforts towards improving quality of education given the high enrolment rates. At the pre-primary and primary level, attention was shifted to recruitment of teachers to implement the new teacher allocation formula of one teacher per class with emphasis on gender-balance (MPS: 2012/13; 2). Other issues emphasized to improve the quality of education included improving the quality of the learning environment; Quality of curricula and their content; Quality of the teaching/learning process; Quality of learning achievements, Quality of instructional materials and Teacher recruitment.

- Despite these achievements, there is a big gap between policy formulation, policy statements and the actual implementation and operationalization of these policies in MoES. “We are policy rich but implementation poor.”

- MoES still faces the challenge of inadequate institutionalisation of gender in its operations despite the Gender in Education Sector Policy (GEP) and other gender related guidelines. The Gender Unit was established a year ago but its status as a project funded by Development Partners questions its sustainability once the three years accorded by the project ends. This Unit is not financed by the core MoES budget and receives no funding from mainstream budget for its various activities. The Gender Focal Team consisting of representatives from various departments and units provide support but the system has not been formalized nor reflected in performance evaluation reports.

- There is a need for conceptual clarity on what the concept of gender implies and what gender mainstreaming encompasses as a cross cutting issue across the board. Appropriate approaches should be used to ensure that MoES uses systematic, logical and comprehensive approaches to gender mainstreaming to avoid biases of equating gender to women only.

- This inadequate comprehension of the nature of GMS as a cross-sectoral issue has led to its inadequate implementation because nobody sees it as their responsibility “everybody thinks somebody will do it, somebody thinks everybody will do it, ultimately nobody does it.” The majority of staff considers GMS to be a responsibility of the Gender Unit thus leaving it not addressed in their specific sectors. Often gender remains micro and largely invisible in the core programmes of the education sector. The accountability for GMS remains a serious issue.

- There have been notable efforts of integrating gender in programme areas of learning environment, curriculum and instructional materials. The ministry, with the support of UNICEF developed a hand book for primary school teachers on Safe School Environment -2010. In this handbook, the ministry reiterates the government’s need to reaffirm its obligation towards promoting and protecting the rights of every child by creating safe and secure environment in schools and communities.

- The draft communications strategy should explicitly and clearly spell out the need to make gender related communication and advocacy in all MoES activities and programmes, annual performance reports, videos, pictures and other communication plans or tools. It should strengthen gender support mechanisms in communications, foster dialogues on gender and promote exposure to MoES gender information and guidelines.
Some Good practices

- Publication of Newsletter: The Gender Eye. Two issues have been disseminated: July and October 2012. These focus on thematic issues: UNGEI, Menstruation; Gender Based Violence in addition to updates on gender related information and publications.

- Research findings on “Retention and Re-entry of Pregnant Girls in Schools” have been tabled for action. It is believed that once the recommendations are considered by the policy makers, many girls will have a second chance to continue with their education.

- Introduction of menstrual management guidelines for schools, provision of locally made sanitary towels, and coaching classes on personal hygiene, have been based on the realization that menstruation is one of the leading causes for girls dropping out of schools.

- Construction and Management Unit has taken into account the need to plan well for sanitary facilities in schools like washrooms for girls and incinerators.

- The design of the bursary scheme (with ADB) is also geared towards promoting girls’ education through awarding 75% of the scholarships to girls in secondary schools.

- The integration of gender in the instructional materials through use of gender sensitive examples, images and language has a great potential in challenging gender stereotypes that usually create gender imbalances in career choice, girls’ and boys’ participation in science subjects, leadership positions and any other gender biases in education.

- The “Hand in Hand” soap drama that aired on UBC TV a few years ago to demystify the masculine nature of Technical Education and encourage girls to take up these technical courses.

- Female BTVET graduates will be given preferential access to BTVET instructors training to increase the share of female instructors in the BTVET system.

- Due to the changing culture whereby girls/women are increasingly getting involved in sports, the PES has started catering for girls’/women’s facilities like hostels and changing facilities in the national stadia, play-field.

- Teacher education curriculum has been reviewed to integrate gender sensitive pedagogy and equity in the classroom. Establishment of a “Gender Responsive School” is encouraged to demonstrate how such a school can function academically, socially and environmentally.

Key Recommendations

1. Institutionalization Process of Gender Mainstreaming in MoES needs to be further strengthened through the following measures: There needs to be more intensive efforts to engender the whole process of activities and programmes within MoES under full accountability of Senior Management.

Priority actions are as follows:

• Allocate a percentage of the overall MoES budget to gender with a 2% to start with, in order to ensure the sustainability of the Gender Unit and its programmes.
• For target-setting in annual in work plans, revise current 2012/13 work plans based on those PGA recommendations that are considered feasible for immediate action.
• Ensure that GU prepared “simplified gender budgeting guidelines” are well understood and
necessary planning and gender integration has been undertaken

- Organize extensive gender sensitization and capacity building in all sectors within MoES, at all levels. (The PGA team reinforces findings from GU Needs Assessment Exercise)
- For select sectors, conduct contextualized capacity and expertise development across the entire ministry and among stakeholders for gender integration into all dimensions of implementation through high emphasis on use of gender analysis and survey tools that are gender responsive.
- Operationalize planned TORs for GFPs and GTF. Reconstitute the Gender Focal Team with representatives from programmes/projects and operations under the initiation of Departmental Heads and in cooperation with the gender Unit, with full TORs and work programmes, and required resources to meet systematically and periodically and set up networking systems on gender for dialogues and strengthening of GMS. Gender should be integrated in the performance appraisal of GFPs.
- Strengthen already existing monitoring and evaluation matrices to capture gender progress and to ensure that gender mainstreaming in reality remains a high priority in implementation of all programmes and activities throughout MoES.
- Finalize Gender in Education Sector Strategic Plan document and operationalize it.
- Engender draft Communication Strategy for MoES, in terms of establishing guidelines on gender sensitive content, images, graphics and language, use of case documentation of success stories on achieving gender equality, etc. This would enhance and boost the public image of MoES on gender issues.
- Solicit and get support of all top management and strive to bring them on board as “gender champions”

2. Conduct Policy reviews: (Longer Term Goals)

- Conduct review of Gender in Education Sector Policy.
- Finalize review of National Strategy for Girls’ Education (already in process)
- Review and engender all policies that are gender blind or gender neutral so that a sound anchorage can be built for gender responsive guidance into all programmes activities throughout the MoES systems.
- There is a need to review all affirmative action measures and schemes to ensure no issues of marginalization particularly to boys, while creating a gender responsive system and environment in all educational institutions.
- Research on relevant gender issues in education should be encouraged and conducted on a regular basis and as needed.

3. Promote Institutional Mechanisms and Accountability: (Longer Term Goals)

- Explore formal processes through which GU can be promoted to a level that enables it to function with a leverage and authority equivalent to a department as the Department of Guidance and Counselling or other cross cutting departments with funding from MoES core budget. Strengthen Gender Unit itself for its full functioning through additional human resources and alliances with resourceful stakeholders.
- Dialogues should be set up to discuss if the GTF needs to be elevated to the status of a full Working Committee with access to and networking with all other Working Groups, with full TORs and harmonized work plans.
- Strive more visibly and proactively to create synergy on GMS across all departments and units.
- Strengthen compliance to Gender in Education Sector Policy through gender responsive monitoring tools and instruments. Focus on development of gender sensitive indicators for all sectors to measure the impact of activities planned around each of the outputs.
• Work towards enhancing a system of accountability for GMS within MoES. Institute rewards and motivation systems for gender initiatives in planning, research, budgeting, monitoring and HR.

• There is a need to allocate more core budget funds to such initiatives and also set aside some core budget for innovative joint actions on short term gender activities undertaken by the Gender Focal Team.

• It will be worthwhile to set up a Gender Scan or Gender Quality Assurance System for gender mainstreaming to be used throughout the MoES in all Directorates, departments and units, with their diverse mandates. Services of a gender specialist could also be sought for further support.

4. Review and engender all teaching curricula at all levels and familiarize and train all teachers/tutors/instructors at all levels on their use.

5. Find ways to involve men in the community and elsewhere for gender related discussions so that the concept of gender equality becomes demystified; and both women’s and men’s issues become well understood.

6. Promote women in leadership positions through identification and training of qualifying women in management skills.

7. Sex disaggregated data be made accessible in all sectors consistently and adequate gender analysis conducted for pertinent issues.

8. Set up a Staff Welfare Committee or Association to oversee staff grievances and seek quick solutions to issues of conflict, and also to have representation in the Senior Management team. This Committee will also ensure the establishment of a family friendly work place environment with gender-responsive facilities of a much needed breast-feeding room and child care centre; an informal meeting room; providing orientation and counselling on sexual harassment and work pressure issues.
PART I: Introduction

Background to the Participatory Gender Audit of MoES

The Ministry of Education and Sports (MoES) highly prioritizes gender mainstreaming as key to the success of achieving equality in the education sector. Citing the MDG goals 2 and 3 as well as Education for All commitments, MoES underlines gender parity as one of the priority aspects to achieve. In the revised Education Sector Strategic Plan (2010-2015), the ministry re-echoes the need to deal with gender inequalities, particularly girls’ education. It has developed its own specific Gender in Education Sector Policy (2009) and has put in place numerous legal and policy initiatives to promote not only increased access for all but also completion of school while ensuring quality education.

MoES has volunteered to undergo the Participatory Gender Audit (PGA) with the objective of exploring and analyzing its effectiveness in carrying out the steps necessary for engendering its programmes and projects and mainstreaming into all its institutional activities. It seeks an analysis of the main challenges faced and expects recommendations for improvement so that it will be enabled to chart out a strategic road map for the future in ensuring gender responsive implementation of its initiatives to achieve its MDG goals.

This audit was facilitated under the auspices of the UN Joint Programme for Gender Equality and Women’s Empowerment (JPGEWE), with financial support from UNDP and Irish Aid through MoFPED. As part of its activities within JPGEWE, UNDP promotes and facilitates participatory gender audits amongst UN Agencies and select government institutions in Uganda, to ensure gender mainstreaming within these institutions, and establish baselines for future monitoring and evaluation of the JPGEWE. MoES is the seventh Ministry in Uganda to undergo such a participatory gender audit.

Specific Objectives of MoES Gender Audit

In accordance with the Terms of Reference (TORs), specific objectives of the gender audit were to:

- Assess the extent of integration of a gender perspective in the MoES’ policy, planning, and decision making processes, operations, implementation guidelines, and corresponding documentation and reporting - establish a baseline;
- Establish level of skills and knowledge among MoES staff, their capacity and requirements to support gender responsive programmes and projects;
- Document gender responsive good practices;
- Identify gender gaps; and
- Provide suggestions and recommendations on how to improve the effective implementation of gender mainstreaming in the MoES - in the programmes and projects and within the workplace itself.

Expected Outputs of MoES’ Gender Audit

- Conduct four workshops with select staff of MoES and one focus group consultation with key implementation partners and stakeholders;
- Draft PGA validation report and conduct validation workshop; and
- Produce final PGA Report.
Scope of Gender Audit and Limitations in Application of Methodology

The participatory audit methodology concentrates on exploring the effectiveness of gender mainstreaming in MoES’ organizational and programmatic issues as a whole rather than on specific activity and project related details. This exercise focuses only on the main Directorates of MoES located in Kampala. A holistic perspective is adopted and only key examples are used as illustrations on basis of the information elicited during participatory workshops, interviews and from a study of relevant documents. A few case studies are presented in some details as illustration. Given the time constraints, a detailed analysis and impact evaluation of projects and programme units do not fall within the scope of this assessment. Semi-autonomous institutions affiliated with MoES also do not fall within the purview of this audit.

A number of adaptations were made in the methodology during the audit process. Instead of holding workshops separately for management and for technical staff, a total of three one-day workshops were organized for both technical and management jointly from various Directorates; and one separate workshop for support staff only. This change proved both effective and efficient.

Another adaptation was to conduct three focus group interviews of support staff members with similar work responsibilities, for example, the drivers, the secretaries and office attendants. These group interviews proved empowering for the participants by providing an opportunity for their collective views on needs, challenges and expectations that they shared.

Some constraints were experienced during the PGA Exercise:

- The Introductory Briefing Sessions were conducted only for the Gender Task Force, the Gender Focal Persons and the Heads of Departments. The usual practice in the PGA methodology is to invite the entire staff to the introductory briefing session so that all would have a preliminary understanding of the entire PGA process. This was, however, not done.
- Every workshop started at least an hour late. This resulted in a crisis in the management of the participatory exercises planned for the day. Some exercises had to be cancelled and others squeezed under time pressure.
- Participation in the PGA process, particularly the workshops, is a must for senior and middle level management to understand the uniqueness and scope of PGA methodology and provide their inputs to the assessment. However, the majority of management could not be present due to their busy schedules. This poses a question regarding the management’s “buy-in” and sense of accountability to the entire gender mainstreaming process.
- Overall participation in the workshops was relatively low, given the large size of the ministry. However, the participation at the validation session was surprisingly and comparatively high.
- The number of participants in the consultation meeting with partners and stakeholders was also not as high as expected. However, the actual meeting and the contributions of those who were present turned out meaningful and productive.
- Some key administrative documents such as the current staff list, promotion related information, etc. was not easily made available. This caused unnecessary delay and stress among the team members assigned to the area of analysis dealing with human resource and staffing sections. Accessing documents from the Intranet directly proved problematic and time consuming.
- Administrative delays on contractual issues of the consultants (due to the fact that the New Year 2013 had just begun) caused the PGA Facilitation Team to plan rather hastily, as a result of which the interview planning and execution as well as the document review process were affected seriously.
The Gender Audit Methodology and Process in MoES

The ILO gender audit methodology, adopted as the main tool for analysis by the UNJPGE Steering Committee and the UNCT, is a unique and widely recognized evaluation process that is mainly participatory in nature, aimed at organizational diagnosis and transformation. It is based on self-learning and self-assessment and designed to reflect the perceptions and viewpoints of the staff and representatives of the organization and its key partners. It emphasizes qualitative information though supported by adequate quantitative data. The focus is on gender mainstreaming, but its discovery is far reaching and ranges to good management practices, staff capacity, career aspirations of staff and many more. The voices of all staff, regardless of sex, are represented.

The audit process was officially launched on 14January 2013with an Introductory Briefing of the Gender Task Force and the Validation Session was held on 28January, 2013. Prior to the introductory briefing, however, a week was devoted to document review which provided some preparation time for the team as a collective group. The key areas used for analysis in this participatory process have been grouped into five main thematic sections, each of which presents key findings, conclusions and recommendations on the specific sub-groups. The audit facilitation team followed these methods in accessing and gathering information:

**Document Review**
- Coordinated with the Gender Unit to collect relevant documents for the Gender Audit Document Review File and ensure access of the PGA facilitation team to all relevant documents;
- Conducted a document review of relevant documents. A total of 40 +documents were reviewed.

**Introductory Briefing Sessions**
- Conducted an introductory briefing session with the Gender Task Force, attended by 23 Task Force Members and GFPs (18 Female and 5 Male);
- Conducted an introductory briefing to Heads of Departments, attended by 22 participants (15 Female and 7 Male); and
- In this process, MoES’ expectations from the PGA team were clarified, key milestones discussed, and the PGA scope and work plan finalized in close consultation with the MoES Gender Unit staff.

**Individual Interviews**
- Individual interviews were conducted with 76 officials (34 F 42M)
- Three focus group discussions were held with groups of drivers, secretaries and office attendants (28 support staff: 10F 18 M).
- In addition, the audit team interacted with 118 participants (74F 44 M) during four participatory workshops.

**Participatory Workshops**
- Facilitated three one-day workshops for managers, technical officers: 25 participants (16 F and 9 M) in the first workshop, 28 participants (14 F and 14 M) in the second workshop; and 40 participants (23 F 17 M) in the third workshop.
- Facilitated a fourth workshop for support staff only with 25 participants (21 F 4 M).
- Prepared and facilitated one half-day focus group consultation with MoES’ partners and stakeholders (Ministries, Civil Society Organizations and UN/Donor agencies), a group of 10 representatives (6 F and 4 M). This consultation proved to be meaningful and productive, though the turn-out was rather low, considering the fact that MoES has an extensive list of multiple partners.
Feedback and Validation Session

- Consolidated and prepared draft documentation arising from document reviews, focus group consultations, individual interviews and workshops with contributions from all the PGA facilitation team members;
- Consolidated initial PGA findings for debriefing with MoES staff accordingly; and
- Conducted Feedback and Validation Session to share the results of the gender audit with the entire staff and management. A frank and open discussion took place. The observations made during this session are taken into account in drafting the final report.
- The Validation Session was attended by 64 participants (38 F and 26 M)

Preparation of Draft Report

- The lead consultant prepared PGA draft report, based on inputs provided by team members on their respective areas of analysis and comments received from PGA validation workshop;
- The lead consultant submitted the draft report to UNDP and MoES for feedback and shared the comments with the rest of the team.
- Submission of Final Report
- The lead consultant solicited further inputs from all team members, wherever needed, and finalized the gender audit report and submitted to UNDP by 15 February 2013.

A gender quality questionnaire was distributed to all the participants in the workshops so that additional information could be gathered on perceptions and opinions regarding gender mainstreaming in the organization and the individual needs and capacity of the staff. The PGA received back 54 questionnaires (34 F, 20 M). The responses were to be provided anonymously. These were tabulated to generate information on key questions regarding their knowledge and exposure to gender equality issues.

The PGA Facilitation Team

The team was composed of six members, four female and two male, with specific areas of expertise and experience: Dr. Jyoti Tuladhar (Team Leader), Ms. Susan Bakesha, Mr. Amon A. Mwiine, Mr. David M. Mpiima, Ms. Harriet Pamara, and Ms. Hadijah Nabbale. A team of two rapporteurs: Mr. Emmanuel Mutaka, and Ms. Sandra Namukaya documented the workshops and briefing sessions and provided support to the PGA team throughout the audit process.

The Gender Audit Report

The gender audit report is organized around five thematic clusters. The major conclusions and recommendations are drawn from document analysis, individual interviews, participatory workshops and focus group discussions.

Part I presents an introduction to the gender audit objectives; describes the scope of the methodology followed and points out limitations experienced during the process.

Part II provides the main findings and general recommendations in five thematic clusters:
Section 1: MoES in national/international context and its strategic partnerships;
Section 2: Gender mainstreaming in programme objectives, activities and implementation;
Section 3: Information, knowledge management; products and public image;
Section 4: Gender expertise, staffing, decision making and organizational culture; and
Section 5: Perception of achievement of change.

Part III presents a summary of key findings and specific recommendations on the basis of identified strategic areas.

Part IV includes annexes of relevant information and reports on the workshops, in particular the case illustrations and document review examples.
PART II: Key Findings and Recommendations

Section 1: MoES in international and national contexts: strategic policies and partnerships for gender equality in education

1.1 Introduction

Gender equality in education is an important area of concern in both international and national contexts, as evident in the commitments made by world leaders to Education for All (EFA) and the Millennium Development Goals (MDGs 2 and 3, in particular). Research on female education in many countries has clearly demonstrated that educating girls and women is critical to economic development for it creates powerful poverty-reducing synergies and yields several inter-generational gains (UNGEI, 2012).

At the national level, Uganda has pledged to promote gender equality as enshrined in the National Constitution of Uganda (1995). The revised Uganda Gender Policy (2007), recognized for its gender responsiveness as an exemplary model in the African region, sets out not only the goal, objectives and strategies of gender equality for Uganda, but also its policy priority action areas. Education is a highly recognized priority area. One of the overall indicators, among others, that will be used to assess the extent to which the purpose of the policy is achieved as well as evaluate impact of the policy on gender equality and women’s empowerment is the “Proportion of girls completing formal education by level.” The National Development Plan (NDP) 2010/11 – 2014/15 emphasizes gender inequality as one of the seven binding constraints to national development.

International mechanisms are also well in place in Uganda. Major international conventions signed are: the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Optional Protocol, the UN Convention on the Rights of the Child, African Charter on Human and Peoples’ Rights and the Universal Declaration of Human Rights. A number of international instruments have also been domesticated, e.g. CEDAW in the Constitution; UNSCR 1328, 1820 and Goma Declaration Action Plan; and the Beijing Platform for Action in the National Action Plan for Women. Millennium Declaration/MDGs guide the work of the GOU, in particular MDG2 and MDG3. Uganda is also a signatory to different instruments of the African Union and the East African Community. Uganda has signed the Abuja Declaration (2001), the Maputo Protocol (2003) to the African Charter on Human and Peoples’ Rights and the Rights of Women in Africa.

1.2 Achievements on International Commitments

The Millennium Development Goals and the Education for All are global commitments which the MoES continues implementing since their initiation.

Goal 5 of EFA, which specifically refers to “Eliminating gender disparities in Primary and Secondary Education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls’ full and equal access to and achievement in basic education of good quality” (with other 6 goals identified in the Dakar Framework for Action) has led to the following key achievements:

• Gender gap has ceased to be an issue in primary level of education. In 2011, the percentage of girls in enrolment in primary school is shown to be 50.11% and that of boys is 49.9% (EMIS, 2011). The number of girls and boys relatively equal across all the classes. It is also worth noting that the number of females is higher in Uganda than males, hence the higher percentage of girls.

• In the Secondary Sub-Sector, the ratio has also improved: 52.6% for boys and 47.38% for girls in 2011. This improvement has been attributed to a number of initiatives: Creation of a more gender responsive school environment for the girl child by providing separate latrine stances for boys and girls and changing rooms and bathrooms for girls; counselling and guidance by senior
female and male teachers; introducing Girls’ Education Movement (GEM) Clubs; teaching of sexual maturation and reproductive health courses; and overall implementation of a multi-media strategy to accelerate achievement of gender parity in the country.

Thus the Government of Uganda has not only put out a number of policy documents to redress gender disparities in education but also collaborated with various development partners such as UNICEF and civil society organizations to establish gender responsive educational programmes to boost girl child education and eliminate disparities.

**MDGs 2 and 3:** “Achieve Universal Primary Education” (MDG2) and “Promote Gender Equality in Education” (MDG3). The MoES formulated the “Gender in Education Sector Policy” in 2009 specifically as a framework for operationalizing the MDGs by forming a basis for gender responsive planning and implementation of sector programmes.

Key policy initiative for achieving the MDGs has been the implementation of UPE through various measures such as payment of tuition fees for all enrolled children; provision of textbooks and instructional materials; hardship allowances to teachers working in remote areas, etc. Implementation of the bursary scheme for needy but bright children, creation of a gender friendly school environment for girls, and affirmative programmes, etc. have promoted gender equality and empowerment. Some encouraging trends are seen to be the following:

- The ratio of girls to boys in UPE in terms of Net Enrolment Rate in 2011 is male 96.3%; female 97.2%, an indication that the target 100% is likely to be met across gender by 2015.
- The survival rate of pupils who enroll in P.1 and reach P.5 is male 57% and female 59%, an overall 58% in 2011
- Primary 7 completion rate in 2011 is overall 64%: 65% male and 63% female.
- Total enrolment at secondary and tertiary levels has remained low over the last decade. The current enrolment at secondary school level shows 45.7% as girls (2011)
- Proportion of female enrolment at tertiary level has grown more rapidly; it now stands at 47%. This can be credited to various affirmative actions taken to promote admission of girls in public universities and other tertiary institutions.

Despite these impressive improvements, the country faces enormous challenges that threaten the full realization of full targets by 2015. These are: high population growth, rampant poverty, regional disparities in education service provisions, inadequate budgetary resources, HIV/AIDS, high absenteeism, high dropout rates, and inadequate community participation among others: all these combined reduce the quality and efficiency of primary education in the country.

With regard to the attainment of MDG 3, challenges and constraints posed to gender balance in enrolment at primary and secondary levels are mainly:

- Socio-cultural factors such as early marriage, teen age pregnancy, domestic chores and bias in favour of boys; and
- Poverty that generate inequalities that affect access to education and particularly puts girls at a serious disadvantage.

Nonetheless, the MoES is consistently moving forward to address these challenges and meet MDG targets by 2015.

### 1.3 Conducive Policy Environment

**Gender in Education Sector Policy (2009)**

Following the specific instructions outlined in the Uganda Gender Policy (UGP, 2007) for all Sector Ministries and Sector Working Groups to translate the UGP into sector-specific strategies and activities; and build capacity of staff in gender analysis, planning and budgeting, MoES is one of the first ministries in Uganda that has pioneered customizing of this gender policy to guide the process
of gender mainstreaming in the education and sports sector. The Gender in Education Policy (GEP) was finalized in 2009 through consultations with all education stakeholders and in line with the Education Sector Strategic Plan (ESSP 2007-2015). It commits itself to attaining the millennium development goals 2 and 3 of achieving gender parity in primary and secondary education by 2005 and at all levels by 2015 as well as work towards empowerment of women.

The policy also provides a clear policy linkage with other policy initiatives to promote gender in education both at international and national levels. Such linkages include the commitment to Education For All (EFA) particularly Goal 5 on eliminating gender inequalities that hinder girls’ advancement in education, in both primary and secondary education and achieving gender equality by 2015, in fulfillment of the Beijing Declaration and Platform for Action (1995). At the national level, the GEP appreciates historical initiatives to address gender inequalities through the Government White Paper (1992), Poverty Eradication Action Plan (1997), the Uganda Gender Policy (2007) and the National Development Plan (2010). The policy recognizes the focus on education as an intrinsic right for girls and boys as indicated in the Uganda Constitution (1995: A.30) and the realization that gender mainstreaming is no longer an option but mandatory (GEP, 2009:5).

Other Policy and Legal Initiatives (1992-2009)

Numerous legal and policy initiatives that have provided a policy environment conducive to promoting increased access to education, with a focus on gender disparities, as well as targeting completion of school while ensuring quality education are:

- Government White Paper (1992) (identified gender inequalities as one of the obstacles to promote access to education);
- Universal Primary Education (1997), and Universal Secondary Education (2007)
- Affirmative action policy (through giving additional 1.5 points to increase girls’ access in public universities);
- National Strategy on Girls’ Education (2000);
- United Nations Gender Equality Initiative (2004);
- Girls’ Education Movements; and
- Gender in Education Policy (GEP 2009), as mentioned above.

The MoES also supports the network associated with the United Nations Girls’ Education Initiative (UNGEI) which was launched in 2004 in Uganda as an overarching multi-stakeholder response that would set forth a context-specific development road map for girls’ education in the country. Jointly with the Gender Task Force, MoES contributed to the evaluation process of UNGEI in 2012.

Policy on re-entry of pregnant girls and child mothers to school

Although a policy is not yet in place to offer girls ‘another chance,’ MoES, in conjunction with UNGEI partners, is at advanced stages of resolving this policy gap. Even in the absence of a formal policy pronouncement, UNGEI and the MoES have put in place several initiatives, including radio talk shows, ‘school walks’ and school visitations to raise awareness on the importance of sending child mothers back to school. Such initiatives, together with circulars that MoES regularly sends to school administrators urging them not to expel pregnant girls from school, are starting to change the community mindset to embrace the rationale for re-entry of pregnant girls and child mothers (UNGEI, 2012).
Reporting to CEDAW on Girl Child Status on Education

The MoES is also responsible for contributing to the mid-term report on CEDAW specifically on the Status of the Girl Child’s Education in Uganda with evidence based cases for demonstration of progress made.

MoES is also starting to get increasingly involved in the global initiative on **One Programme for Human Rights Education** (audit team learnt about this during consultation with partners).

Furthermore, MoES coordinates activities of regional organizations such as the Inter-University Council of East Africa (IUCEA), African Institute for Capacity Development (AICAD) and on matters of Ugandan students on scholarships abroad.

Mention must also be made of the **memorandum of understanding signed between private secondary schools and the government in the implementation of USE**. According to ESSAPR, 2009/10, secondary education has increased access through registering and licensing of private schools, developed infrastructure like class rooms, and sanitary facilities specifically for girls and boys, and enhancing public private partnerships (PPP). Public-Private Partnerships are seen as one of the strategies to have access and equity to quality secondary education.

Thus, through all of these alliances, networks and programmes, the MoES strategically aims at ensuring universal and equitable access to quality basic education for all children, improving quality education at all levels in Uganda, ensuring equal access by Gender, District and Special Needs at all levels of education as well as building the capacity of districts by helping Education Managers acquire and improve on their knowledge, skills and attitudes to be able to plan, monitor, account and perform managerial functions.

All the legal provisions and initiatives cited above serve as a basis for the PGA exercise to help assess progress made in implementing these policies: identify gaps and provide possible strategies for strengthening gender mainstreaming in the education sector in Uganda.

### 1.4 Coordination and Strategic Partnerships

Developing strategic partnerships is extremely crucial for the MoES. The sector has continuously made efforts to partner with agencies promoting gender concerns such as the Irish Aid, MoFPED through the Budget monitoring Unit, FAWE-U, UNICEF, AfDB, School of Women and Gender Studies – Makerere University and many others. Some of its key Government partners are Office of the Prime Minister, Parliament of Uganda, Cabinet, MoFA, MoGLSD, MoFPED, MoPS, OPA, NPA, MoH, Makerere University, UAHEB, Education Service Commission, NCDC, Semi-Autonomous Institutes, Training Institutes, Universities, Embassies, etc. MoES also partners with civil society organizations and CBOs such as FAWE-U, AGHA Foundation and UNATU. The notable UN agencies with which it collaborates are UNESCO, UNICEF, UNFPA, OHCHR and UNDP. Among supporting donor agencies are DFID, Irish Aid, USAID, ICA, World Bank, ADB, PLAN-U, GIZ, and EU.

Findings from Consultation Meeting with Development Partners

A total of 8 organizations were represented in the Consultation Meeting with implementing partners and stakeholders. They were asked to share important information on the main gender related activities in which they have collaborated with MoES. Two critical areas for questions posed were related to:

**Coordination mechanisms:** How do you coordinate with MoES? Are these coordination mechanisms effective? Do you face challenges in coordination? What are those challenges and how do you solve them?
Strengthening gender mainstreaming capacity: Do you regard MoES as a gender sensitive and gender responsive organization? Why? Does MoES help in strengthening your capacity on gender mainstreaming? In what ways would you like MoES to assist you further? In your opinion, how can MoES strengthen its own mainstreaming approach and activities?

Some strategic areas of collaboration that were highlighted during this meeting as programmes and specific activities that these agencies undertake with MoES were:

- CEDAW reporting and implementation (specific considerations on gender relations with reference to girl child education)
- One Programme for Human Rights Education (This global programme itself has a gender focus in urging education as an intrinsic part of rights of all kinds of school population parents, teachers, government officials)
- Tracking to see the gender budgets attached to all the planned outputs in the OBT, performance contracts, performance reports in all sectors, including education; and monitoring the budget
- Imparting skills in gender mainstreaming, gender analysis including gender budgeting; Sharing and conducting gender sensitive research methods feminist approaches; Providing gender training in outreach programmes
- University level courses offered on gender issues
- Advocacy and sensitization campaigns; preparing gender responsive pedagogy materials
- Ongoing participatory gender audit under the auspices of UNJPGEWE

With reference to coordination mechanisms, avenues for interaction were reportedly provided through national steering committees, inter-ministerial committee meetings, Gender Task Force meetings, direct interactions with the relevant Desk Officer for project coordination, work through the established structures of education at district level DEOs, inspectors, PTCs, CCTs; advocacy campaigns; and direct interaction with the Gender Unit in the MoES. A conscious analysis of how these mechanisms work effectively or not has not yet been done.

1.5 Observations and Concerns Voiced by Development Partners

- Gender capacity for all staff in the MoES has not been fully and systematically built. Lack of or limited gender analysis skills and gender sensitivity has hampered consistent progress of gender mainstreaming in the ministry.
- MoES has not involved all stakeholders on gender issues, for example CBOs and communities as key for linkages to keeping children in schools. There is a need for MoES to build partnerships in several programmes with communities for better strategies
- Gender budget "needs assessment" and integration into mainframe budget is still fragmentary. Many sectors have still not been able to follow the gender budget guidelines adequately and carry out needs assessment properly to be able to budget for gender within their sectors.
- Teachers still entertain stereotypes about male and female students.
- Curricula for primary, secondary and tertiary levels are not adequately gender mainstreamed. For example, gender based violence (GBV) is not mentioned in the curriculum.
- Targets for gender mainstreaming for different divisions/departments in the sectors are not set.
- Gender mainstreaming guidelines are lacking for procurements and architectural designs.
- Gender Task Force, as a working group is not adequately linked with other MoES working groups.
- Inadequate monitoring of implementation of gender related policies and guidelines.
- Inadequate data especially on gender responsiveness at school level, on dropouts due to pregnancy, etc.
- Lack of gender responsive indicators for monitoring and evaluation; leading to inadequate monitoring of implementation of Gender in the Education Sector Policy
- As UNATU, we do not have a clear and formal partnership with MoES whereas opportunities are available, e.g., in structures; meetings; in specific programmes for gender mainstreaming in
planning and budget lines.”

• Limited presence of MoES in Teachers’ Education in Universities and Higher Educational Institutions: Teachers’ Education recruited teachers go to teach in secondary schools but most of the time the MoES does not directly get involved in their activities and programmes such as curriculum reviews, programme designs, or other activities. The ministry appears to consider such teacher education institutions like Makerere University College of Education as a responsibility of the National Council for Higher education.

1.6 Key Recommendations provided by Partners

These recommendations have been presented here reflecting the suggestions made by the representative partners on how to strengthen MoES’ gender mainstreaming capacity.

**Strengthening capacity at all levels:**

• A more in-depth knowledge of gender concepts and practical hands-on gender tools should be made a mandatory course in the training of teachers in PTCs, NTCs and universities.
• Tailor made contextualized gender capacity building training should be organized for all staff from all sectors in the ministry.
• Refresher courses for educators at all levels at regular intervals should be part of a regular capacity enhancement programme.
• Gender modules need to be integrated into all training of evaluators and assessors.
• Continued sensitization of all stakeholders on gender issues should be made compulsory.
• A system of rewards and recognition should be instituted to encourage gender initiatives. Simultaneously, sanctions for non-compliance should also be instituted and enforced.

**Engendering curriculum:**

• All curricula should be gender mainstreamed and gender as a subject be made compulsory.
• GBV should be incorporated in curriculum at all levels.
• MoES participation in engendering curricula processes need to be strengthened.

**Engendering data collection and analysis, monitoring and evaluation:**

• Gender mainstreaming targets should be set for all sectors and levels.
• Recruitment of a specific M&E officer for gender in the MoES should be considered.
• Data collection tools and data analysis should cover all gender issues relevant in the country context. Ensure that all materials, guidelines and policies are also engendered.
• Gender Task Force should come up with clear gender responsive indicators
• Strengthen policy implementation through adequate monitoring processes and tools.
• There should be gender guidelines for procurement and architectural designs.

Reinforcing coordination and collaboration on gender issues:

• Create a direct and clear link of the Gender Task Force with other Working Groups to enable gender related issues to be easily addressed within the ministry.
• Develop and maintain a formal and active partnership between MoES and other organizations such as UNATU. MoES needs to work more with stakeholders, especially at community levels (e.g. CDOs) in handling all gender issues.
• Improve collaboration with Training and Evaluation Institutions.
• Proactive solicitation for implementation of gender mainstreaming at all levels and sectors, and with all partners should be undertaken more visibly and forcefully.
Section 2: Gender Mainstreaming in MoES’ Planning, Programming, Implementation and Monitoring

Introduction

The Ministry of Education and Sports (MoES) Uganda is mandated to “to provide for, support, guide, coordinate, regulate and promote quality education and sports to all persons in Uganda for national integration, individual and national development”. The ministry’s vision is to ensure “Quality Education and Sports for All”. These are the core functions that the sector has from time to time emphasized through policy formulation, programme/project designs, implementation, monitoring and evaluation as illustrated by a series of routine sector reviews (ESSAPR) and annual ministerial policy statements that spell out key policy thrusts, programme areas, performance in terms of achievements and challenges that the ministry bases on for further actions.

2.1 Gender Mainstreaming in MoES: Key Findings

Structural and Programme set up of MoES

In terms of structures, the MoES has 3 directorates namely; Directorate of Education Standards (DES) that focuses on Teacher, Instructor Education Standards, Secondary Education Standards, Pre-Primary and Primary Education Standards and Technical and Vocational Education and Training (TVET) Standards; Directorate of Basic and Secondary Education (DBE) with programme areas of Pre-Primary Education, Primary education, Private Secondary Schools and Government Secondary Schools. The same directorate hosts the gender Unit. The third Directorate of Higher, Technical and Vocational Education and Training (D/HTVET) consists of Technical and Vocational Education and Training, Tertiary Education and Training and Teacher and Instructor Education and Training. All these structures fit into the education programme areas of Pre-primary and Primary education, Secondary Education, BTBET and Higher education. Given the wide nature of the ministry areas of focus, the sector also focuses on sectoral cross-cutting issues that include agricultural education, physical education and sports, guidance and counseling, instructional materials unit, and education standards. These are implemented along the national cross-cutting issues of Gender, HIV and Environment.

Gender in Education as a Cross Cutting Issue

Beyond the Gender in Education Policy, sectoral programme documents identify gender as a cross cutting issue that should be integrated in all policies, programmes and activities of the sector. According to the Education Sector Strategic Plan (ESSP 2007–2015), the plan earmarks strengthening of cross cutting programmes which include HIV/AIDS education, counseling and guidance, peace studies, refugee education and gender equity. In the Ministerial Policy Statement (2012/13), gender is also identified as a cross cutting issue. The MPS indicates that gender parity has been one of the sector’s targets in its service delivery to address the challenge of girl child school dropout due to various reasons e.g. early marriages, teenage pregnancy and socio cultural factors. This practice of identifying gender as a cross cutting issue places the education sector in compliance with the National requirements on gender mainstreaming reflected in the 2007 Uganda Gender Policy. In these requirements, gender is described as cross-sectoral and a mandatory aspect that has to be integrated in all aspects of development for the country to realize sustainable development.
Establishment of Gender Unit

The Gender Unit was established as a mechanism/structure for gender mainstreaming, as stipulated in the Gender in the Education Sector Policy. It functions as a coordination Unit to ensure systematic and coherent gender analysis, mainstreaming and monitoring across the board. It was initially to be placed under the department of Guidance and Counseling and then since 2012 resides under the Directorate of Basic and Secondary Education. Since its inception in April 2012, the Gender Unit already initiated a number of interventions including:

- A Rapid Needs Assessment exercise for all departments in MoES
- Engendered Tools for the PAF Joint monitoring.
- Made proposals for departments to integrate specific gender items into their budgets and plans for FY 2012/13.
- Provided simplified gender budgeting guidelines
- Formulated ToRs for GFP and GTF
- Prepared publication of 2 issues of Gender Eye (July + Oct/Nov. 2012)
- Publication of Gender in Education Profile
- TORs ready for Three-Year Strategic Plan for Gender in Education
- Prepared Gender Position Paper for forthcoming 19th ESR
- Providing inputs for the CEDAW Report on the education status of the girl child
- Organized and implemented PGA (January 2013)
- Capacity building of gender and budget focal officers in gender and equity budgeting

The Gender Unit consists of four staff members: 2 technical and 2 support: (3 F and 1 M). It is supported by a Team of GFPs within departments and units: 16 (12 F 4 M). It also works closely with the Gender Task Force (25 members). The Gender Unit requires a higher number of technical staff to be able to accomplish the bigger task of providing technical support in mainstreaming gender in the entire Education sector.

There is a Gender Focal Team (GFPs) in MoES who works with the Gender Unit in coordinating gender activities and also provides technical support to the different units on gender issues. However, the PGA team noted that this position of GFP is not formalized and it is an added on responsibility thereby not giving the focal persons enough time to handle gender related activities and support all the units effectively. Gender related responsibilities of the GFPs are add-ons to their regular programme and are not reflected in their performance evaluation. Moreover, only a few of them have received in-depth gender training. The Gender Task Force composed of sectoral representations from various Ministries also works together with the Gender Unit in MoES to achieve gender equality results.

Overall, the Gender Unit receives substantial support and encouragement from the Director of its own Directorate and other Departments. Nonetheless, it was not evident to the PGA team that this support is pervasive across the board. Hence, the task ahead for the Gender Unit is indeed challenging.

Tracking key entry points for gender sensitive indicators

The ministry has a set of key areas of analysis whose focus is central to gender equity and equality in education. These areas of analysis include access, equity, quality and efficiency. In all its programme areas (pre-primary education, primary education, secondary education, BTWET and higher education), the sector uses indicators from all these areas of focus to determine programme responsiveness to gender. Indicators tracked in these areas of analysis are highlighted in the table below.
Through this framework of analysis, the sector has endeavored to use sex disaggregated data and in other instances gender disaggregated information. The framework of analysis offers an optimistic wider platform to analyzing and integrating key issues of gender in education sector from a focus on numbers to the core aspects of involving boys and girls in participation, the curriculum content, the reward systems, career choice, safe school environment and other qualitative aspects of gender equality.

**Narrowing the gender gap across primary, secondary and higher education and popularizing girls’ participation of girls in BTVEET**

The MoES introduced a number of programmes that have narrowed the gender gap in terms of accessing education. The introduction of Universal Primary Education (UPE) in 1997 led to increased access to education with boys registering a 72% increase while girls experienced a 74% increase in enrollment. This achievement in reducing the gap between girls and boys accessing primary education is re-echoed by the GEP as a fundamental step towards achieving gender parity. The UPE programme was later complemented by the Universal Secondary Education (USE) in 2007 to enable effective transition from primary to secondary education. As indicated by the ESSAPR 2009/10, achievements in increased access at primary and secondary level of education were due to a number of interventions that included;

- Payment of capitation grants for UPE pupils and students under USE programme,
- Equitable focus on children in conflict areas as well as support to education of disadvantaged children in Karamoja Region,
- Infrastructure development
- Promoting Public/Private partnerships through licensing, registering and monitoring private

<table>
<thead>
<tr>
<th>Area of focus</th>
<th>Description</th>
<th>Indicators</th>
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<tr>
<td>Access</td>
<td>All children should have access to education, regardless of their gender, nationality or ethnic background, cultural or language group, social stratum, area of residence, and so on.</td>
<td>Gross Intake Ratio (GIR), Net Intake Ratio (NIR), Gross Enrolment Ratio (NER) and the Net Enrolment Ratio (NER).</td>
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<tr>
<td>Equity</td>
<td>Equity in education entails creating realistic possibilities for all children to participate in education. Without discrimination, all children are expected to ultimately complete their school levels and acquire necessary knowledge and skills. Equity also envisages that it should be possible for everyone to continue with his/her education.</td>
<td>Children from social, cultural and ethnic groups or families that do not offer favorable conditions for the development and education of their children, equity of education must imply a set of so-called ‘positive discrimination’ measures e.g. creation of favorable conditions that help with their success in education (Affirmative Action).</td>
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<tr>
<td>Quality</td>
<td>This is a key parameter for the assessment of any educational system. Access to education and the participation of the population in the educational process, by themselves, are not enough to guarantee that education will bring about the planned effects.</td>
<td>Indicators used in this aspect include Quality of the learning environment; Quality of curricula and their content; Quality of the teaching/learning process; Quality of learning achievements, Quality of instructional materials and Teacher recruitment</td>
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<tr>
<td>Efficiency</td>
<td>A wide range of indicators used to assess education efficiency include;</td>
<td>Enrolment rate of each generation and for all parts of the population; dropout rate during schooling; completion rate for each grade or each educational level; Continuation rate from lower to higher levels; Repetition rate; and learner achievements expressed and measured by teacher marks or by different types of achievement tests.</td>
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schools to increase avenues for access to education.

- Promoting girls education through the GEP.

Other initiatives to promote equitable access to education included introduction of Universal Post Primary Education Training (UPPET) particularly promoting Business, Technical, Vocational Education and Training (BTVET) through popularizing BTVET as a career option for both boys and girls, establishing new technical institutes in districts where they never existed, promoting science subjects as compulsory for all students and rehabilitation of accommodation especially for girls to ease access. A case in point is the rehabilitation of the girls’ hostel at Mulago paramedical school. At the higher education level, the MoES also continued with the affirmative action of 1.5 additional points awarded to girls in public universities to increase women’s access to higher education. All these efforts were clearly documented by the ministry as key achievements that have increased access and equitable education to all Ugandans.

**Shift in focus from Access to Quality**

Besides addressing issues of access and equity, MoES has shifted its efforts towards improving quality of education given the high enrolment rates. The ministry’s commitment to issues of quality education is highlighted in the Government White Paper of 1992 and the 1998 guidelines on UPE policy. The White Paper notes that no country can be better than the quality of its education system and no education system can be better than the quality of its teachers. The White Paper further calls for elimination of gender inequalities in education. The 1998 “Guidelines on policy, roles and responsibilities of stakeholders in the implementation of UPE” also identified critical issues of concern that must be addressed. These included; how to handle increased enrolment of pupils (quantity) and ensure delivery of quality Education; the gender question and the retention of pupils in primary cycle among.

It is also important to note that as the sector shifted its attention from access to quality so as to galvanize the achievement in numbers, the issue of addressing the gender question also came up. At the pre-primary and primary level, attention was shifted to recruitment of teachers to implement the new teacher allocation formula of one teacher per class with emphasis on gender-balance (MPS: 2012/13; 2). Other issues emphasized to improve the quality of education included improving the quality of the learning environment; Quality of curricula and their content; Quality of the teaching/learning process; Quality of learning achievements, Quality of instructional materials and Teacher recruitment.

**Integrating Gender in Learning environment, Curriculum and Instructional materials**

The participatory gender audit exercise also established notable efforts of integrating gender in programme areas of learning environment, curriculum and instructional materials. The ministry, with the support of UNICEF had developed a hand book for primary school teachers on Safe School Environment -2010. In this handbook, the ministry reiterates the government’s need to reaffirm its obligation towards promoting and protecting the rights of every child by creating safe and secure environment in schools and communities. The handbook also emphasises that implementation of the guidelines laid out will greatly support the sector’s support in creating a violence-free environment in schools thus propelling the journey towards fulfilment of EFA goal 2. EFA goal 2 calls for ensuring that by 2015, all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities have access to and complete free and compulsory primary education of good quality. The safe school environment was designed to address key components such as;

- School governance (e.g. functional pupil councils, established and enforced school rules and regulations, etc.)
- Teaching/learning process (use of participatory methods of teaching, use non-biased methods of teaching, equitable allocation of co-curricular activities, teachers using polite language, etc.)
- Learner participation (e.g. Functional school clubs such as Girls Education Movements)
• School plant (e.g. adequate and safe class rooms, safe sanitary facilities, equitable facilities catering for girls, boys, disabled and staff, etc.)
In all, the handbook uses a human rights approach to promoting education of girls and boys in and around school.

In terms of the quality of curriculum, the audit process (through interviews) established that several reviews of the curriculum have been conducted to ensure that the content being taught to students is aligned to the current needs of Uganda. At primary level for instance, there was the review of primary teachers Education curriculum in 2010. The curriculum identified a module on gender responsive pedagogy that teachers must cover in their course of study. In its introduction, the curriculum cites the International convention on Economic, social and Cultural Rights (1966) commitment to education both as a human right in itself but also an indispensable means of realising the achievement and enjoyment of the other human rights. It also indicated that Primary teacher education curriculum indicates that the level of development attained in a given country and the quality of life that the people in that country enjoy socially, economically, politically, culturally and otherwise depend on the level of development attained in the education system in that same country both quantitatively and qualitatively.

Integrating Gender in the Instructional Materials

The audit process also noted that MoES has already initiated a process to integrate gender in the instructional materials. According to the response from top management in the instructional Materials Unit, the unit deals with translating the curriculum into materials to use in schools. This is highlighted by a respondent in an interview as follows;

“As a ministry we do not do actual translation but we out-source the service among the writers and publishing houses. We do the advertising of the tasks through the bidding documents which contain a focus on gender. We ensure that gender is incorporated in the text books, discourage negative messages to boys or girls in books, discourage dominance of one sex over another, that concerns for people with disabilities are considered and that’s the scoring procedure takes gender as one of the items to look out for in the text books.”

The integration of gender in the instructional materials can be seen as a key step in shaping the attitudes of learners and teachers through the examples used, language and images. Use of gender sensitive examples, images and language has a great potential in challenging gender stereotypes that usually create gender imbalances in career choice, girls’ and boys’ participation in science subjects, leadership positions and any other gender biases in education.

Gender responsive Infrastructure Development

With the increasing number of students accessing education at different levels, MoES found itself at the center stage of improving infrastructure to accommodate the growing numbers. Key to this is the introduction of sex – specific structures such as separation of pit latrines and washrooms for boys and girls, incinerators for girls’ and mixed schools to enable girls’ dispose - off the used pads. According to the construction management unit, the sex specific infrastructure was prompted by studies which indicated girls’ dropouts increasing due to inadequate or no separate sanitary facilities for them. According to the survey done in the MoES by the gender unit in 2012, inadequate space for girls to change their pads or sharing of latrines are some of the reasons that contributed to the increasing number of girls dropping out of school. Addressing this infrastructural need was repeatedly mentioned as one the key initiatives geared at meeting the specific needs of boys and girls at school.

Conducting Gender Specific Studies to inform Policy

The MoES also identified carrying out gender specific studies to enable the sector inform policy
making processes. A number of studies identified resulted into technical reports establishing needs and interests of girls in education, gaps in education service delivery as well as highlighting key entry points for strengthening the sector’s gender responsiveness. Some of these studies include fact booklets, handbooks with sex disaggregated and gender disaggregated information, studies on re-entry of girls in schools while pregnant or after giving birth, studies feeding into the girls’ education in CEDAW reports, baseline on the status of gender mainstreaming in the education sector and many other forth coming studies. Through these studies, the ministry has also engaged researchers with gender specific knowledge and skills of research and analysis to come up with findings that inform policy making process in the education sector.

**Gender Sensitive Partnerships for Promoting Gender Equality**

The sector has continuously partnered with gender sensitive partners in its programme design, monitoring and implementation. (See Section 1.3 above)

**Promoting Non Formal Education**

The sector has been credited for promoting non formal education as an equitable alternative to the children that may not have had a chance to access formal education. This initiative was credited during formal interviews for taking into consideration equity issues given the different specific conditions that may constrain girls and boys access to education. Participants in the PGA exercise credited the Non formal education policy *(NFE still in draft)* for striving to target learners that have different reasons constraining education. Such initiatives earmarked include

- **ABEK** – Alternative Basic Education for Karamoja. This considers children who cannot afford formal education given their pastoral lifestyles.
- **BEUPA** – Basic Education in Urban and peri-urban areas targeting slam areas around Kampala city where boys and girl children face challenges of accessing education.
- **ALP** – Accelerated Learning Programme particularly in areas that face social political challenges to accessing education e.g. in Northern Uganda with the experiences of armed conflict.

Although these may not be the mainstream initiatives for promoting gender in formal education in Uganda’s education sector, they provide avenues for boys and girls in such disadvantaged conditions to access education. For instance it is established that pastoral communities have gender division of roles that have left particularly boys disadvantaged in accessing education. It’s also important to realize that armed conflict may have different implications for women/girls and men/boys in relation to missed opportunities, changing gender roles, access to resources, as well as the threat to sexual abuse. Therefore a policy that is at the heart of addressing such contexts offers a great opportunity for addressing gender imbalances in education.
Promoting Gender in Education: A Case of ADB Project

Promoting gender equality in education was also noted in the design and implementation of projects within the education sector. One of the critical projects in integrating gender in project work is the ADB project.

**ADB Investment Portfolio in Education Sector**

**Project Description**

African Development Bank Project is implemented under 4 investment cycles with support from African Development bank and the government of Uganda. The project whose cycles number from ADB Education I up to ADB Education V implements a scope that covers the whole spectrum of the education sector namely the Primary, Secondary, BTVE, and Higher Education sub-sectors.

In its design, the project prioritized two components – the Hard component that deals with infrastructure development and the soft component that addresses HIV/AIDS, Career Guidance and Counseling, the Bursary Scheme, the gender considerations and child friendly activities, school management training, preparation of the facilities maintenance manual, training of science and math teachers as well as popularizing the BTVE as a career option for school graduates.

In its implementation, the ADB project partnered with FAWE-U particular for soft components such as the implementation of Bursary scheme and the gender considerations and child friendly activities among other components. The project is also implemented with the support supervision from the relevant sector units depending on which component is being addressed.

**Key gender initiative in the project**

**At the Design stage**

1. The Project was consciously aware of the need for integrating gender in education. From its design, it focused on implementing soft components on gender considerations in schools.
2. The design of the bursary scheme is also geared towards promoting girls education through awarding 75% of the scholarships to girls in secondary schools.
3. The promotion of training in science and math was also geared towards addressing gender imbalances in science subjects. According to the project coordinator in EPPA, the emphasis on sciences was to reduce the stereotype that girls cannot manage science subjects.
4. The project also partners with FAWE-U that was described in the PGA as a gender specific organization whose mandate is to promote girls education for gender equality.

It is therefore clear that at the design stage, the project was clearly targeted at addressing gender imbalances in education.

**At the level of implementation;**

1. The project uses sex and gender disaggregated data.
2. Implementation of all the gender responsive components in the design of the project.
3. Through its hard component, the project has constructed several sanitary facilities in schools where its operational such as incinerators, washrooms and toilets that are well separated and labeled for girls and boys.
4. It promotes girls participation in BTVE courses.
5. Procures gender sensitive consultants to train teachers and sensitize students on several soft components e.g. HIV/AIDS, Gender, counseling and guidance.
6. Under ADB II, the project constructed and equipped 54 science laboratories in girls’ schools to promote girls participation in sciences.
7. Under ADB II, the project provided equipment to the Science and Technology Production Unit (STEPU) that is under the National Curriculum Development Centre (NCDC) as part of the
process of improving the teaching and learning of science. This support resulted in a fivefold increase in the quantity of science equipment that is produced by STEPU (MPS, 2012/13 Annex).

Under ADB IV that is scheduled to end in 2014, the project targets rehabilitation, expansion and re-equipment of 5 Technical Institutes spread across the country in order to turn them into Centres of Excellence.

2.2 Gaps and Challenges in Gender Mainstreaming

The Ministry of Education and Sports has thus credibly and impressively initiated the efforts to mainstream gender in its policies, programmes and projects. However, despite the above initiatives noted above, the sector still faces a number of challenges in its attempt to consciously and explicitly mainstreaming gender in its sectoral functions. These challenges are elaborated below.

Inadequate Institutionalization of Gender Mainstreaming (GMS)

The sector has registered some achievements in addressing gender concerns but these initiatives have only remained piecemeal, anecdotal and limited to individual practices rather than being infused at the core programmes of education sector.

The establishment of the Gender Unit is highly commendable but its status as a project funded by Development Partners questions its sustainability once the three years accorded by the project ends. This Unit is not financed by the core MoES budget and receives no funding from mainstream budget for its various activities. With inadequate human and financial resources, the Gender Unit is not in a position to be able to provide high quality technical support to gender mainstreaming throughout the entire MoES Directorates and Departments.

Furthermore, the requirements to mainstream gender are not integrated formally in tools and guidelines that guide staff during programme implementation. In the guidelines on UPE policy for instance, gender is identified as one of the critical areas of concern to address during policy implementation, but issues of gender are never identified in the following sections. The same guidelines point out need to focus on girls and avail them equal opportunity to access education but this is neither out of a specific gender analysis nor aimed at an overt justification. It is therefore highly likely that the gender question is not arrived at from a systematic gender analysis of the status of education in Uganda. There is evidently no focus on gender in the policy position, no identification of gender specific needs of boys and girls in school, no focus on gender in school management or in the roles of various stakeholders. All these entry points remain inadequate in addressing gender, because there seemed to have been no initial gender analysis, no elaborate and explicit justification for a focus on girls’ education.

In the Instructional Materials Unit, the bid document used has a mild focus on gender, with gender only categorized under the general category and awarded 5% as indicated below.
By implication, for an instructional material that is passed after acquiring 75%, all materials can ignore gender as a precondition but still be passed as recommended for circulation. Gender is also not integrated in the curriculum requirement yet ministry efforts were already noted at integrating gender in the curriculum.

**Inconsistent use of Sex and Gender Disaggregated Data**

The sectoral policies and programme documents also indicate an inconsistent use of sex and gender disaggregated data. Citing the revised ESSP 2007-15, the plan provides sex disaggregated data on UPE programme but provides generic data on USE. The plan notes that the introduction of USE increased transition rates from P7 to S.1 by 22% from 46.9% to 68.6%. Although all these are identified as strides made in secondary education, the data provided remains generic with no sex disaggregation. Unlike the UPE enrollment that was sex disaggregated, the secondary education data was not disaggregated. The plan does not also indicate the gender related opportunities or challenges related to USE but only indicates in a gender neutral manner that significant resources are needed especially due to increased enrollment.

**Inadequate Accountability for GMS**

It has also remained consistently a challenge for the sector staff to appreciate the nature of effective gender mainstreaming even when majority of them agree that gender is a cross cutting issue. This inadequate comprehension of the nature of GMS as a cross-sectoral issue has led to its inadequate implementation because nobody sees it as their responsibility. In one of the interview, a top management respondent noted that when gender is perceived and implemented as a cross-cutting issue, everybody thinks somebody will do it, somebody thinks everybody will do it, ultimately nobody does it. It was also noted that majority staff thought that GMS is a responsibility of the gender unit thus leaving it not addressed in their specific sectors. Some staff members perceive their programmes as more of macro and therefore having nothing to do with GMS which should be done
at the micro-implementation levels as illustrated in this response: “At this macro level, we do not care how many girls or boys they are in a school. If we are sending a UPE or USE capitation grant we do it on the basis of total enrollment.”

Thus, the initiative of the senior and middle management in the MoES (with a few exceptions) in moving forward gender mainstreaming process per se appears to be not as active as could be expected. In such scenarios, gender related initiatives remain micro and largely invisible in the core programmes of the education sector.

**Instrumentalist approach to Gender in Education**

Uganda’s education focus remains largely instrumentalist and at most essentialist in nature rather than a focus on education as a human right with the prospect of strengthening individual agency to function. The revised ESSP 2007-15 for instance emphasizes that promoting primary education will ensure not only equitable access but that a year of primary education is estimated to add the average 5.6% to adults’ incomes. This economic approach is likely to emphasize more of the economic benefits than the individuals’ right to education. Other instrumentalist stances in promoting women’s education include.

- Educate women, educate the whole nation,
- Promote education to increase household incomes,
- Uganda must create a bank of highly educated people to manage the emerging economy and contribute to poverty alleviation,
- Skilled human resources produce more, earn more, and pay more taxes.
- Educate women, you would have educated the whole nation
- Women are motherly, they are less corrupt and more accountable than men – they are the best head teachers and lower primary teachers.

With the above essentialist and instrumentalist approaches, there is likelihood for educationalists to end up paying more attention to the produce, the earnings, poverty reduction and taxes than the welfare of individual pupils and teachers. It is also likely to promote women’s involvement in those sections that are seen as female-friendly – lower primary teachers, motherly roles rather than higher positions where strategic decisions are made thus reinforcing professional stereotypes.

It is also crucial to understand that Uganda’s human rights and empowerment approach to education is well stipulated in the 1995 constitution of the republic of Uganda and the 2010 National Development Plan. The 1995 Constitution, in Article 30 indicates that education for children is a human right while the NDP emphasizes education that builds the productive capacity of the members of society and empowers individuals to think independently.

**Lack of Inter-Departmental Synergy**

The audit exercise established that there was no inter-departmental synergy among the different units of the Sector which, not only has a negative effect on GMS but also on effective implementation of other programmes. During the staff workshops, it was noted that sometimes staff are not aware of what is happening in the unit next to their offices yet effective functioning of individual sub-sectors depends on the synergy between these subsectors. For instance, for instructional materials to effectively integrate gender, the NCDC has to incorporate gender issues in the curriculum. Interdepartmental synergy enhances staff awareness of complementarity of education programmes, identification of common issues to address across departments, as well as effective utilisation of financial and human resources for gender equality. This synergy ensures that all education stakeholders are aware of each other’s role, key concerns to address for the benefit of all in the chain of education particularly the learners.
Inadequate Focus on Gender Sensitive Indicators

The sector was also noted for having a consistent focus on numbers in addressing issues of gender. A lot of focus is on how many boys and girls have accessed education at primary or secondary education, how many latrines have been constructed, how many learners are dropping out, how many teachers are being trained and many others. The major indicators tracked include Gross Intake Ratio (GIR), Net Intake Ratio (NIR), Gross Enrolment Ratio (NER) and the Net Enrolment Ratio (NER). In this figure, the sector tracks key indicators that are ideal for analyzing gender despite the sector’s optimistic frameworks to capture issues of access, equity, quality and efficiency in education (see the illustration above); all the monitoring and evaluation techniques, tools and approaches remain gender neutral or at most quantitatively sex-specific. No attempt has so far been made to ask the question why in all the information categorized by sex. As a result the qualitative aspects of gender relations such as learners’ participation, career choice, quality of the learning environment; quality of curriculum content; quality of the teaching/learning process; quality of learners’ achievements, quality of instructional materials and teacher recruitment, dropout rate during schooling; completion rate for each grade or each educational level; continuation rate from lower to higher levels – all these remain under reported or not reported on at all.

Inadequate Focus on Boys

The sector does not highlight a clear focus on gendered challenges that face boys in education. Within the guidelines for adopting new initiatives and projects in the education sector, gender mainstreaming is not identified as part of the guidelines. The revised ESSP also only identifies girls’ education as a cross-cutting initiative; yet GMS in education requires a much broader focus than just on girls’ education. For example, strategies are being sought for newly emerging trends of male student marginalization due to wars, child labour, or 1.5 points particularly for Arts subjects. Such a comprehensive focus on male and female concerns in education sector will go a long way in shaping people’s perception of gender as a relational concept focusing on males and females rather than equating it with women only.
The audit exercise also noted staff concerns where women and girls are consistently focused on from a vulnerable point of view. The respondents noted that there is no need to always assume that girls are and will always be vulnerable; they cannot manage to look at themselves as able bodied individuals. They further noted that this tendency has implications where the focus is likely to reinforce girls’ “inferiority to their male counterparts not only in education but in other development sectors too.”

**Wide gap between Gender Policy, Knowledge and Practice**

The audit exercise also noted that although the MoES has a policy environment conducive for gender mainstreaming, there was a big gap between the existence of policy and the actual implementation of GMS. Interviews noted that most policies and guidelines identify gender but some staff members are not aware of them which make policy implementation inadequate. Staff, through participatory workshops also noted that although they have some knowledge on gender related concepts; the application of this knowledge in their daily work at the ministry is still low.

**Misconception on Gender**

There has been a general observation from the gender audit exercise that gender is largely perceived by majority of staff in the MoES as synonymous to women. This was revealed through what staff called predominant focus on promoting girl child education, the affirmative action strategies drawn on by the government particularly the 1.5 additional points scheme, and citing of women in most illustrations of gender related programmes. As one of the respondents interviewed asked, “Are you sure we know gender, maybe we need to clearly understand what gender is? Is gender all about women, because all I tend to hear when we talk about gender is women, women, and women!!!” As a result of such perceptions, some staff were not sure whether they knew gender or whether they have been integrating gender in their programme areas. This lack of clarity on the concept of gender was also indicated in a host of sector programme documents where sex and gender were used interchangeably as the same.

This inadequate conceptualisation of gender also affected the way GMS was perceived, appreciated and the attitude staff had towards implementing gender mainstreaming. In cases where it was perceived as women, it greatly led covert resistance to the implementation of GMS especially with the feeling that boys/men would end up being marginalised. This lack of clarity remains a missed opportunity in GMS especially where detailed descriptions of historical imbalances and discrimination need to be provided in case of a programme focus on one sex.

**Attitude towards Gender Issues within MoES**

Some perceptions and views voiced during interviews and workshops are presented verbatim below. They are quite illustrative of how different segments of women and men in MoES think about gender equality issues:
Views on what is gender!!!

- “Isn’t gender all about women? That’s what I know!!!”
- “I used to think that gender is all about women, but now I appreciate and understand that it also involves men.”
- “I have learnt of the difference between sex and gender”
- “I like gender because I grew up with my mother and I saw how she raised us single handedly, doing all the things that men brag about that they can only do.”
- “I have not had any training on gender, but I am interested in it and I know my rights.”

Views on how gender should be addressed!!!

- “Gender issues need to be at the forefront of everything we do, if we have to provide holistic education”
- “We need to have a gender responsive monitoring tool.”
- “Importance of gender analysis before action/intervention should be recognized.”
- “Appreciate gender at a household level- socialization”
- “I have realized that we have been addressing gender issues the wrong way but at the same time we have to be rational and systematical while doing gender mainstreaming.”
- “Review of students’ curriculum with regard to gender mainstreaming.”
- “Explore and reflect on gender at a deeper level”
- “Higher focus is necessary on gender sensitivity and responsiveness.”
- “Being mindful of the different special needs for both boys and girls for PWDs especially in the infrastructure.”
- “There is lack of appreciation of gender. As for attitudes among staff, especially the top management, some of them does not appreciate.”
- “I see big gap between policy and practice!!!”
- “I have identified a research area on gender on household relations and dynamics and their implication to education.”
Views on gender roles of men and women

• “I hardly think about gender as part of my functions and decisions, much as I am a woman.”
• “For a man, you can delegate your family responsibilities to your wife and go away for studies, “but a woman cannot”
• “I tend to allocate women in areas with less risk and those where there is need to be careful.”
• “This job is not meant for you men, it is for women.”
• “As much as we now have many women in higher positions, I think men have not yet come to appreciate that women can be better leaders!!”
• “Sometimes people are generally lazy, especially women to help themselves.”

Inadequate Knowledge and Skills in GMS Techniques

The understanding of key gender concepts is very crucial for promoting gender equality in an organization. At MoES, the knowledge of gender concepts and rationale for gender mainstreaming varied among staff with some really exhibiting a good understanding and others having very limited knowledge. At the participatory workshops, it was clear that many had still misunderstood “gender” as referring to women only and that gender issues concerned women alone. Promoting gender equality in education was seen more as empowering girls and educating them, not so much as issue of human rights. The reality of girls and women having been marginalized and disadvantaged for generations or that boys and girls have different needs that need to be addressed was not clear to many participants before the workshops.

Many others demonstrated awareness of the concepts though in-depth clarity was lacking. Participants were able to furnish concrete examples such as; gender mainstreaming being a strategy that integrates issues that affect women and men, gender referring to the socially constructed roles like men providing for their families, sex-biological differences, equity - fairness, addressing the imbalance, gender equality (power relations) - equal treatment of men and women with regard to addressing the needs of both i.e. having equal access to the same opportunities and not being hindered by law, regulations, customs, culture, norms and tradition. The audit team recognized that gender concepts may have been discussed among the staff in different contexts but further definitional clarity would be helpful.

The audit exercise further noted a wider gap in staff skills ranging from awareness on gender, conceptualizing gender and related concepts, skills of gender analysis or integration of gender in their specific areas of work. Almost in all interviews conducted by different PGA team members, it was noted that the majority of staff did not have comprehensive training in skills of gender analysis, planning or other gender specific related programmes in education sector. Some members of staff reportedly attended a number of workshops on gender and equity budgeting or other workshops where gender was mentioned in passing. Such avenues not only remain inadequate in terms of specific focus on gender and its relevance to different programme areas in education sector, but are also conducted in too short a time to deliver the required conceptualization of evolving and packed concepts like gender mainstreaming.

Results of Gender Equality Questionnaire

Gender Quality Questionnaires were administered to all staff workshop participants. 54 questionnaires were received back. Questions were posed on four areas:

• Gender expertise and vision
• Accessibility and availability of methods for gender mainstream
• Competence of staff
• Culture of the organization
An analysis of the responses reveals some interesting facts:

- When asked if MoES has a gender policy, 69% said “yes”, 9% did not know about the gender policy in MoES, and 20% said that there is no gender policy;
- On the relevance of a gender policy, 81% said it is very important to have gender achievement of organization strategic and operational objectives;
- On accessibility and availability of methods, procedures and instruments for gender mainstreaming, 51% said “not competent enough”;
- On providing staff with guidance on gender mainstreaming, 63% said the guidance was “insufficient”;
- On “how often they integrate gender in their work” 43% responded “usually, whereas 22% said “seldom” and 9% said “never”.

**Implications:** These responses are self-evident: a large majority of MoES staff shows awareness of the Education Gender Policy and believe in the relevance of pursuing gender issues within the education sector. However, their competency on gender skills has not been adequately built up and they recognize that much more guidance is needed on the how-to of gender mainstreaming within their own sectors. Integration of gender issues in their work is evidently neither systematic, nor consistent nor based on adequate knowledge of gender mainstreaming techniques.
### 2.3 Some Good Practices Identified in MoES

#### Good Practices

- Abridged version of the Gender in Education Policy: this small and pocket friendly book is distributed free by the Gender Unit and is availed to everyone.

- Narrowing the gender gap across primary, secondary and higher education – popularizing girls’ participation of girls in BTVEET and the planning of a gender strategy for BTVEET.

- Publication of Newsletter: The Gender Eye. Two issues have been disseminated: July and October 2012. Focus on thematic issues: UNGEI, Menstruation; Gender Based Violence in addition to updates on gender related information and publications.

- Research findings on “Retention and Re-entry of Pregnant Girls in Schools” have been tabled for action. It is believed that once the recommendations are considered by the policy makers, many girls will have a second chance to continue with their education.

- Introduction of menstrual management guidelines for schools, provision of locally made sanitary towels, and coaching classes on personal hygiene, have been based on the realization that menstruation is one of the leading causes for girls dropping out of schools.

- Construction and Management Unit has taken into account the need to plan well for sanitary facilities in schools like washrooms for girls and incinerators.

- The design of the bursary scheme (with ADB) is also geared towards promoting girls’ education through awarding 75% of the scholarships to girls in secondary schools.

- The integration of gender in the instructional materials through use of gender sensitive examples, images and language has a great potential in challenging gender stereotypes that usually create gender imbalances in career choice, girls’ and boys’ participation in science subjects, leadership positions and any other gender biases in education.

- The “Hand in Hand” soap drama that aired on UBC TV a few years ago to demystify the masculine nature of Technical Education and encourage girls to take up these technical courses.

- Teacher education curriculum has been reviewed to integrate gender sensitive pedagogy and equity in the classroom. Establishment of a “Gender Responsive School” is encouraged to demonstrate how such a school can function academically, socially and environmentally.

- Female BTVEET graduates will be given preferential access to BTVEET instructors training to increase the share of female instructors in the BTVEET system.

- Due to the changing culture whereby girls/women are increasingly getting involved in sports, the PES has started catering for girls/women’s facilities like hostels and changing facilities in the national stadia, play-field.
2.4 Recommendations for Consideration

Given the numerous gaps and challenges identified, different avenues of consultation in the participatory gender audit suggested possible recommendations that could play a key role in conscious, clear and systematic integration of gender in the education sector. These recommendations include the following:

**Institutionalize Gender in the Education sector**

- The audit noted the need to review and integrate gender in all policies, guidelines and tools of analysis so that gender initiatives are formalized rather than being implemented as individualized initiatives.
- Raise the awareness of staff on the existence of gender sensitive policies, guidelines and tools through sensitization meetings, trainings and dissemination of policies.
- Provide tailor made capacity building of staff in skills of gender analysis to enable them appreciate gender related concepts in their work and how they can be applied.
- Develop gender sensitive indicators to track qualitative aspects of gender in education e.g. level of participation in class, career choice, gender in curriculum, etc.
- Integrate gender in all ministry programmes and project from design, implementation, monitoring and evaluation.
- Develop clear terms of reference for the gender focal persons and make gender related work part of what staff members are evaluated on.

**There is need for a more holistic approach to GMS**

- In terms of structure, there is need to strengthen and elevate the current Gender Unit to a departmental level to give it more leverage in articulating gender issues at a higher level.
- Make GMS a responsibility of all units with Gender Unit as coordinating entity.

**Need to ensure clarity on meaning of gender & an appropriate approach for GMS.**

- Always provide elaborate and clear justifications of the gender initiatives implemented.
- Always do a gender analysis prior to programme design and implementation so as to respond to realistic gender concerns.
- Involve boys/men in gender related discussions.
- Promote women in leadership positions through identification and training of qualifying women in management skills.
- Need to review 1.5 additional points scheme (additional points offers to girls on their entry to public institutions of higher learning) to ensure no issues of marginalization particularly to boys.
- Consistent disaggregation of data by sex and gender.

**Need for increased and consistent gender awareness-raising to help staff, particularly top management, appreciate what gender is and the value it has in promoting education.**

- Specifically target the Heads of Department for gender sensitization. Start with the heads of departments to go through sensitization on gender. This initiative should focus on what gender is, other related concepts, why we need gender in education sector. The ultimate goal of this initiative should be to enable them appreciate gender and have a positive attitude towards promoting GMS in the sector. If they are targeted generically, they may delegate, ultimately missing out on the information and skills yet they make key decisions in programme implementation.
- There is need to change the attitude of commissioners and top management to appreciate GMS as core to education success.
- According to a top management official in Education Planning and Policy Analysis, “there is
need for skills training for key policy implementers. We have been interacting with consultants on gender, attending workshops on gender but have not had specific training for us to appreciate key gender concerns in our sector.”

- “There is need for clear guidelines on how to finance gender related programmes.”
- “Resource mobilization is key to effective implementation. It could even be possible to seek a certain percentage (2%?) of the entire MoES Budget to be dedicated to gender issues, but for this the Gender Unit will have to come up with evidence based case studies to demonstrate that if this budget were made available, these impacts and effects will be created. Results-based evidence can be a strong argument for budget resource proposals. Budget planners understand projected proof of impact of activities. Gender Unit must work in that direction – seek to justify their budget proposals. I am sure there will be strong grounds for it.”
- Negotiation skills and assertive skills for girls and working women must be made part of gender sensitization training – must be built into gender training - so that they are enabled to take up management positions and also fight for resources. Fighting for resources is what each unit has to do. The Gender Unit also must “fight for resources” – both human (additional staffing) and funds, in order to make the Unit more visible and effective and have adequate coverage at all critical intervention points.

**Career guidance and counseling needs to emphasize the value of different education courses to boys and girls to avoid students ending up in sex stereotypical careers**

**There is a need to promote empowerment and human related approaches to education. Education as a human right, with a purpose of enabling individuals to act independently needs to be emphasized. Gender in education cannot only be promoted as a tool to achieve economic gains.**

### 2.5 Case Studies of Directorates/Departments/Units

Case Studies are presented below to illustrate further details on key findings, gaps/challenges and recommendations specifically on some of the Directorates/Departments and Units, from which the PGA team managed to interview an adequate number of staff members to capture needed information.

#### 2.5.1 Department of Secondary Education & Department of Private Schools & Training Institutions.

The MoES has two key departments charged with regulation of secondary education in Uganda i.e. Department of Secondary Education and the Department of Private Schools and Training Institutions. Although the two units deal with closely related aspects of secondary education, they are all essential in effective coordination of secondary education. The two departments are reflected in the Table below, in terms of their mandate and core functions.

Secondary education in Uganda is credited for, not only making attempts in integrating gender but also having potential entry points for gender mainstreaming. For instance according to the documents reviewed by the gender audit team, Secondary Education has contributed towards narrowing the gender gap in accessing education through Universal primary Education and the Universal post primary education. According to the MPS 2012/13, the introduction of USE tremendously increased access to education particularly of girls. Other initiatives for promoting girls’ education cited included construction and grant aiding more USE schools to reduce distances travelled by the students, creation of gender friendly schools, and provision of dormitory facilities at newly constructed seed secondary schools that are located in remote areas. The ministry also continues to partner with development agencies like World Bank and African Development Bank of ADB project to provide teaching materials, construct new schools and train teachers in the handling of new curriculum.
The sector is also credited for disaggregating all its data by sex to enable secondary schools departments establish the sex gap in different aspects e.g. registering students and teacher enrollment by sex, and being consciously aware of the sex differences between students. According to ESSAPR, 2009/10, secondary education has also increased access through registering and licensing of private schools, developed infrastructure like class rooms, and sanitary facilities specifically for girls and boys, and enhancing private public partnerships (PPP). Private-public partnerships are seen as one of the strategies to have access and equity to quality secondary education. This has been done through signing a memorandum of understanding between private secondary schools and the government in the implementation of USE.

**General Framework for Secondary Education in MoES**

<table>
<thead>
<tr>
<th>Unit</th>
<th>Secondary schools Government Aided/owned</th>
<th>Private Schools and Training Institutions Department</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mandate/ functions</td>
<td>Develop, formulate and review policies, plans, programmes, strategies and guidelines for secondary education; monitor and evaluate their implementation in collaboration with relevant stakeholders.</td>
<td>Develop and ensure implementation of appropriate policies, plans, strategies and guidelines for effective coordination and management of private schools and foreign students.</td>
</tr>
<tr>
<td></td>
<td>Promote the advancement of quality, appropriate, accessible, and affordable Secondary Education to the nationals.</td>
<td>Identify/establish the needs of the private schools and advocate for their recognition and support by Government and facilitation of their adaptability to any changes</td>
</tr>
<tr>
<td></td>
<td>Provide technical support and support supervision to Government and Government-aided Secondary Schools.</td>
<td>Review legal matters and develop appropriate regulations for development of the private schools/institutions taking into account the peculiar needs, demands and international standards;</td>
</tr>
<tr>
<td></td>
<td>Advise Government on all matters on Secondary Education (including staffing, financing equipment, infrastructure development and maintenance etc.).</td>
<td>Establish and promote cooperation and collaboration amongst Private schools/institutions, Ministry of Education and Sports and other relevant stakeholders at international and national levels.</td>
</tr>
<tr>
<td></td>
<td>Coordinate matters of appointments, confirmation and transfers of technical and support staff in Government owned/Government aided secondary education. (ensure work/family balance)</td>
<td>Identify private secondary schools that wish to partner with Government in the implementation of its programmes (including USE).</td>
</tr>
<tr>
<td></td>
<td>Identify skills, capacity gaps (GMS gap??) and recommend appropriate continuous professional development/capacity programmes for the schools.</td>
<td>Develop the appropriate classification and grading criteria and ensure its proper application in the private schools.</td>
</tr>
<tr>
<td></td>
<td>Ensure timely appointment, provision of technical support and support supervision to management Boards and Committees of Government owned/aided secondary schools to ensure their effective performance, management and attainment of the Sector objectives and goals.</td>
<td>Ensure timely appointment, provide technical support and support supervision to management boards and Committees of private schools for their effective management and attainment of the Education and Sports Sector strategic objectives</td>
</tr>
<tr>
<td></td>
<td>Establish and maintain an up-to-date comprehensive data bank, information management and communication systems in line with the EMIS procedures (sex and gender disaggregated data)</td>
<td>Establish and maintain an up-to-date data bank and information management and communication system about the private schools/institutions and foreign students in line with the EMIS procedures.</td>
</tr>
<tr>
<td></td>
<td>Ensure implementation of a proper Registration, Licensing and Deregistration system of private schools, in accordance with the Education Act.</td>
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GMS initiatives in Private Education and Institutions Department

The participatory gender audit (through in depth interviews) established that private schools department had engaged in several initiatives to integrate gender in its functions. This was seen through:

- Ensuring that before licensing and registration, the school must have the required sanitation facilities such as separate latrines for boys and girls in case the school is mixed, and washrooms. This sex-specific infrastructural initiative is seen across the sector as one of the initiatives addressing girls drop out of school. Inadequate sanitary facilities have been widely documented as a hindrance to girls continuing in schools.
- The department has come up with guidelines on ensuring that private schools have the required standards like the other government schools. These guidelines include:
  1. Policy guidelines for the Public Private Partnership schools. These guidelines provide a justification for government partnering with private schools to absorb massive graduates from UPE, address access and equity issues by giving education services to districts which did not have a government school, as well as commitment to achieving the MDG of gender parity in education by 2015. The policy guidelines also point to commitment to EFA goals (goal 5 targets eliminating gender inequalities). The guidelines point out Gender mainstreaming as one of the eligible cost centers for the scholarship grant for private secondary schools. Other gender sensitive eligible activities include HIV/AIDS counseling, guidance and counseling, health and sanitation programmes among others. Schools in this arrangement are also required to publicize (on their notice boards) student enrolment and daily attendance by class and sex. The guide however misses including GMS among the expected expenditure items under the budgeting process even when GMS was identified as a must-spend on activity.
  2. Guidelines for establishing, licensing, registering and classification of private schools/institutions in Uganda. These guidelines act as an assurance of the minimum standards that private schools must have before they are approved. These standards include sanitation facilities that must be separate for females and males (teachers and students alike). The policy guidelines also use gender sensitive language that is inclusive of males and females e.g. head teacher, boys and girls, and other accommodative words. It also uses a number of forms that have sex disaggregated data.
  3. Guidelines for the recruitment and retention of teachers in private schools. This guide also raises pertinent issues in teachers' welfare such as complaints from school owners against teachers resulting into dismissals, late payment of teachers, hire and fire practice that leaves teachers at the mercy of private school owners and many other concerns.

- “For all boarding sections we require every female school to have a matron/senior woman for mentorship, guidance and protection. Also male – specific schools must have male senior staff to guide the boys. The unit also recommends that matrons and senior men must be accommodated within the school, near the dormitory for easy access by the students.”
- “The unit provides support to Directorate of Education Standards to monitor the quality of education in private schools.”
- “Licensing more private schools is also seen as an opportunity for increasing chances of girls and boys accessing education especially in hard to reach areas.”

Given the above self-analysis, the staff in the private education and institutions department noted key concerns that the private education brings to the education sector. It was noted that:

- Many private secondary schools prefer employing male teachers compared to female teachers because they are profit oriented. They tend to look at women especially those in their reproductive
ages as an inconvenience. When one gets pregnant and later on maternity leave they look at that as wastage of time. Actually women in private sections do not get the three months maternity leave. It’s as if when you are working in a private school you should not get pregnant.

- In private schools most people do not know their rights so they will be denied leave after giving birth or chased away when they get pregnant. The hire and fire practice is very common
- Female students and teachers are commonly subjected to sexual abuse. Some may be asked sexual favors before they can be given jobs or kept on the jobs. There is one school where the son of the owner was reportedly having sexual relations with the students and because this was the son of the owner, nothing was reported until when issues run out of hand.
- Private school students are more vulnerable to abuse of sexual nature
- The recruitment and retention of teachers in secondary schools is also problematic. They are not given appointment letters, no contracts at all, no form of security. As a result, they are easily exploited.

Given all these concerns, Private education presents a great need not only for promoting gender integration but instilling into the sector the human rights aspect of education. When education is only seen as a means of profit making, it not only compromises the quality of education but also the welfare of those to benefit from or deliver education as a service. The profit-driven aspect of this education also presents itself differently for females and males whether teachers, students or the administrators especially skewing the already unequal power relations between the work/family relations. Unfortunately women and girls become the most hard-hit and vulnerable to all forms of exploitation.

The unit staff contacted also expressed their dissatisfaction gender is integrated in the programmes of the entire sector. In his rating of the unit’s perception of achievement,

“Private education has achieved live 20% because whatever achievements we have reached on in mainstreaming gender has been reached not because we set out to achieve that but unconsciously. I would not say that we have set out to achieve them. We should reach a point of targeting gender mainstreaming consciously, not unconsciously. The need for mainstreaming gender has not been taken as a ministry priority.”

The unit also notes the need to strengthen the gender unit particularly its collaboration with all the units in the sector to;

- Demystify the myth of gender as women.
- Address the welfare of teachers in private schools particularly females needs to be addressed.
- Do awareness raising and training on GMS since this should have been done long time ago. Now you have the gender audit dealing with commissioners and other top decision makers who have their own perception on gender. You would need to sensitize them to have them on board.
- Build the capacity of all staff in gender analysis through training - beyond the gender officer or gender focal persons. Each individual needs to have that knowledge of understanding gender and being able to identify those challenges that are gender related to staff and students. We need to have the capacity to identify gender issues by ourselves.

**GMS in Secondary Education – Government Owned/Aided**

Although both departments deal with secondary education, their mandates remain clearly demarcated. According to interviews in this department, the unit is at the fore promoting science subjects particularly encouraging girls to participate in sciences, reducing the subject load to three principal passes to ensure students have a clear focus and making sciences compulsory so as to ensure that girls have no alternative option. Other initiatives were noted as follows:
• Implementation of USE that has increased student access to secondary education. More schools constructed, more class rooms, creation of double shifts to cater for increased enrollment.
• Promoting SESEMAT secondary science and Mathematics under the (project) to retool the teachers concerned to implement the government’s science policy.
• Emphasis on 50:50 recruitment of boys and girls in secondary mixed schools
• Promoting and encouraging girls’ only schools, headed by female hear teachers.
• Ministry focus is shifting to quality of education. Ensure teachers are in front of class room, teachers equipped especially those for science and mathematics, construction of laboratories for science subjects, and promoting girls involvement in science subjects.
• Reviewing the curriculum to ensure that it is more student-friendly with subjects that are relevant to the current needs of Uganda’s development. The curriculum review has also focused on integrating gender – with more illustrations of boys and girls.
• The best performing head teachers have been females because they are committed to their duties, consistent and always at school, have time for students, they are motherly, quickly respond to ministry calls and greatly accountable.

Despite these initiatives, it was established that girls have a fear of science subjects because they fear cockroaches, rats, rabbits, snakes. They fear looking at blood so how can they dissect these species in biology practical exercises? We were also told that the same fear occurs among girls in human medicine. They fear dead bodies. So how do you deal with such? Issues like these present long term challenges to addressing gender inequalities. Such revelations come at a time when the government is promoting sciences as a must for every one yet that decision does not seem to have been informed by such social cultural contexts that hinder girls’ fear of sciences. It’s therefore important to note that unless initiatives in promoting gender equality in education spring from a systematic gender analysis, the effectiveness and sustainability of the initiatives for gender equality may remain a challenge. The ultimate decision of making sciences compulsory may not, in the long run, yield a permanent and sustainable solution. The disinterest may translate in poor performance in sciences or complete withdraw from school all together. It was also noted that the biggest challenge with GMS is because achievements in gender require change of attitude to certain things yet this has not happened. Unless people’s attitudes are changed, through sensitization, building confidence of girls to believe in themselves, promoting women in leadership, gender inequalities may persist. We also need to change the attitude of the person in front of the class room to know how to handle boys and girls.

Conclusion

On a whole, the secondary education sub-sector offers new entry points in gender mainstreaming especially building from the commitments on gender at the international level (EFA and MDGs 2&3); capitalizing on the existing initiatives on gender such as sex disaggregation, improved sanitation and increased access to reach a level of analyzing gender issues beyond numbers. The sub-sector also has a wide number of guidelines that are still not cognizant of gender issues yet they can be reviewed to ensure the specific needs and interests of females and males in secondary education are taken care of. For instance,

• The Policy guidelines for the Public Private Partnership schools can systematically incorporate gender in the objectives, clarify on the concept of gender mainstreaming in its definition of terms, highlight the value of promoting gender equality in education and how gender inequalities can be avoided for successful enrollment, retention and completion of secondary schools. The guide can also indicate GMS as one of the opportunities for promoting UPPET and UPOLET, have a gender specific target for schools to partner with, list GMS as one of the requirements for funding, and promoting gender analysis to identify gender specific concerns for each school to address.
• Other guidelines and policies can also be reviewed for an effective integration of gender beyond numbers and implied/rather covert initiatives.

Unless gender concerns are integrated in the core activities of secondary education, challenges of access, retention, completion, gender stereotypes in curriculum and instructional materials, and many others may persist thus leading to gender inequalities. And as the National Development Plan 2010, indicates, Gender issues, negative attitudes, mind-set, cultural practices and perceptions are a great hindrance/bottle-neck to social economic transformation of Uganda. Gender can indeed be integrated in all the key functions of the secondary education in Uganda.

2.5.2 Department Of Guidance and Counselling

Mandate and overview of its functions/objectives

The department of Guidance and Counseling was created in 2008 and curved out of the former department of Special Needs Education/Guidance and Counseling where it was a division.

It is mandated to plan, formulate, analyze, monitor, evaluate and review policies, provide technical support and guidance and set national standards for guidance and counseling for the education and sports sector. It provides strategic and technical leadership, guidance, advice and set strategies on all matters regarding guidance, counseling, any psychosocial concerns, HIV/AIDS and other support services in education and sports sectors in collaboration with other stakeholders.

The programmes of guidance and counseling are designed to address key national challenges such as unemployment, school drop outs, early pregnancy, drug and substance abuse, strikes and protest in schools. More importantly they are designed to make education more meaningful and relevant to learners, making it worthwhile investments to parents/guardians.

Key findings

• Gender has been mainstreamed in all their programs and activities and they consider it very crucial. Gender has been introduced as one of the core topics taught under guidance and counseling in secondary schools right from form 1 to 6 with different contents aimed at promoting gender equality and equal opportunity among students with set objectives such as sensitizing students about gender issues and how to go about them; enabling learners disregard negative beliefs on gender roles and responsibilities.

• Guidance and Counseling department is very active in producing resourceful materials for schools at all levels and produces Journal of Guidance and Counseling to ensure that guidance and counseling are effectively conducted in schools. In their resource books, there is use of gender sensitive language and images for example; in the Career Guidance Handbook: A guide for Enrolment into the Health Related program, the pictures used show that both men and women can take on medical courses; in the journals there are pictures of boys and girls playing together.

• “During career talks, we ensure that all children benefit there is no discrimination and effort is made to ensure the girl child is present. For example, when we organize conferences, we ensure the participation of both boys and girls.”

• The different needs of girls and boys are taken into consideration for example during support supervision in schools, they check to ensure that all guidance and counseling rooms are equipped with chairs, beddings and sanitary pads for emergency, soap, water and bucket. They also look out for toilets; do boys and girls have them separate? How many stances and their location to each other?

• Guidance and Counseling teachers are trained on gender sensitivity and one of the rules instituted in schools is that every school must have a senior woman teacher and senior man teacher for...
mixed schools and single sex schools as well these teachers respective of either girls-senor woman and boys’ senor man teacher. These teachers are not supposed to be members of disciplinary committee.

**Challenges/Gaps**

- There is no guidance and counseling policy however, there is a draft in the pipeline.
- Administration in most schools have negative attitude towards guidance and counseling. The public has not yet appreciated the need for guidance and counseling in school.
- At national level, there is no provision for counselors in schools; public service and Ministry of Education does not provide for it and therefore most teachers do not take it serious.
- There are budget constraints for the department and therefore unable to reach all its constituents. Guidance and counseling is given the least budget and therefore not in position to do much.
- Most of the staff members do not have the skills and knowledge to mainstream gender in guidance and counseling programmes and activities.
- There are very few female teachers to support guidance and counseling in schools especially in the North and this makes it very difficult for girls in these schools to benefit effectively. Besides there are very few trained counselors in schools. Often there is only one teacher for the entire school who takes up guidance and counseling and yet it is an additional work not paid for and evaluated and therefore the motivation is not there.
- Guidance and Counseling department is understaffed with only 7 out of 14 establishments, making it difficult to cover a lot of work.

**Recommendations**

- While finalizing the draft policy on Guidance and Counseling, explicit gender provisions should be integrated.
- There is an urgent need for capacity building for staff in gender at all levels as well as teachers
- The MoPS should have the position of the guidance and counseling teachers as a core with clear ToRs and not as an add-on.
- The department of guidance and counseling should be strengthened with additional human and financial resources.
- Train more teachers in schools on Guidance and Counseling

**2.5.3 Department Of Special Needs Education**

During the restructuring of the Ministry of Education and Sports in 1999, a fully-fledged department named Special Needs Education was established and staffed. The objective of this programme was to provide a comprehensive programme of assistance to learners between the ages of 0 to 18 years who have special educational needs. It also aims at providing the needed support to these learners, parents, teachers and other service providers. The aim was to provide an equalized type of educational opportunities to boys and girls with special needs.

**Key Findings**

- Since the establishment of this programme the Education Assessment Resource Service Centres (EARS) have been built in 45 districts with district support and funded by DANIDA.
- The department is administered on the basis of a number of National Policies that support inclusive education. Such policies include: Government White Paper on Education (1992), The Constitution of the Republic of Uganda (1995), the Children’s Statute (1996), Universal Primary Education (UPE), (1997), and the Local Government Act (1997). The department is in the process of implementing the new Policy on Special Needs and inclusive Education (2011) that strictly focuses on the provision of education at all levels for children both boys and girls with
special needs.

- Gender is envisaged in almost all the policies that administer this department. The Special Needs and Inclusive Needs Policy stipulates home based programs that recognize that some learners both boys and girls require support while at home. Such programs target boys and girls with special needs whose homes are within the school reach.
- During field monitoring and supervision in schools, they are encouraged to have senior women and senior men who take care of the needs of the children especially when children reach the adolescent stage.
- The learning materials procured for SNE have stories and pictures for both boys and girls.
- The department trains teachers on SNE skills and while doing so, they endeavor to address the gender specific needs. For example, just as girls have menstruation periods during puberty, boys too have wet dreams and just because emphasis has been initially been put on girls only, sometimes boys are neglected and they do not know how to deal with such body changes. Therefore, they try to put in mind all these gender issues and educate teachers on such issues to benefit both boys and girls.

Challenges/Gaps

- There are no trained special needs teachers and caregivers at the Early Childhood Development (ECD) level. Above all, there is no clarity on recruitment and deployment of teachers trained in SNE in the country. The existing SNE trained teachers teaching in primary schools with Diploma and Degree Qualifications are still being remunerated as grade three teachers. And these teachers are said to be mainly females with minimal or no male SNE skilled teachers.
- There is no readily available data about learners with special needs at this level. The department does not have any sex disaggregated data of the boys and girls with special needs in education.
- The office of the department of Special Needs Education is located on 4th floor of UCD building, which makes it hard for the clients to access it.
- The department has 5 core officials with 3 men and 2 women with the top positions being occupied by the 3 men.
- Lack of technical knowledge and skills on gender mainstreaming is evident within all the activities of the department.
- Lack of funds to facilitate gender related needs like sanitary towels to those who cannot afford to buy them.
- The negative attitude towards gender equality which is perceived to benefit only women, for example, a male colleagues remarked on seeing the PGA invitation, “You go for these women issues; after all you are the ones who benefit from it”.
- In special needs education schools there is a challenge of having only female care takers to these children. When children grow up and become heavy, women care takers cannot carry grown up boys, and also face challenges on how to educate them about puberty body changes. So, female care takers also tend to abandon their jobs. “I wonder why there are no men care takers in schools with children with special needs!”
- The monitoring and supervision tools used do not trace for the gender specific needs of the boys and girls with special needs in education.

Recommendations

- The MoES should conduct several mandatory gender trainings to be able to change people’s attitudes towards gender.
- Men should also take interest in taking care of persons with special needs in education. It should not only be women in this sector.
- There should be a follow up on the PGA to see to it that the recommendations are being implemented and not having the report put on the shelves to gather dust.
- There is a need for a gender responsive monitoring tool in identifying the different special needs for boys and girls with special needs.
2.5.4 Department Of Physical Education and Sports

The Department of Physical Education and Sports (PES) was created in July 2006 as a result of enacting a National PES Policy (2004) which stipulated MoES as the lead agency in the implementation of the policy for the development of sports in Uganda. Physical Education (PE) is institutional based while sport is based in both formal institutions of learning and community in general. PE is in the primary curriculum and is currently being taught in all primary schools in Uganda. The process of examining PE is being reviewed. Unexpectedly PE is not taught at the secondary school level. Consultations and review of the secondary curriculum is going on with the aim of introducing the teaching and examining of PE in all secondary schools.

Key Findings

• There is a general appreciation of gender equality.
• Due to the changing culture whereby girls/women are increasingly getting involved in sports, the PES has started catering for girls’/women’s facilities like hostels and changing facilities in the national stadia, play-field.
• The ministry supports both male and female sportspersons to go for scholarships, training and also awards equal prizes and allowances to both male and female sports winners.
• The department organizes sports activities for both boys/men and girls/women and encourages the different sexes to go for sports that were formerly perceived to be for a particular sex. For example, initially there was a perception that netball is a sports game for only girls/women and football for only boys/men. Now the country has male netballers and female footballers.
• The constitution of the Federation for Uganda’s Football Association (FUFA) provides for ladies to be represented in the federation. For example the general secretary is a lady. In football there is a lady official. For FUFA to be legal it must have the membership of women football associations such that they have ladies at all critical executive associations.
• Gender issues are to be considered in the projects that are in the offing, e.g. the High Altitude training center. Under this project the department wants to build an institution where female and male athletes go for residential training. The department has secured land from the government in Kapchorwa and they plan to have hostels for both female and male athletes.
Challenges/Gaps

• The PES department is being administered on the basis of the National Council of Sports Act 1964 and the National Physical Education and Sports Policy 2004. The act is not only outdated but also a gender blind document. The language used in this Act depicts gender stereotypes that sports is for only men and the council is to be made of only men whereby the use of words like ‘chairman’ and ‘sportsmen’ is evident throughout the document.

• In the objects and functions of the council (2a), it is clearly stated that its aim is “to develop, promote and control all forms of amateur sports on a national basis in conjunction with voluntary amateur sports organizations by providing stadia, playing-fields and other sports items as may be necessary for the accelerated development of sports.” However, most of the stadia and playing-fields that have been provided since that time have been for only boys/men’s sports. The staff in this department confirmed that Nakivubo stadium was constructed without girls’ changing facilities and Namboole National Stadium had very limited changing facilities for girls.

• The National Physical Education and Sports Policy 2004 is also a gender blind document in which all activities are male centered and the language used is gender neutral. It was reported that both the National Council of Sports Act 1964 and the National Physical Education and Sports Policy 2004 are under review and gender issues are to be integrated in both.

• The department has 3 men all in top positions and 2 women in the lower positions

• There is limited knowledge on how to mainstream gender in all the physical education and sports activities, though most staff had undertaken a gender basics training.

• The monitoring and supervision tool does not have a provision to look out for the special gender specific needs of both boys/men and girls/women.

• Work-plans and budgets do not in any way account for gender. Boys'/men’s sports activities tend to take the biggest share of the budget giving less to the girls'/women's sports activities.

Recommendations

• The draft budget for the coming years should be re-examined to ensure adequate funding for gender initiatives.

• All activities for the next financial year should be gender responsive: changing facilities should be provided for women athletes in all stadia and playing grounds.

• There should be gender balance in the top positions

• Gender Unit should provide guidance in monitoring and supervision, ensuring that monitoring tools include gender at depth and go beyond numbers.

• Brief sensitization sessions should be organized on how gender can be mainstreamed in all their activities.

• PGA team should also audit other key sectors like Security and the President’s Office because they can help in the implementation process of gender equality

2.5.5 Directorate of Industrial Training (DIT)

Given the following mandate: assessment of certification, profiling occupations, developing training modules, developing test items (sample), accreditation of assessment centres, training of assessors, recruitment practitioners and moderate assessment instruments, DIT has a rare opportunity to engender the entire process of BTVET that it has not taken on vigorously

Key Findings

• The BTEVT Strategic plan, though not overly gender sensitive, commits to equity issues where equity means the extent to which all segments of the population, including females, persons with disabilities and other disadvantaged groups, have equal access to training.

• Neither the main objective nor the specific objectives of the BTVET Strategic Plan is gender
sensitive except objective 3. They are all generic and focus more on efficiency.

- Objective 3 of the strategic plan specifically promises to look at girls’ and their disadvantaged group’s access to BT&VET. There is also a promise to have a Gender strategy for BT&VET under this objective. The Gender Strategy will include a national gender awareness programme, improvement of hostel facilities for girls, special assistance in job placements, strict policies on sexual harassment and abuse. Special incentives or quotas for girls may be introduced in the bursary scheme, described above. BT&VET institutions will be required to operationalize the Gender in BT&VET Strategy in institutions-specific measures.

- DIT activities target areas like agriculture and the informal sector which employ the biggest percentage of women in Uganda.

- The modular assessment allows females and males to acquire skills where they have competence. “This is how we introduced surfacing for carpentry and it is very popular for women because they are so keen on detail and you find them doing only that without making the chair or table and their finishing is superior to the men’s” (Assistant Commissioner, Qualification Standards)

- DIT through the oncoming BT&VET strategy will prioritize the development of ATPs in those occupations that are specifically attractive for women, until at least 35% of all available training programmes fall under this category of occupations.

- Female BT&VET graduates will be given preferential access to BT&VET instructor’s training to increase the share of female instructors in the BT&VET system.

- The traditional courses were masculine e.g. plumbing, brick-laying etc. which DIT is trying to address and female enrolment is good in Electrical, Carpentry and Metal Fabrication. But in the modern courses i.e. Tailoring, Hotel Industry Beautician, Hair Dresser, DIT has introduced more feminine courses. However as noted by the Assistant commissioner Qualification Standards, ‘once you find a woman as a performer, they really perform even in skilled areas e.g. we have good ones in electrical courses. They are precise and careful.’

- DIT developed an Assessment Training Package (ATP) for all occupations under the Competence Based Education and Training (CBET) aimed at improving the performance of graduates. This is to convince employers about the abilities of the students whether they are female or male regardless of profession as properly skilled and ready for the job market for the competence on the certificate. The qualifications being issued to the graduates were not defining the competence of the graduate as is the case in a University. So they recommended the institution of a system of training that would address this in 2005.

- There was however no legal framework for BT&VET specifically. So a legal framework was done for this sector under the BT&VET Act and a body for qualification standards. This allows girls to freely compete and present their qualifications in the market using the following levels:
  Level one: the employer will know they need supervision
  Level Two: moderate supervision
  Level Three: One can work without supervision

This deals with the gender stereotypes because the employer is sure that whether it is a male or female they have the right competence having got the qualifications that they possess.

- All the information about courses that is used to develop the ATPs is workshop based. Yet workshops are biased depending on which courses are under development e.g. the Bead Maker workshop had only females while Horticulture had both males and females. The modern sector has occupations that are more inclusive of females; so more females participate in these.

**Challenges/Gaps**

- Females account for only about one fourth of public BT&VET enrolments, and are concentrated in traditional female occupations which reinforce gender stereotypes.

- Whereas institutions are being encouraged to take on more girls, stereotypes and attitudes are still an impediment.
• The traditional courses were and are still masculine e.g. plumbing, bricklaying etc., which DIT has tried to overturn including carpentry and metal fabrication. Girls have already ventured into electrical and members are increasing.
• Institutions were urban based and more or less in Central Region. There were none in Karamoja e.g. we had Nakawa, Masuliita, Jinja and Lugogo Vocational Institutions all in the central region which did not address equity issues.
• The cost was prohibitively high compared to the academic courses e.g. workshop tools, human resources, which drove girls away as parents and facilities favoured the boys
• Funding constraints are very serious. There is also a personnel problem. Hence not all areas are covered.
• Samples of two different communications (see above) addressed to Mrs. Ethel Kyobe, the Assistant Commissioner, Qualifications Standards as a ‘Mr.’ on her appointment letter on the left and on an envelope that bears another piece of communication on the right. This is due to the fact that work in BTVET has traditionally been synonymous with male dominated occupations.

Training in BTVET is a male domain. “For me even students would call me “Sir” in class because they do not expect a woman in these occupations. The same applies in management” noted the Assistant Commissioner, Qualifications Standard

DIT lacks women role models that will encourage the young girls to perform.

Recommendations

• There is need to integrate gender issues in the other 4 objectives and the attendant strategies of the BTVET Strategic Plan
• There is need to concentrate on the methods of application of the gender mainstreaming policies proposed under the BTVET Strategic Plan
• BTVE should actively open up to female students by revamping facilities and the messages sent to prospective students and their parents
• PWDS have no infrastructure to enable them to participate fully in BTVET. So these need special attention since we know that it gets worse for female PWDs
• Budgeting should be looked at to improve overall services in the BTVET area
• Institutions should make good use of existing infrastructure, to be able to maximize utilization of these facilities in order to be in position to take on the girls
• The environment must be improved to attract girls to vocational schools because they want a good environment. ‘In Jinja we had to improve the compound and you could see the girls enjoyed it a lot and at one point we had the best school compound in the whole of Jinja town!’ said the Assistant Commissioner of Assessment and Certification
• Technical schools should invest in a good menu that could also attract girls to “non-traditional” skill areas that offer more productive opportunities for employment.
2.5.6 Directorate of Education Standards (DES)

DES is responsible for maintaining quantitative and qualitative academic and disciplinary standards in the education sector and institutions in Uganda. It started as an Education Standards Agency (ESA) and after restructuring of MoES, ESA was renamed Directorate of Education Standards.

Key findings

- DES’ work is largely based on the gender neutral 2008 BTWET Act and the Basic Requirements and Minimum Standards (BRMS) Indicators for Education Institutions which aim at creating conducive environment as well as measures and mechanisms essential for prevention, alleviation or total elimination of impediments to the achievement of quality education in Uganda. Its functions are stipulated in the Education Act 2008 under article 46 while Article 47 refers to the appointment and roles of the executive leadership. Article 48 gives guidance on how the directorate relates to the local Government school inspectors but is also silent on gender issues.

- DES is composed of four departments: Pre-primary and primary education, secondary education, Business Technical Vocational Education and Training, and Teacher Education which gives DES a very broad mandate that can be used to engrain gender into all the sections and levels of education which it is yet to utilize since all its stated core functions and objectives are gender blind. These might be good for general inspection but very weak on gender.

- The BRMS is supported by the 6 parts. Evaluating and Improving the Quality of Education (Part 1 to Part 6) are all gender neutral in nature.

- School facilities: Some hardly separate girls from boys. Scholl environment facilities such as playing grounds, etc. are not designed appropriately for both boys and girls. School facilities might be there for boys and girls but none for special needs children e.g. ramps and toilets “When you visit up country schools the wash rooms are there from a distance yet too close which may result into students using them for sex or peeping at one another. So it is becoming an issue to have a girls’ wing and boys’ wing. They should be totally separate.” noted an inspector.

- Teaching and learning: this entails many aspects that produce different gender aspects including;
  1. The teachers’ mostly use ‘he’ and do not alternate ‘he/she’ in class which might imply that males are better than the females;
  2. Participation of boys and girls in class is skewed in favour of the boys;
  3. Attitude of the teacher to boys and girls are different with many teachers favouring the boys over the girls or not taking note of the fact that girls participate less in their classes;
  4. Examples used in class are not gender sensitive e.g. teachers constantly say that “girls sweep” and “boys build” etc.
  5. There is analysis of students’ performance by the teacher e.g. how many girls/ boys have distinctions in their class and how to improve the performance for different sexes.
  6. Rewarding system: “What do you do when a boy or girl excels? Many teachers get excited if it’s a boy but if it’s a girl they do not!”

- Girls are supposed to have washing facilities which are absent in many schools or if present, they are hard to use. Sometimes they have are no sanitary pads; so girls drop out from school.

- The composition of the school management committees does not cater for gender inclusion and at the secondary level; the Board of Governors is also gender insensitive.

- There are schools with all the three head teachers as male.

- The BRMS and the Evaluating and Improving the Quality of Education Parts 1-6 are gender blind and hence delivery of gender mainstreamed results from the inspection exercises might hinge on the expert knowledge of a particular inspector or if there is a specially designed inspection tool. “Our policies are not yet clear that gender is about being sensitive to the different concerns of the different sexes.”(Director, DES)

- Gender reporting is not yet structured. “You have to internalize the report first to get the gender issues since we do not report on them specifically. You will find gender disaggregated data, but the qualitative part is left out’. (Assistant Commissioner in DES)
Transport is a serious operational problem and a critical gender issue due to lack of vehicles e.g. if a female inspector is going up country and has to use boda bodas,” it becomes inconvenient and difficult.”

The BRMS recognises a need for different pit latrines for male and female learners and staff as well as special needs learners and staff as well as urinals for male learners, staff and special needs learners and staff.

BRMS also recognise a wide range of sports activities which can be inclusive of all male and female learners starting with different playing fields and then particular sports like football, netball, basketball, athletics, volleyball etc. although many schools may not have such facilities

**Challenges/Gaps**

- There is an entrenched bias in education institutions e.g. football for boys and netball for girls and in BTBET you find Technical Institutions having football pitches and not even a netball pitch in nursing schools!
- Inadequate financial resources to facilitate inspectors to monitor education institutions e.g. Inspectors would like to use more days to cover more schools but it is impossible or having more money to enable mothers travel with their children and maids for inspections.
- There is no female inspector in Northern Uganda. ‘If a woman is to be posted to Gulu people will argue that they prefer staying here because of family’ said one of the inspectors. There are however many female inspectors in Mpiigi.
- Reports that are produced by DES do not really have sections on gender. “I would like to see a section on gender but we just stop on statistics and nothing more”, noted an Assistant Commissioner.
- There is lack of follow up from the centre especially by the Gender Unit on issues raised in DES reports, largely due to the thinking that gender cuts across; hence everyone is doing it which is in reality erroneous.
- Gender sensitivity of the books in schools is questionable though the primary level has tried to introduce some changes.
- The curriculum reform of lower secondary has no gender at all.
- The lack of proper curriculum at primary level can easily lead to losses in gender related gains at that level.
- Many technical schools are not fenced since they were originally for boys who could take care of themselves. Yet for nursing schools, security is well catered for with proper fencing and guards except the new ones.
- Technical schools have mostly male managers/lecturers while health related institutions have mostly women.

**Recommendations**

- DES should work with the Gender Unit to ensure gender integration in all the areas throughout the 13 BRMS indicators.
- The self-assessment tools need to be deeper than just knowing whether learners participate in class or whether parents participate in school activities to bring about the gender issues. If parents are involved or not, who are these parents? Who is on the school management committees, which category of students performs better than the other in class, etc.?
- Recruitment, posting and retention of more female teachers especially in rural schools will partly solve the lack of senior women teachers in some rural schools but also give young girls someone to look up to.
- There is need for a separate section in inspection reports focusing only on gender issues.
- In all inspection activities there is need to introduce a section on gender issues and stop scratching the surface on “how many boys or girls” attend only.
- Since girls are joining Technical Institutions, it will be good to have some female heads as in the
case with Rukore Community Polytechnic and Rukungiri Technical School.

• There is need for education level specific guidelines for the different levels on gender mainstreaming for inspectors
• Some of the gender issues should be directly put in the curriculum.
• Cluster based meetings should be introduced where role models talk to the students so that they admire them, even in those schools where children have no females to look up to.

2.5.7 Directorate of Teacher Education: Tutor/Instructor Education & Training

Mandate and Activities

Teacher and Instructor Education and Training department is mainly responsible for policy, control and maintenance of standards through control of teacher education curriculum programme activities and examinations. They aim towards enhancing flexibility, transparency and accountability which allow local administrators to be creative in seeking solutions to problems that are unique to their localities.

This department performs multifarious activities such as: pay operational costs for institutions; pay examination fees; pay capitation grants and other allowances; oversee registration of teachers; recruitment and posting of lecturers and tutors; provision of instructional materials; ECD Teacher Education; capacity building of teachers, tutors and instructors; curriculum review; research on teaching and learning, rehabilitation and construction of infrastructure; and procurement and dissemination of equipment.

Gender related Initiatives

• Gender issues are addressed, most importantly through the Gender Pedagogy Handbook (Guidelines on how to incorporate gender issues in day to day teaching) and secondly, through the Handbook on Developing Life Skills (gender is treated as an issue within the Handbook).
• In more than 60 institutions, teachers have been well trained and made aware of gender sensitivity and skills required to integrate gender but “this is a gospel that has to be spread across the country at all levels.”
• There is now a revised curricula – shift from previous teaching materials and curricula – gender is integrated into all sections.
• Teacher education curriculum has been reviewed to integrate gender sensitive pedagogy and equity in the classroom.
• Trained Science and Mathematics teachers in gender responsive teaching methodology to help promote girls’ participation in Science subjects.
• All teacher training institutions now need to have a Gender-Based Officer to oversee gender mainstreaming in Primary Teacher Colleges (PTCs).
• Establishment of a “Gender Responsive School” in order to improve retention and performance of girls at school has been launched. The School Facility Grant is disbursed to district and provides classrooms and facilities suitable for girls’ needs, and guidance and counselling on sexual maturation and reproductive health, to attract and retain girls in school.
• Affirmative action to encourage women in managerial capacity in education so that they can be roles models for girls seeks to ensure that females head all girls’ schools and in co-educational schools, at least one of two leading positions are occupied by females.
• Gender based training have been introduced in Busitema and Gulu Universities.

Challenges/Gaps

• Societal perception that “gender is all about women” still persists.
• Majority of stakeholders still have limited understanding and knowledge about gender issues.
• Proprietors of private schools and heads teachers still fail to see the relevance of gender responsive schooling. They do not understand the Problem of gender equity issues – primarily girl child has no opportunity – girls are a distance away but even platform is needed and extra support to bring them on par with boys.
• There is a challenge of dissemination of the Gender Pedagogy Handbook throughout the country. The development of this handbook was supported by a project which has now ended. The project focused only on a number of districts. The Handbook was distributed only in those districts. Now looking for additional funds for dissemination, the sector has also tried to squeeze it into the regular budget requests –this remains to be seen if this will be approved.
• Gender issues are still not a part of teacher’s training on how to gender mainstream in day to day teaching and training.
• Training on Gender Pedagogy handbook was concentrated only in Northern Uganda. Even there, there are no resources for monitoring and supervision. “You start on a good programme but no resources for follow ups. So, consequently, intervention becomes discontinued and non-effective.” These good interventions need to be sustained.
• Need to integrate gender in the new curriculum and make aspects of gender a subject of continuous assessment at all levels. Kyambogo University trains tutors who teach in teachers’ colleges. These should be targeted for gender skills training so that they can impart to others. All should learn the skills of integrating gender. Gender must be part of tutors’ and teachers’ training at all levels.
• Poor performance of female students, particularly in science and mathematics still persist.
• Socio-cultural barriers are all pervasive: these put the girl child at a disadvantage – events of early marriage, teenage pregnancy, household chores, and societal bias in favour of boys are still widespread.

Recommendations

• Financial support to print and disseminate Gender Pedagogy Handbook throughout the country.
• Awareness creation at all levels – gender mainstreaming to reach in every aspect of school programme and they must be supported on how to do it – strengthen capacity level at teaching and training at institutional levels.
• Gender desk existence was not felt – not strong enough interventions. Now, Gender Unit must make itself more visible. GFPs should be more vibrant. They must make stronger inputs into the budget process and particularly in the current budgeting cycle that is imminent – need to interface more with the departments directly.
• Need to start from top management - fully impress upon them the need to implement and operationalize the Gender in Education Policy.
• There is also a need to gender sensitize teachers and tutors at both Early Child Development stages as well as secondary and tertiary education levels.
• More proactive promotional measures need to be planned and put forward to attract female students to science courses and non-traditional technical and vocational areas offered by BTWET.
• Gender Unit in MoES needs to be much more aggressive and visible in pursuing their goals. Many goals are achieved inadvertently, not through deliberate efforts.
Section 3: Information, Knowledge Management and Advocacy

“Communication and Public Relations in an organization is like life flow of blood in a human body and without it, the Organization is counted dead!”

3.1 Information, Communication and Advocacy: Key Findings

MoES Communication Strategy

The MoES has a Communication and Advocacy Strategy that is cognizant of the fact that communication is an invaluable resource for any organisation. The strategy is a government requirement for all government sectors and departments to develop their own communication and advocacy strategies to address the information gaps between government departments and the wider public. The strategy is largely gender blind and makes no specific reference to gender issues, but it aims at raising public awareness about the key activities of the MoES as it fulfils its mandate of providing quality education and sports services in the country. Hence it is aimed at creating a harmonised flow of information and enlisting public support and goodwill for reforms and interventions by redirecting the efforts already invested by the media especially about the key achievements of the ministry. However, the strategy would only foster sporadic and unintended communication of gender related activities of MoES since gender is not explicitly and concretely mentioned or integrated.

To fully realise the benefits of the communication strategy, MoES created a full-fledged Communications Information Management Division (CIMD) in July 2012 with the aim of improving the communications function of the ministry with an expanded mandate, moving it from Finance and Administration in the recent restructuring process. This came with the hiring of professionals to handle this aspect and with all units, departments and auxiliary institutions communicating through CIMD. Communicating gender messages would be easier for the ministry in the long run by implementing such a strategy. It should be noted however that none of the CIMD staff has any gender training which is likely to impact on their ability to demand for, screen, incorporate gender related suggestions in publications or even seek to integrate gender perspectives into any channel of communication.

Through the two CIMD departments: i.e. the Communications Department and the IT Department, CIMD is supposed to deal with the any official media communication, attend management meetings for vital information, liaise with partners who want to work with the ministry for publications, ensure computer functionality, internet connectivity, advise on technical specifications of IT equipment, evaluation of equipment for procurement, training of staff, assist schools procure IT equipment, routine user support e.g. computer maintenance, programming software, as well as periodically updating the ministry’s website. These could be key avenues for the promotion of evidence based gender publications to the public and partners and also promote the ministry as a key promoter of gender issues. But this is not the case yet.

Use of Internet: Website, Gender Eye

MoES also has a functional website (http://education.go.ug/). Gender has been communicated through uploaded reports that bear the Gender Eye publication produced by the Gender Unit. Two such publications are already online. The first issue looks at the broad nature of gender in the UNGEI, gender budgeting, gender in education publications while the second issue focuses on violence against the girl child in the education sector. With the exception of the Gender Eye, the majority of other uploaded publications do not explicitly communicate gender issues.
The website also provides all intercoms for staff; hence eases internal and external communication.
There are 14 useful links on the MoES website to websites of key partners, auxiliary agencies and Universities which fosters ease of communalization but none to the MoGLSD.
The Gender Eye as displayed on MoES website: The website can be used to great effect to disseminate and promote gender issues, if used with gender responsiveness in mind.

Computers especially those that are networked and connected to the internet are a very handy and powerful tool of communication and thus can be used for emails and access to social networks. However, most female staff members tend to use their computers for mainly Microsoft office. They do not explore the full range of computer aided communication as men do. Men actually try to fix their IT problems themselves until they fail and that is when they call for assistance from CIMD. However all staff of MoES have access to emails and the group messaging system that is available for bulk emailing on the website.

Education Management Information System (EMIS)

The EMIS is run under the Uganda National Bureau of Statistics (UBOS) to help in monitoring and evaluation of the Education Strategic Investment Plan (ESIP). It is a platform used for entering data from the schools which is processed and results are used for decision making within the education sector especially at the national level. It has a biography for data including location of school, Head Teacher, enrolment disaggregated by sex, founding body of the school, amount of infrastructural materials a school has, nationality of the pupils, desegregation of furniture i.e. tables, chairs, desegregation of pupils by disability, number of classrooms, number of toilet stances, whether the
school uses power, number of teachers disaggregated by sex, number of non-academic staff by sex, number of playing field e.g. lawn tennis, football, netball etc., equipment accessibility by PWDs, number of finished and incomplete structures among others. The EMIS thus churns out a lot of gender disaggregated data that can be used in lieu of the indicators to make gender related policy recommendations and publications and improve the existing publications. For example, below is an extract from the Revised Education Sector Strategic Plan 2007-2015 showing sex disaggregated data for UPE enrolment. This could inform policy decisions adequately.

Many of the MoES publications are gender neutral while some are gender blind which directly impacts on the language used. The language used is thus mainly gender neutral e.g. generic terms are used: “learners”, “teachers”, “children”, “parents” etc. but occasionally sex disaggregated data is used in reference to boys and girls in UPE, USE and BTVET, male and female teachers for instance in the inspection guidelines, the Revised Education strategic Plan 2007-1015, BTBET Strategic Plan, Education and Sports Sector Annual Performance Report-FY 2011/2012 among many other MoES publications. There is evidently a need for further gender desegregation of data supported by gender analysis to point out persistent areas of gender inequalities for both boys and girls in the education sector by building on the massive sex disaggregated data that is already available in these different publications. As a broad category, special needs students are given due attention though this is also not a homogeneous group.

Gender and communication channels of the MoES

Given the size and reach of the MoES, the PGA team looked at the different ways through which the MoES communicates with the various stakeholders to make an impact both internally and externally on the remotest district/village/school in the country side. The same communication channels that are used to effectively communicate school opening dates, closing dates, registration of teachers, head counting of students and teachers, commencement of exams etc. can be used to great effect to communicate gender messages. However, gender perspectives are seriously lacking in all forms of communication and need a strong boost.

Gender and internal communications channels

These are the most widely used communication channels though not specifically for gender but can be deployed to communicate gender issues from time to time within the ministry i.e. during the PGA exercise, formal letters were the commonest ways of asking people to participate. The following are used: emails, formal letters, the website provides for sharing emails and each officer has an official
email and can send bulk mails; intercoms, private phone lines and the notice boards around UDC, Embassy House, Statistics House and IPS Building

**Gender, auxiliary agencies and the communication function**

Communication between MoES and auxiliary agencies including NCHE, NCDC, and other institutions like Mulago Paramedical School is not on the basis of gender but from time to time could include gender related communication. CIMD has a template for them to identify communication needs and media needs. It has no requirement for gender though. Of recent there have been 3 cases of CIMD encounters with some auxiliary agencies:

- NCDC is working on curriculum reform for lower secondary so they wanted to develop a Communication and Advocacy Strategy which was supported by the Communications Unit.
- When Mulago Para – Medical had a students’ strike after Umeme had wrongly connected them to Mulago Main hence failing to pay the huge bill, the Principal wrote to CIMD to develop a communiqué to the media. “This shows that our partner agencies have confidence in us for guidance,” says the Communications Officer.
- Release of UNEB results- “it is by law that the minister is in charge of releasing results so UNEB writes to the PS to organize such a function and as a Division we ensure that there is proper publicity of such an event”, notes the Communications Officer.

CIMD does a stakeholder analysis for the auxiliary agencies. This helps CIMD communicate to partners the sort of message expected from their communication plans. “Recently as we developed the communication strategy with NCDC we were very careful with the information that goes to our audience especially through our stake holder analysis. What came out was that women/ culture are averse to some communication e.g. among the Sabiny, we had to balance information about FGM, in Buganda we had to be careful about the ‘Ekisakaate’ messages so that our information on radio, meetings and TV is fine for these categories and maybe by doing so gender is taken care of”- observation by the Communications Officer.

**Gender and communication channels with Partners**

Occasionally gender is reported about at this level but mostly basing on what the partners want and the nature of reports available. Most of this communication is done through the following channels: review meetings, progress reports, performance reports are posted on the websites from the partners e.g. WB, ADB, Netherlands, Irish Aid and the Australian Embassy and through the interactive website where a lot of information is shared, e.g. through discussions and frequently asked questions.

Gender and communication with parents

This is mainly done through events mainly and may carry gender related messages inadvertently though not intentionally, since it is not a requirement:

- Parents’ meetings. Inspectors are supposed to meet the parents but at times they meet the PTA chair or leave written feedback about what they have found out with the head teacher. In turn the Head Teacher passes on the information to the school management committee. Then the inspectors read PTA minutes or read through the Head Teacher’s report which should capture aspects of inspection to see if the communication was passed on. Some of the issues communicated are indeed gender issues i.e. girl child education, drop outs of girls, among others.
- Management meetings
- Conferencing with the teachers since they are the core implementers. “Immediately after the inspection we have the post-inspection conference with the head teacher, their representative or teachers and provide a feedback and some of this is gender related communication.” said a female inspector.
• Sports days. Different messages are communicated on sports days and whereas it is not a requirement that gender be part of the communication, many times gender related messages are communicated to parents.

**Gender and communication with wider public**

• Whereas CIMD decries the many negative stories about MoES in the media, it has also tried to use similar channels to improve the public standing of the ministry. However, this communication also lacks strength in gender terms. The channels used include:
  • Mass media, mostly the print media for official communication to the public and Local Governments
  • Radio
  • Television especially NTV and UBC TV stations

**Gender Awareness among the staff of MoES**

Advocacy is not one of the strongest tools as used by the MoES on a day today basis. This directly impacts on the image of the ministry and its ability to communicate a good gender image to the public. This explains why the majority of the staff in the ministry reported as not being aware that there is a Gender Unit in the ministry, especially those staff in other ministry premises (Embassy House and Social Security House), although it is worth noting that in the UDC building the gender unit is advertised on the different notice boards on each floor giving its directions up to the third floor where it is housed.

The majority of staff members know that “Gender in the Education Sector Policy” exists, but most are not fully aware of the justifications behind many gender related policies like the affirmative action and the 1.5 point for girl’s admission into the University. When the PGA team visited the MoES website, Gender in the Education Sector Policy page does not open fully, other than giving the overall objective. This explains why the policy details may not be known by the staff yet the website is the main tool where gender issues and policies should be advocated for.
Gender as depicted in the language of Advocacy in MoES

In a very brief interview with the information officer who was busy but spared only 5 minutes for one of our PGA members, the PGA team learnt that the ministry uses press releases, press conferences, community gathering, radio and television talk shows to communicate or advocate for its programmes but not necessarily gender. He shared copies of some of the press releases that were topical on other issues but not gender related issues. The language used in the press releases given to us was gender neutral. Gender sensitivity in the use of language was absent.

However, there are instances when the MoES uses gender sensitive content and demonstrates a high level of awareness of critical gender issues. For example, during the PGA exercise, the Minister for Education and Sports released the 2013 Primary Leaving Examinations (PLE) where she referred clearly to serious gender gaps. She noted that boys performed better than girls, pupils were absent for the exam, only 9,637 were boys and 11,352 were girls. She indicated that the poor performance of girls was due to early pregnancies and other gender related issues like parents denying the girl
child education and sending those girls to the markets, gardens and doing house chores when the boys are at school. This gives an insight to the ministry that it still has a lot to do to advocate for gender equality.

Other instances where the MoES uses gender sensitive language are in some of the ministry's publications like teachers' training handbooks, policies and posters whereby the illustrations and stories given demonstrate ample gender sensitivity. For example, the handbook for mainstreaming Gender in Education, “Equal participation: Ensure girls and boys participate equally in learning activities” (Creating a Gender Responsive Environment: pg. 18).

However, there are some publications where the language is not gender sensitive. For example (please note the words in bold), “To arrange with local authorities for the provisions of sporting facilities at all local levels and to inculcate a high level of sportsmanship and discipline all sportsmen.” (National Council of Sports Act: pg.4) “Increase access to curriculum by learners with special needs and subsequently, increased literacy levels among a population of persons with special needs.” (Policy on Special Needs and Inclusive Education: pg.5). Such words encourage gender stereo-types and consequently lead to imbalances in gender in education.

**Gender in Publications and Pictures of MoES**

Many of the ministry's publications have gender sensitive pictures. These are common in calendars and handbooks.

**Examples of some gender sensitive pictures**

- *The handy abridged version of The Gender in Education Sector Policy* (Picture by PGA Team)
- *Clip of “Hand in Hand” Soap Opera demystifying the masculine nature of technical education.*
Key Actors Addressing Gender Barriers in Education in Uganda (Picture by PGA Team)

Creating A Gender Responsive Learning Environment (Picture by PGA Team)

Encouraging both girls and boys to stay in school. (UNICEF / UGDA / KEIHAS for MoES)

A boy and a girl discussing a subject (UNICEF / UGDA / KEIHAS for MoES)
Support for girls to leadership positions
(Pictures by PGA Team Taken from a handbook for mainstreaming gender in Education)

Girls, just like boys are capable of pursuing Any profession (Picture taken from Handbook for Mainstreaming gender in education)

Boys and girls with Special needs in Education get equal opportunity to study (Picture taken from Inclusive Education Handbook)

Both boys and girls helping in the garden

Young boys and girls on the UPE programme as shown on ministry’s website
3.2 Challenges/Gaps in Communication and Advocacy

- The MoES Communication Strategy has not incorporated gender mainstreaming as a high priority requirement. Hence, there are no provisions within it to consider gender-responsive content or pay due attention to gender sensitive language or graphics.
- Given the fact that MoES is a huge ministry with so many departments, units, partners and auxiliary agencies which leads to uncoordinated information flow, communication is complex and tends to become haphazard. It is not easy to have all these people in one communication channel. Furthermore, many institutions are separately funded and the ministry only plays a supervisory role. So they have their own methods of communication which may not necessarily communicate gender related information.
- The complexity of communication systems also impact on control of gender messages. “The top leaders in departments and auxiliary institutions put other communications in the media and hence they do not appreciate the communications office. Many times we just see these messages out there” notes the Communications Officer.
- As regards staffing, the Communications Unit is made up of just one person. “People think one person is enough for communication but some days from 7am -6pm you are doing many different
things and do not want to even talk to anyone. So if I went to the field, the office would stall which puts constraints in communication, e.g., if something has happened and you need instant replies, yet the only person in the unit is away” observes the Communication Officer.

• Funding is a big problem that curtails the operations of CIMD e.g. Head Teachers do not know how to use the funds because they lack information.

• In some schools the computer labs are on the 3rd and 4th floors making it hard for girls to access them as boys keep peeping at them, reportedly. Boys tend to take control of shared computers in schools.

• “Some female staff members reportedly suffer from IT phobia and feel that IT is a male preserve”. Hence they desist from taking any initiative in solving even minor IT problems or learn from them. “Sometimes, when they call the IT person for help, it turns out that the cable is out or printer is not on.”

• The Unit sends out a circular to Heads of Departments for information they want to upload but receives few responses in return. Even then, the CIMD does not really screen them for gender related messages ‘since it is already prepared at the departmental level’.

• Some female staff members reportedly put their passwords on office walls/boards. This compromises a potential breach of information security and is counter-productive if someone accessed such a computer and misused the information on it. The audit team also learnt of cases where non IT users among some heads of departments and divisions prefer using secretaries, and this has given rise to possibilities of sexual harassment of the support staff.

**Ladies find it a problem to use computers**

Ladies speed of appreciating IT is still low which affects meeting of targets which is a big problem

Some pictures on the posters may encourage gender inequalities, for example pictures advertising certain courses to be for men/boys such as technical courses in BTEVT. The pictures below were taken from the resource centre advertising technical courses.

*The two pictures of the MoES poster found in the resource center advertising for technical courses were taken by the PGA team*
MoES has a resource center but without a shelf for gender related literature. Most books and other documents were published way back in 1930s to 2008 with no new publications in the resource centre. A few gender related books are available but scattered and lost within other shelves.

In terms of advocacy, the audit team noted that there were no pictures, flyers, brochures or posts advocating or communicating on gender issues put up on the ministry’s notice boards. Even the ongoing Participatory Gender Audit (PGA) was not advocated or any notification posted in the premises of the ministry.

3.3 Samples of Documents Reviewed

Below is a summary of sample document reviews: 2 major policy documents; and 3 documents on technical topics:

Revised Education Sector Strategic Plan 2007 – 2015, MoES

- The plan provides a framework for policy analysis and budgeting. It focuses on three critical areas of concern in education sector; 1. Primary Schools, 2. Secondary Schools, 3. Universities and Technical institutions. In all these critical areas, the plan aims at ensuring access to education, skills and knowledge acquisition.
- The plan was revised to conform to EFA and FTI goals, improve quality of primary education, and ensure successful completion of primary seven among other objectives. It’s also important to note that goal 5 of the EFA aims at eliminating gender inequalities in education.
- The plan earmarks strengthening of cross cutting programmes which include HIV/AIDS education, counseling and guidance, peace studies, refugee education and gender equity.
- The plan highlights increased access to education disaggregated by sex after the UPE introduction with boys registering a 72% increase while girls experienced a 74% increase in enrollment. However, no gender related analysis is provided at this level beyond the sex disaggregated enrollment figures.
- The plan identifies the launch of Universal Secondary Education in 2007 with increased enrollment. The plan notes that the introduction of USE increased transition rates from P7 to S.1 by 22% from 46.9% to 68.6%.
- The plan cites MDGs and EFA Goals with a clear focus to ensure that by 2015 boys and girls are able to complete a full course of primary schooling and that gender disparities will be eliminated at all levels by 2015.
Gaps

• The plan has no holistic focus on operationalizing gender as a cross cutting issue. No plans for capacity building plans, advocacy for gender equality, no consistency in using sex and gender disaggregated data.

• Inadequate analysis of gender to identify key needs and interests of boys and girls at different levels of education. Although the vision of pre-primary, primary, secondary and tertiary levels is equitable access and quality education, the plan focus doesn’t divulge into details of gender equity, analyze different access levels for males and females or challenges to completion of any of the above levels of education.

• The challenges identified remain generic and no-specific for men and women e.g. Inadequate instructional materials, inadequate funding, lack of tutor training and managing systems yet all these have different implications for boys and girls education.

• Gender analysis initiatives still appear micro rather than being infused in the core strategic policies of the education sector. Although the sector has a customized gender policy and a number of individual studies on gender in education sector, they largely remain un-institutionalized. They are not yet at the core heart of education sector.

• Inconsistent use of sex and gender disaggregated data

• No comprehensive gender responsive initiatives in the strategic plan. The plan has no focus on integrating gender in capacity building, or advocacy for gender or on the value of focusing on gender concerns in the progress of education sector. According to EFA and MDGS commitments, unless there is a clear, conscious and consistent focus on needs and interests of boys as well as girls there cannot be gender equality.

• Inadequate focus on gendered challenges that boys face in education.

• Focus on Women/Girls as being “vulnerable” rather than “disadvantaged”

Ministerial Policy Statement (MPS) 2012/13 Financial Year

The MPS indicates that Education Sector priority has continued to be placed on increasing access to quality education at all levels. The performance outcomes for the sector are measured on the basis of the following indicators: improved quality and relevancy of education at all levels; improved equitable access to education and, improved effectiveness and efficiency in delivery of the education services.

The MPS identifies gender along with HIV and environment as cross cutting issues. The statement indicates that the education sector has continuously supported the gender mainstreaming initiatives; specifically the enhancement of the girls’ education, with two studies carried out recently to inform policy. With support from Irish Aid through the Budget Monitoring and Accountability Unit (BMAU)-Ministry of Finance, Planning and Economic Development, established a Gender Unit as recommended in the Gender in Education Policy. The Unit is premised under the Directorate of Basic and Secondary Education and the unit’s officers are now providing technical expertise to the sector in a bid to overcome gender related challenges.

Gender parity continues to be a major pre-occupation of the education sector. Strategies aimed at increasing the retention of the girl child in schools, which include: construction and grant aiding more USE schools to reduce distances travelled by the students, creation of gender friendly schools, provision of dormitory facilities at 5 seed secondary schools that are located in remote areas. The bursary scheme to benefit 750 needy but bright students has been operationalized effective 2011, where 75% of the beneficiaries will be girls, being an affirmative action.

The MPS points out that MoES, gender unit has recently undertaken a gender awareness and analysis rapid assessment of focal points and department heads as an entry point to design a gender engagement strategy; has reviewed and integrated gender specific questions in the instruments for the joint monitoring of the PAF and; together with budget officers and staff of Ministry of Finance-
BMAU established benchmarks and guidelines for vetting BFPs.

Gaps

Inconsistent use of sex and gender disaggregated information in the MPS e.g. while listing the number of secondary schools, science teachers, caregivers, etc. e.g. During FY 2011/12, the Education Service Commission appointed 3,470 teaching and non-teaching staff; promoted 384 under the Scheme of Service and confirmed 850 teaching personnel. A total of 2,000 teachers were validated. However these were not disaggregated by sex. By end of FY 2010/11, the overall dropout was at 4.67% (MoES Fact Sheet 2000-2011), as a percentage of those enrolled. In order to minimize the high dropout, government has approved a shift in policy of school feeding, where parents in rural areas will be expected to contribute food in-kind and mobilize themselves to prepare meals for children. The information remained generic even where there is evidence to indicate that dropout rates in Uganda are different for girls and boys. Such inconsistent use of sex and gender disaggregation is likely to lead to education strategies that may reinforce gender inequalities in accessing and completing education.

The MPS highlights Skills Development as key to education sector progress. However there is no specific focus on promoting gender awareness, analysis, and mainstreaming skills among teachers or staff even when gender is identified as a cross cutting issue in education sector. No capacity building highlighted with reference to promoting gender skills among students or teachers whether in primary, secondary or tertiary education.

Challenges faced by the sector and the measures to address them

Absenteeism of teachers and pupils; Sustaining increased access without compromising quality; High student classroom ratios; Persistent shortage of teachers for science, mathematics, and physical education especially in rural areas; Absence of teacher accommodation which make their deployment and retention very difficult. No reference is made with reference to gender related challenges (early marriages/teenage pregnancies, gender related dropouts, inadequate female teacher role models, domestic violence, armed conflicts, sexual harassment, unequal value for boys and girls education gender biases and stereotypes in curriculum and teaching process that reinforce gender inequalities, etc.)

Although the MPS lists a host of achievement in the previous year, no reference is made with reference to achievements in promoting gender equality in education. A lot has been reported on promoting girls education in Uganda, gender responsive policy environment for education; GEM, UNGEI, UPE, USE, affirmative action in government universities, and other programmes that have narrowed the gender gaps in education. However, none of these are highlighted as part of the major achievements in the education sector. This is likely to reflect on the value attached to gender related programmes in education sector and later alone the sector’s commitment to promoting gender equality in education. The 1998 Guidelines on Policy, Roles and Responsibilities of Stakeholders in the Implementation of Universal Primary Education

The guidelines came into existence after the National Conference on UPE programme by the MoES, September 1998. Issues discussed included: (i) How to handle increased enrolment of pupils (quantity) and ensure delivery of quality Education; (ii) gender question; and (3) the retention of pupils in primary cycle,

• Handling pupils with disabilities and special needs, the role of financial partners or donors and other stakeholders, the problem of getting timely and accurate information and development of information systems, procurement of financial and human resources, division of functions and responsibilities, skills training and vocationalisation of education system, re-skilling and motivation of teachers and pupils among others.
The guidelines indicate that UPE is the provision of basic education to all Ugandan children of school going age. In its conceptual clarity, UPE must guarantee access, equity, quality and relevance of this education.

Policy guidelines also indicate that UPE aims at transforming society in a fundamental and positive way; providing minimum necessary facilities and resources to enable every child to enter and remain in school; making basic education accessible to the learner and relevant to his/her needs. The guidelines further call for making education equitable in order to eliminate disparities and inequalities.

Language: the guidelines use gender sensitive language for instance “he/she”, “boys and girls” to accommodate the interests of both learners. The policy guidelines also commonly talk about ensuring equitable access, quality education, eliminating disparities and inequalities. Such language is a reflection of accommodation of different interests and needs of male and female learners.

In its policy position, the policy guidelines indicate that girls have equal opportunities as boys for selection among the four children and where there are both boys and girls, at least two of the four children shall be girls.

Even when the guidelines identify gender as one of the critical areas of focus, they largely remain silent on gender issues. They point out need to focus on girls and avail them equal opportunity to access education but this is neither out of a specific gender analysis nor aimed at an overt justification. It is therefore highly likely that the gender question is not arrived at from a systematic gender analysis of the status of education in Uganda. There is evidently no focus on gender in the policy position, no identification of gender specific needs of boys and girls in school, no focus on gender in school management or in the roles of various stakeholders. All these entry points remain inadequate in addressing gender, because there seemed to have been no initial gender analysis, no elaborate and explicit justification for a focus on girls’ education.

The policy guidelines have inadequate use of sex and gender disaggregated data.

Missed opportunities for inclusion of gender concerns

The Guidelines missed on a systematic integration of the gender concerns in all sections of the policy. The policy ought to have capitalized on the identification of gender as critical area of concern in the implementation UPE, emphasis on equity, equal opportunity for girls and boys to access education and emphasis on quality education to integrate gender issues in policy goals and objectives, policy positions and the classification of the roles of key stakeholders. Creating gender awareness, and calling for monitoring of boys and girls access and participation in UPE ought to have been identified as a responsibility of all stakeholders.

Psychological Care in Education: Essential Services in Schools: A component of the REPLICA (Revitalizing Education, Participation and Learning in Conflict Areas) Programme

The conflict in the North and North East of Uganda has inflicted enormous suffering on the people. As a result, there has been psychological trauma in individuals, groups and the entire communities, thus affecting the normal development and education of children in these regions. The MOES envisages the need to provide the necessary skills and training for teachers to diagnose trauma, and design appropriate corrective measures to treat affected children and in the process reintegrate the children who were abducted by LRA and also for general trauma management.

The document talks about children but also makes specific mention of the girl child and gender education as part of the scope of this programme. It emphasizes the international instruments which Uganda has ratified such as the Convention on the Elimination of all forms of Discrimination against Women (1973). The document takes into consideration gender concerns and gender inequality but does not clearly bring out how these are going to be achieved by the teachers since
for each and every aspect and in all phases gender integration has to be clearly defined to achieve a good impact.

The programme intends to provide opportunity to all children to access education and psychological care irrespective of their sexes and status ensuring that they all get quality education. It looks at the social and psychological support care for children in all aspects of life. In the strategic interventions for care and support affirmative action in admissions, bursaries and scholarships, especially for the needy and the girl children is considered.

**Life Skills Curriculum for Primary School Teachers in Uganda**

The curriculum aims at equipping primary school teachers with life skills which they would later pass on to the pupils. Integrating life skills in the curriculum for teacher training is an effort to equip them with skills that will shape their behaviour to promote self-confidence and appreciation.

However, gender is not explicitly recognized or integrated in the curriculum. The document has not been based on any gender analysis and the approach used in the curriculum is gender neutral. There is no use of gender disaggregated data. There is some effort to use gender sensitive language but when used by someone without gender awareness; it is likely to reinforce the gender roles and stereotype.

This is a missed opportunity and there is a serious need to review the curriculum and mainstream gender in its provisions.

### 3.4 Recommendations to be considered

Engender the Communication and Advocacy Strategy, as follows:

- Harmonize the Communications and Advocacy Strategy with the provisions made for gender equality and equity as stated in the Uganda Gender Policy and the Gender in the Education Sector Policy. This can be achieved with inputs from the Gender Unit.
- Emphasize gender in the main objective and specific objectives of the strategy so that it can easily be mainstreamed in other areas of the strategy.
- Gender should be one of the nine listed principals underpinning the strategy so that it is espoused in all communication of the ministry.
- The Gender Unit should be included in all the institutional arrangements made by this strategy and consulted on a regular basis so that gender messages are properly packaged and disseminated to the wider public.
- Focal point officers should be charged with sieving and sourcing for gender related information from their units/departments for dissemination to different segments of the public.
- Gender should be part of the Monitoring and Evaluation Plan of the strategy so that it can be properly appreciated, documented and improved periodically.
- Gender should be mainstreamed in all the listed strategies for realizing the Information and Advocacy Strategy’s objectives e.g. creation of a pool of media personnel, training of journalists, meeting with senior editors and media proprietors, media tours, press conferences, Journalism awards, spokespersons and Departmental focal persons. These need actionable gender entry points.
- The multi-media approach that is suggested in the strategy is comprehensive but too gender blind. Hence the way newspapers are used, radio and TV stations, website information, posters and brochures, music, dance and drama, documentaries and quarterly magazine should all explicitly and continuously highlight and report about gender issues.

**Boost Public Image by Engendering Advocacy:**
• MoES should boost its public image by taking advocacy very seriously because this is the best and most efficient way of communicating its programmes as well as sensitizing the public on gender related issues. This could be done through use of well-designed gender sensitive flyers, brochures, posters, radio and television talk shows and community gatherings. Social interactive media like ‘face book’ or ‘twitter’ are very good avenues that MoES could adopt to advocate its gender focus in programmes.

• As part of advocacy, reinstate the “Hand in Hand” soap on TV as well as produce more episodes alongside other interventions so as to encourage women/girls to change their perception towards certain jobs like welding and engineering.

• Ensure that all MoES reports, publications and advocacy materials either incorporate or have a specific section on gender throughout.

• A Gender Quality Assurance Mechanism/Gender Scanner should be set up with guidelines for checking on the gender-sensitivity of all published documents in various categories: in terms of content, language and graphics. This would ensure gender issues based on gender analysis and GDD to be incorporated appropriately in all documents.

• The Communications Unit should work closely with the Gender Unit and engage itself highly in advocacy work to raise awareness of the gender policies, gender programmes and also educating people about gender issues.
Section 4: Human Resource and Staffing, Gender Expertise, Decision Making and Organizational Culture

4.1 Human Resource and Staffing in the MoES

Recruitment: Mandate

The Ministry of Public Service reserves the mandate to recruit all public servants, including those for the MoES through the appointment process. The appointment process is guided by the procedures laid out in Section (10) of the Uganda Public Service Standing Orders. According to the standing orders, appointment to public service is subject to the availability of a vacancy in the approved staff establishment and funds in the approved estimates.

Under section A (10) of the Uganda Public Service Standing Orders, the power to appoint, confirm, discipline and remove officers from office in the public service is vested in:

1. The President for Officers at and above the rank of Head of Department, on the advice of the relevant Service Commission or Authority;
2. The relevant Service Commission or Authority for officers below the rank of Head of Department;
3. The relevant Appointing Authority in case of a Government agency or institution;
4. The relevant District Service Commission in the case of Local Government staff except the Chief Administrative Officer, Deputy Chief Administrative Officer, Town Clerk and Deputy Town Clerk of City and Town Clerks of a Municipal Council;
5. The relevant Service Commission, with the consent of the President, in case of the President’s personal staff; and
6. The Head of a Mission, subject to the delegation in writing, in the case of locally recruited staff for the mission.

With regard to the MoES, appointment of staff is done by two commissions; the Education Service Commission which recruits the technical officer and the Public Service Commission which recruits the support staff (with administrative and support functions) to provide services that facilitate the functioning of the technical wing. Section A(7, 8,14) of the Public Service Standing Orders vests the responsibility for the administration and management of the public service with the Minister responsible for the public service. The Minister of public service is also responsible for formulation of policies relating to the terms and conditions of service and the management of the public service. The overall responsibility for ensuring proper implementation of Human Resource Management procedures, policies, practices, structures, systems and terms and conditions of service for the Public Service is vested in the Responsible Permanent Secretary.

It was noted that the Public Service Standing Orders are largely gender neutral and do not provide for any gender considerations especially during the recruitment process. It was however noted that in April 2011, the Ministry of Public Service developed the gender mainstreaming guidelines that emphasise gender equity, affirmative action, gender sensitive practices and empowerment in human resource management. It is not yet clear how far the ministry of the public has gone with the adoption of the guidelines to facilitate gender mainstreaming in recruitment.

Sex Balance among Staff

The staff list revealed gender compositions of the ministry staff with men comprising 57% while women comprised 43% of the total number of staff. The table below presents the sex composition of staff for each unit, department and directorate in the ministry.
<table>
<thead>
<tr>
<th>Directorates/Units/Departments</th>
<th>Women</th>
<th>Men</th>
<th>Total</th>
<th>Women (%)</th>
<th>Men (%)</th>
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<td>Assessment and Certification</td>
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<td>67%</td>
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<td>47%</td>
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<td>Business, tech &amp; voc. educ &amp; training</td>
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<td>38%</td>
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<td>Communication &amp; info. Mgt.</td>
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<tr>
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<td>58%</td>
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<td>2</td>
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<td>14</td>
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<td>Higher Educ. Tech. &amp; voc &amp; training</td>
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<td>Physical Educ. &amp; sports</td>
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<td>67%</td>
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<td>58%</td>
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<td>55%</td>
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<tr>
<td><strong>Totals</strong></td>
<td>162</td>
<td>218</td>
<td>380</td>
<td>43%</td>
<td>57%</td>
</tr>
</tbody>
</table>

Source: Ministry of Education Staff List: Human Resource Department

**Directorates/Depts/Units in Which Men Outnumber Women**

![Bar chart showing the ratio of men to women in different directorates](chart.png)
The graphs above clearly indicate that:

- Gender parity is achieved in the departments of Finance and Accounts and Finance and Administration while in other directorates/departments and units such as Basic and Primary Education; Human Resource Management; Qualification Standards and UNATCOM, sex balance among female and male staff appear relatively even.
- Highest gender disparities in terms of representation for both sexes with men having higher presence than women are evident in Regional Offices, Office Administration; Educational Planning and Policy Analysis; and Construction Management. There are 11 other Directorates/
Departments/Units in which men outnumber women.

- There are 8 Directorates/Departments/Units in which women are in higher numbers than men.
- Some directorates, units and department still reflect the gender stereotypes where men and women have higher presence in areas associated with their gender roles. For instance men have higher presence in the units of physical education and sports, construction management, internal audit, industrial training, regional offices (under the directorate of in education standards and inspection) while women have higher presence in administrative support, communication and information management, special needs, guidance and counselling, special needs, etc. which fit in with their caring and supportive gender roles.
- The staff list does not show the Gender Unit and its staff composition, although it is officially recognized and has been in existence since April 2012. It also does not show any related qualifications attained by any of the ministry officials although some reported to have undergone different levels of gender training.

### Staff Salaries and Remuneration

<table>
<thead>
<tr>
<th>Salary scale</th>
<th>Women</th>
<th>Men</th>
<th>Total</th>
<th>Women (%)</th>
<th>Men (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Senior Management(UI)</td>
<td>11</td>
<td>31</td>
<td>42</td>
<td>26%</td>
<td>74%</td>
</tr>
<tr>
<td>Middle Management(U2-U3)</td>
<td>56</td>
<td>81</td>
<td>137</td>
<td>41%</td>
<td>59%</td>
</tr>
<tr>
<td>Graduate &amp; Higher Diploma Entry(U4-U5)</td>
<td>60</td>
<td>46</td>
<td>106</td>
<td>57%</td>
<td>43%</td>
</tr>
<tr>
<td>Lower Level(U6-U8)</td>
<td>36</td>
<td>55</td>
<td>91</td>
<td>40%</td>
<td>60%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>63</strong></td>
<td><strong>13</strong></td>
<td><strong>76</strong></td>
<td><strong>3%</strong></td>
<td><strong>5%</strong></td>
</tr>
</tbody>
</table>

*Source: Ministry of Education Staff List: Human Resource Department*
The public service salary scale is ranked according to seniority in qualification and experience. The ranking spreads from 1 to 8 in ascending order with 8 being the lowest salary grade. The analysis of the staffing levels at the MoES indicates that men have a higher number in 3 out of the 4 salary scales registering highest in the UI category with 74%. This level is composed of senior managers including the permanent secretary, directors, commissioners, and assistant commissioners. Men also comprise the majority at the middle management level, indicating their strategic positioning ready to join the senior management level.

Women’s higher presence is noted at graduate and higher diploma entry level of U4 –U5 which might indicate an effort to recruit more women in the public services. It could also reflect their inability to break through the glass ceiling and progress to the next level.
The graph and charts above show that men have a higher representation in the middle and senior management positions which attract higher salary scales of U1 –U3 while women’s representation is registered highest at the 4-5 scale. Men also register highest number if the lower level salary grades of U6-U8. It should however be noted that most men in this category are drivers and are likely to fetch additional remuneration in terms of field allowances compared to women whose jobs (copy typists, stenographers, office attendants) do not provide them with the opportunity to travel outside the ministry.

‘I am a driver but I cannot allow my wife to do the same job. If she becomes a driver who will take care of the home? The job requires one to be away for extended period of time.’

‘I do not feel confident having a woman driving me to the field. They are slow and are likely to get tired quickly when on long trips’

‘If you employ women as drivers, what will happen in a situation where there is need to change a tyre while in the field?’

**Sex balance among Project Staff**

There are 44 members of the project staff, out of which 73% are men and 27% are women. The table below presents the sex representation for each project for both number and staff levels.

<table>
<thead>
<tr>
<th>Position</th>
<th>Women</th>
<th>Men</th>
<th>Total</th>
<th>Women (%)</th>
<th>Men (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>OPEC/IDP &amp; Saudi Projects</td>
<td>2</td>
<td>9</td>
<td>11</td>
<td>18%</td>
<td>82%</td>
</tr>
<tr>
<td>UPPET/APL/World Bank</td>
<td>3</td>
<td>6</td>
<td>9</td>
<td>33%</td>
<td>67%</td>
</tr>
<tr>
<td>ERT</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>50%</td>
<td>50%</td>
</tr>
<tr>
<td>Student Loan Scheme</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>33%</td>
<td>67%</td>
</tr>
<tr>
<td>ADB</td>
<td>5</td>
<td>14</td>
<td>19</td>
<td>26%</td>
<td>74%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>12</strong></td>
<td><strong>32</strong></td>
<td><strong>44</strong></td>
<td><strong>27%</strong></td>
<td><strong>73%</strong></td>
</tr>
</tbody>
</table>

*Source: Ministry of Education Staff List: Human Resource Department*

In terms of project staff, men have an overall representation of 73% compared to women with 27%. Gender parity is achieved in the ERT project which also has the lowest number of employees too.
Men also register higher presence in senior management positions that include technical officers, project coordinators as well as support staff composed of mainly drivers. Projects are an important component of the ministry because most of its activities for service delivery are delivered through projects. It is therefore important to increase women’s participation in order to promote gender equality in their management and implementation.

Similar to recruitment, promotion within the ministry is affected by the Ministry of Public Services, following the guidelines in the Uganda Public Service Standing Orders.

1. Promotion is an appointment to a higher office and is accompanied with higher rank, responsibility and salary. After promotion, an officer leaves behind a vacant office previously held.
2. When recommending a public officer for promotion, the following shall be considered:-
   (a) Existence of a vacancy; and
   (b) Eligibility for promotion i.e. existence of eligible serving officers with the required competencies and having served for a minimum of 3 years at the lower grade.

Section 14:17, The Uganda Public Service Standing Orders pg 41

All members of staff in the ministry are eligible to be considered for a promotion after every three years of service irrespective of gender and status. Promotion based on the availability of a vacant position and the required competence. Good performance and improved skills/qualifications are the major ingredients of assessing competence for promotion. Although the audit team was not availed the information on promotion trend in the ministry, individual interviews and group discussions revealed that men are more promoted than women.

Skills improvement is largely a personal initiative. The government and its development partners provide scholarships for further studies which are open to both men and women. Women (especially the married) were reported to be reluctant to apply for training opportunities citing fear to lose their marriages and leaving their children behind while studying. After joining public service, women get married/start having children and it takes them roughly ten years before considering upgrading skills and apply for a promotion. It was also noted that some scholarships have an age limit of 35 years which excludes women with young families.

It was noted that some women are comfortable in their positions and have no ambition or confidence to pursue further studies or apply for a promotion because of the attendant demands and responsibilities.

‘You have to choose between your marriage and education’.
‘If two people man and woman join the service and get married the same time, in the next ten years the man is more likely to progress and get promoted to higher positions while the woman remains at the same level of entry.’
‘women prefer to attend to their families more than men’
‘For a man, you can delegate your family responsibilities to your wife and go away for studies, but a woman cannot.’
‘Last year, I was offered a scholarship to do my master’s degree but I turned it down because I was pregnant yet it was time bound.’

4.2 Decision Making at the MoES

The ministry is governed by both political and technical leadership. The political leadership is headed by one cabinet minister (a woman) and 3 ministers of state, all men. The political leadership is mandated to institute and regulate the implementation of policies, budgets and plans and is appointed by the president.
Senior management level is headed by the Permanent Secretary (PS) who is the technical head of the ministry. The PS is assisted by the Under Secretary. Below the Under Secretary are the Directors and Commissioners who head different directorates and units, deputised by assistant commissioners and principles. Senior management is responsible for providing the strategic planning and direction at the ministry as well as provide leadership in the day to day operations of the ministry and is appointed by the public service and education service commissions. Below is the sex representation at senior management level.

<table>
<thead>
<tr>
<th>Position</th>
<th>Women (%)</th>
<th>Men (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Permanent Secretary</td>
<td>0%</td>
<td>100%</td>
</tr>
<tr>
<td>Under Secretary</td>
<td>33%</td>
<td>67%</td>
</tr>
<tr>
<td>Directors</td>
<td>27%</td>
<td>73%</td>
</tr>
<tr>
<td>Commissioners</td>
<td>23%</td>
<td>77%</td>
</tr>
<tr>
<td>Assistant Commissioners</td>
<td>46%</td>
<td>54%</td>
</tr>
<tr>
<td>Principles</td>
<td>33%</td>
<td>67%</td>
</tr>
<tr>
<td>Total</td>
<td>35%</td>
<td>65%</td>
</tr>
</tbody>
</table>

Source: Ministry of Education Staff List: Human Resource Department

The table and the graph above reveal that men dominate the senior management positions with 65% compared to the women’s 35%. It is evident that women’s participation in the daily operations of the ministry is lower than that of men. This might reflect the nature of the institution as being highly patriarchal in its decision making processes, reinforcing the gender stereotypes that perceive men as the main decision makers. Individual interviews revealed that women’s limited representation is a result of their absence in the ministry and public services in general during the earlier years and hence not being part of the core team of the founders of the institutions from which the senior management was selected. It was also reported that women miss out on promotion opportunities due to lack of the required qualifications and experience. This is coupled with limited career development training opportunities which tend to favour more men than women. However, women’s representation of 35 per cent with a female Undersecretary is commendable because it surpasses the 30 per cent target of the Public Service guidelines for mainstreaming gender in human resource. It is also anticipated that with the existing commitment to promote gender equity and equality within the ministry’s policy framework, the situation is likely to improve further in the near future.
4.3 Gender Sensitive and Family Friendly Working Environment

The Uganda Public Service Standing Orders (2010) outlines the terms and conditions of work for all public servants including those of the MoES. The terms and conditions recognise among others women’s special needs which are respected at the ministry including a paid maternity leave of 60 working days, a paid paternity leave of 4 working days, equal pay for equal value of work, transport and field allowances and separate and equipped places of convenience.

There were also noted practices at the ministry that promoted gender sensitivity although they are not officially instituted. These included flexible working hours and exclusion from field work for breast feeding mothers and mothers with sick children, special consideration for pregnant women and mother with young children while attending to clients at the headquarters. It should be noted that these practices did not apply to all but limited to some departments.

Gaps/Challenges

- The number of days for paternity leave is still limited to allow men to effectively take care of their spouses and new born babies. In addition, some men are not aware of this provision and those that are aware are not willing to take the leave because they do not understand its importance while others found it not enough for men that have more than one wife.
- Provision of flexible working hours and exclusion of breast feeding mothers from field work was dependant on the generosity and kindness of one’s supervisor.
- Female members of staff do not have a provision for allowance of a baby sitter while on duty outside the work station.
- There are no provisions for child care and support facilities at the work place yet this heavily impacts on the performance of their parents especially the mothers.
- In some floors especially on the UDC building the places of convenience are not properly labelled to separate use for men and women and there is no provision for People with Disabilities (PWDs).
- Access to the building is not conducive for people with special needs e.g. pregnant women, the elderly and PWDs (men and women, boys and girls) because of the high stairs with no functional lift.
- There is no room for social interaction for both male and female members of staff such as restaurants and recreational centres.
- Some members of staff such as drivers do not receive their overtime allowance and they are also obliged to work over the weekend.
- Work harassment was reported to be common especially among drivers. This included denial of over time allowance, working during weekends, and selective distribution of field trips whereby those that are not assigned work miss out on financial benefits in form of field allowances.

Sexual Harassment

- ‘We suffer silently to save our jobs.’
- ‘You cannot report your boss. You have to find a way to survive.’
- ‘even if you report, they won’t do anything to your boss, if anything it is you that will get transferred and you might meet a worse situation in the new place’
- ‘Women fear to testify when you call a meeting to solve the issue, what else can you for them. It is her word against his’

Sexual harassment remains a taboo subject with restricted discussion. Interviews with the Human Resource personnel indicated that few cases (at most 3 cases in a year) are reported to the department making it appear to be on a small scale. Among the cases that have been reported none had been concluded mainly due to the sensitivity of the subject and the fear of shame and public ridicule among the victims. At best, the victim is transferred to another ministry and the alleged perpetrator
left at large. Individual interviews and group discussions revealed that the vice is quite common where female members of staff are pressured for sexual relations by their immediate bosses or male colleagues. Secretaries were reported to be the main victims.

Sexual harassment was not considered a major issue among the male members of staff although there were some reports of irritating sexual innuendos caused by inappropriate and provocative dressing and prolonged hugs from especially younger female members of staff.

There were also reports of lack of clearer understanding of what constitutes sexual harassment among majority of the respondents. Sexual harassment was understood by many to mean “forced sex”. Other forms such as verbal and touching sexual innuendos were considered trivial and ignored at that.

The Code of Conduct and Ethics for Uganda Public Service recognises sexual harassment as one of the factors that constrain effective performance of public servants. Under sections 2.2 and 4.4., the policy provides an elaborate definition of sexual harassment and its manifestations at the workplace and protects complaints against victimisation. It also proposes formal procedures that victims should seek for redress. However, it provides no mechanism for addressing the cases of sexual harassment at institutional level. Individual interviews and focus group discussion revealed that the MoES have no established mechanism to receive and address cases of sexual harassment conclusively.

‘There is this person that used to pressure me for sex and I refused. One time he finds me alone in office, grabbed me and tries for kiss me forcefully. I grabbed my shoe and hit him hard on the head. He left and never came back again.’

Victims of sexual harassment are expected to report to their immediate supervisors for support and redress. However, this was reported to be a challenge in cases where the supervisor is the perpetrator. Without a formal mechanism for redress, the victims have devised different ways to deal with it including silence and in a few instances self-defence which was said to be risky.

Human Resource and Staffing

- MoES should adopt and comply with the Public Service Gender Mainstreaming Guidelines for Human Resource (April 2011). The Guidelines specifically focus on human resource management functions in the public service in terms of recruitment; training and staff development;

Decision Making

- The human resource department together with the gender unit to review the terms of the existing training programmes and develop a training plan that is appropriate to both men and women.
- Conduct training workshop on leadership, confidence building and assertiveness for female members of staff

Family friendly work environment

- Create awareness among male members of staff about the need and use of paternity leave.
- Have separate and well labelled places of conveniences on all floors of the UDC building and provide separate rooms for PWDs.
- Improve access to the ministry building by repairing the lifts and have them functional at all times.
- In collaboration with the Ministry of Public Service, the MoLG should advocate for the review of the Public Service Standing Orders to take into consideration of the needs of the mothers working within and outside the duty station.
**Set up a Staff Association provided for by the Public Service Standing Order to handle staff related issues.**

**Sexual Harassment**

The Human Resource Department should ensure that issues of sexual harassment are conclusively addressed by undertaking the following:

1. Create awareness amongst members of staff on sexual harassment (meaning and forms) as provided for under the Public Service Code of Conduct, Section 4.4.
2. Put in place an institutional mechanism to address cases of sexual and work harassment such as a committee with equal gender representation within the MoES. The committee should be able to enforce the disciplinary measures as provided for by the Uganda Public Service Standing Orders.
3. The gender unit should spearhead a campaign against sexual harassment within the ministry to sensitise both men and women against the practice through the use of posters and other IEC materials.
4. The guidance and counselling unit should extend its services to all members of staff that feel they are not treated with respect at the workplace.

**4.4 Organizational Culture**

The organizational culture within an institution is considered to provide the strongest clues to the work dynamics and the type of work environment that prevails therein and indicate whether or not that environment promotes an open, egalitarian and respectful work culture that seeks to enhance gender equality by challenging the existing social norms. Four factors were examined as part of organizational culture: values, champions, rituals and symbols. Through these “layers of the Hofstede’s Onion” one can explore the possibility of discovering the unspoken practices within the organization that could either promote gender mainstreaming or be used as an entry point to mainstream gender or hinder the process. The findings on MoES Organizational Onion (internal organizational cultural dynamics) were as follows:

**Symbols:** These are words, images or objects that have a meaning only, or specifically for the members of MoES. Participants in the two workshops came up with the following as their symbols for MoES:- UPE, USE, pupils, teachers, book, pen, degree, UG-E, boy and a girl going to school, MoES, tick, Fagil Mandy, school, PS-Mr.Lubanga, girl holding a book, girls playing netball.

**Champions:** These are role models (heroes and heroines) who show characteristics that are held in high esteem by MoES: Director of Basic and Secondary education Dr. YK Nsubuga, PSE K.A, Education Development Partner, Teacher, Minister for primary Education, Teacher for Blind, C/PES, Professor Kajubi, AGC/ESW, Tea girl of Accounts section, BTVER Gabona, Gender focal point for teacher education Harriet Kagezi, PS Lubanga, Teacher, Mrs. Doreen Katusiime, Ms. D Susan, Mr. Dhatemwa, Parking attendant, Principal accountant, Namirembe Bitamazire, all Drivers.

These champions were chosen because they are good administrators, understanding, open, approachable, role models and inspiring professionally. Only two people chose champions because of these persons’ efforts to promoting gender equality. The champions chosen on their promotion of gender were Harriet Kagezi, the GFP for Teacher Education and Elizabeth Gabona, Director, Directorate of Higher, Technical and Vocational Education and Training.

**Rituals:** These are collective activities that are not strictly necessary to realize the organization’s objectives but are considered to be socially essential. Rituals are informal practices that symbolize how men and women work together. The participants listed the following as their rituals:
End of parties, visiting new mothers, workshops, burials, contributing towards burial arrangements, for one-one beers, MTN Marathon, Luncheon, praying fellowship, Departmental retreat, a walk, company during time of grief, morning prayer, prayers in church, contributing towards burial arrangement. Attending burials are the most common rituals that most people get involved in. This follows the culture of sympathy found in most African cultures. There are very few rituals that promote socialization among the staff and this was attributed to the structure of the building and the time/work pressure.

**Values:** These are the collective preferences of members of the work unit for doing things a certain way. Participated indicated the following values: Respect for each other, team work, friendship, being duty conscious, integrity, respect of one’s views, openness, solidarity, attending workshops, sharing, discussion good communication, listening, kindness, time keeping, counseling workmates and friends (on issues of sexual harassment, work pressure/harassment), respect for breastfeeding mothers who are allowed to come late, keeping quiet about cases of sexual harassment.

As an overall reflection, the participants felt that gender is not uppermost in the minds of people in the ministry. Gender equality is not much discussed though they address issues of boys and girls in education. They also agreed that there is not much socialization since most of the time they are working and also the fact that the ministry premises are not conducive for socialization.

**Hofsted’s Onion for MoES**

![Hofsted’s Onion for MoES](image)

### 4.5 Recommendations for consideration

**Human Resource and Staffing**
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**Decision Making**
- The human resource department together with the gender unit to review the terms of the existing training programmes and develop a training plan that is appropriate to both men and women..
- Conduct training workshop on leadership, confidence building and assertiveness for female members of staff
Family friendly work environment

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- Improve access to the ministry building by repairing the lifts and have them functional at all times.
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- Set up a Staff Association provided for by the Public Service Standing Order to handle staff related issues.

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  1. Create awareness amongst members of staff on sexual harassment (meaning and forms) as provided for under the Public Service Code of Conduct, Section 4.4.
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  3. The gender unit should spearhead a campaign against sexual harassment within the ministry to sensitise both men and women against the practice through the use of posters and other IEC materials.
  4. The guidance and counselling unit should extend its services to all members of staff that feel they are noted treated with respect at the workplace.

Organizational Culture:

- Create space for lower cadre staff to attend gender awareness workshops. The support staff felt, as did the technical and administrative staff, that they need gender training workshops such as the ones that the PGA team had organized, so that they become enabled to articulate and advocate gender issues both at work and in their homes.
- The ministry should consider having more space for socializing and for the staff to get to know each other. A common resource centre for not only reading but also for having coffee or tea together should be availed.
- Encourage activities such as Sports’ Associations that would bring staff together to balance work with life and promote informal socializations.
Section 5: Perception of Achievement of Change

This section explores one key question:

What does MoES think about the relative success and outcomes of their work on gender equality? What do they perceive as good practices in their work?

Views expressed by various interviewers have been summarized as follows:

The Ministry of Education and Sports (MoES) has undoubtedly made considerable achievements within the last two decades. Using its wide outreach all over the country, it has consistently pursued its aims of gender parity and providing quality education to ALL thereby achieving MDGs 2 and 3 and the EFA Goal 5 in particular.

Gender parity has almost been achieved in primary education with substantially increased enrolment showing 50.11% of girls and 49.9% of boys (EMIS, 2011). In the Secondary Sub-Sector, the ratio of 52.6% for boys and 47.38% for girls in 2011 is a definite improvement attributed to the creation of a more gender responsive school environment; counselling and guidance by senior female and male teachers; introducing Girls’ Education Movement (GEM) Clubs; teaching of sexual maturation and reproductive health courses, etc.

Besides addressing issues of access and equity, MoES has shifted its efforts towards improving quality of education. Some issues emphasized to improve the quality of education included improving the quality of the learning environment; quality of curricula and their content; quality of the teaching/learning process; quality of learning achievements, quality of instructional materials and teacher recruitment.

The ministry in partnership with African Development Bank (ADB) provides scholarships to poor but well performing students of which the girls receive 75% and boys 25%. This has contributed to significant number of girls completing secondary education. Under the ADB project, construction of well-equipped school laboratories in some selected girls’ schools to promote science; efforts to address the causes of school dropouts of girls due to menstruation, teenage pregnancy, etc. have also shown positive results.

Another component introduced in schools is the Girls Education Movement (GEM) that has a holistic approach to ensuring that girls remain in schools and complete their education cycle. This has brought about very positive results especially in rural schools where these GEM Clubs are established.

Actually following the specific instructions outlined in the Uganda Gender Policy (UGP, 2007), MoES is one of the first ministries in Uganda that has pioneered customizing of this gender policy to guide the process of gender mainstreaming in the education and sports sector.

Despite these achievements, much more remains to be done. One interviewee expressed it succinctly:

“There is a big gap between policy formulation, policy statements and the actual implementation and operationalization of these policies. We are policy rich but implementation poor.”

There is a well thought out and excellent Gender in Education Sector Policy but understanding, compliance and enforcement remain challenges in MoES. It misses out on specific, explicit and concrete gender results due to lack of capacity and enforcement of guidelines. The expertise in MoES on technical aspects of gender mainstreaming may be said to be below average, except a few individuals exposed to gender issues. The biggest problem is that of “knowing how to do gender within the national context.”
There are different levels of attitude and varied perceptions on the relevance and applicability of gender mainstreaming in different Departments/Units of MoES. There are marked misconceptions on what “gender” actually means and how “gender equality” adds value to their work. Many have not explicitly understood the justifications behind “affirmative action for girls in higher education” and expressed serious resistance.

The establishment of the Gender Unit in the MOES since April 2012 is seen as “good development”. There was a Gender Desk prior to this, carrying the responsibility of ensuring gender mainstreaming in the ministry. The Gender Unit has made some good progress within this short period assisted by the GFP system but the Gender Unit is still invisible and has not made its presence felt strongly among all. Many expressed clearly that the Gender Unit needs to be much more proactive, assertive, visible and forthcoming to network with all in MoES. The GFPs need capacity building since they often fail to assert themselves in official meetings and push gender issues strongly.

The issue of Accountability is critical: Who is/are ultimately responsible for ensuring gender mainstreaming need reinforcement? The TORs and role of GFP need to be clearly defined.

Many staff members perceive that the Participatory Gender Audit itself is a big undertaking for the ministry since it will provide a clear picture of where the ministry stands in terms of promoting gender equality and will identify its strengths and gaps, thereby establishing a baseline and then providing suggestions for a more effective gender mainstreaming and action plan for achieving gender equality in education sector.

Several good practices were identified during the gender audit and a number of these are highlighted in section 2.3.
PART III: 8 Key Recommendations

1. Institutionalization Process of Gender Mainstreaming in MoES needs to be further strengthened through the following measures: There needs to be more intensive efforts to engender the whole process of activities and programmes within MoES under full accountability of Senior Management.

Priority actions are as follows:

- Allocate a percentage of the overall MoES budget to gender with a 2% to start with, in order to ensure the sustainability of the Gender Unit and its programmes.

- Target setting annually in work plans: revise current 2012/13 work plans based on those PGA recommendations that are considered feasible for immediate action.

- Ensure that GU prepared “simplified gender budgeting guidelines” are well understood and necessary planning and gender integration has been undertaken.

- Organize extensive gender sensitization and capacity building in all sectors within MoES, at all levels. (The PGA team reinforces findings from GU Needs Assessment Exercise)

- For select sectors, conduct contextualized capacity and expertise development across the entire ministry and among stakeholders for gender integration into all dimensions of implementation through high emphasis on use of gender analysis and survey tools that are gender responsive.

- Operationalize planned TORs for GFPs and GTF. Reconstitute the Gender Focal Team with representatives from programmes/projects and operations under the initiation of Departmental Heads and in cooperation with the gender Unit, with full TORs and work programmes, and required resources to meet systematically and periodically and set up networking systems on gender for dialogues and strengthening of GMS. Gender should be integrated in the performance appraisal of GFPs.

- Strengthen already existing monitoring and evaluation matrices to capture gender progress and to ensure that gender mainstreaming in reality remains a high priority in implementation of all programmes and activities throughout MoES.

- Finalize Gender in Education Strategic Plan document and operationalize it.

- Engender draft Communication Strategy for MoES, in terms of establishing guidelines on gender sensitive content, images, graphics and language, use of case documentation of success stories on achieving gender equality, etc. This would enhance and boost the public image of MoES on gender issues.

- Solicit and get support of all top management and strive to bring them on board as “gender champions”. In order to do so, the Gender Unit must be proactive and strive to enhance visibility at all strategic points.
Longer Term Goals

2. Conduct Policy Reviews:

- Conduct review of Gender in Education Sector Policy.
- Finalize review of National Strategy for Girls’ Education (already in process)
- Review and engender all policies that are gender blind or gender neutral so that a sound anchorage can be built for gender responsive guidance into all programmes activities throughout the MoES systems.
- There is a need to review all affirmative action measures and schemes to ensure no issues of marginalization particularly to boys, while creating a gender responsive system and environment in all educational institutions.
- Research on relevant gender issues in education should be encouraged and conducted on a regular basis and as needed.

3. Promote Institutional Mechanisms and Accountability:

- Explore formal processes through which GU can be promoted to a level that enables it to function with a leverage and authority equivalent to a department as the Department of Guidance and Counselling or other cross cutting departments with funding from MoES core budget. Strengthen Gender Unit itself for its full functioning through additional human resources and alliances with resourceful stakeholders.
- Dialogues should be set up to discuss if the GTF needs to be elevated to the status of a full Working Committee with access to and networking with all other Working Groups, with full TORs and harmonized work plans.  
  The Secretary General of UNESCO-UNATCOM giving remarks
- Strive more visibly and proactively to create synergy on GMS across all departments and units.
- Strengthen compliance to Gender in Education Sector Policy through gender responsive monitoring tools and instruments through focusing on development of gender sensitive indicators for all sectors to measure the impact of activities planned around each of the outputs on gender elements integrated within those outputs. Systematic planning of gender mainstreaming thus becomes translated into a concrete reality on the ground that is measurable and can create gender based impacts needed.
- Work towards enhancing a system of accountability for GMS within MoES. Institute rewards and motivation systems for gender initiatives in planning, research, budgeting, monitoring and HR.
- There is a need to allocate more core budget funds to such initiatives and also set aside some core budget for innovative joint actions on short term gender activities undertaken by the Gender Focal Team. There must be clear guidelines on how to finance gender related activities. Resource mobilization is key to sustainability for gender.
- It will be worthwhile to set up a Gender Scan or Gender Quality Assurance System for
gender mainstreaming to be used throughout the MoES in all Directorates, departments and units, with their diverse mandates. Services of a gender specialist could also be sought for further support.

4. Review and engender all teaching curricula at all levels and familiarize and train all teachers/tutors/instructors at all levels on their use.

5. Find ways to involve men in the community and elsewhere for gender related discussions so that the concept of gender equality becomes demystified; and both women’s and men’s issues become well understood.

6. Promote women in leadership positions through identification and training of qualifying women in management skills

7. Sex disaggregated data be made accessible in all sectors consistently and adequate gender analysis conducted for pertinent issues.

8. Set up a Staff Welfare Committee or Association to oversee staff grievances and seek quick solutions to issues of conflict, and also to have representation in the Senior Management Team. This Committee will also ensure the establishment of a family friendly work place environment with gender-responsive facilities of a much needed breast-feeding room and child care centre; an informal meeting room; providing orientation and counselling on sexual harassment and work pressure issues.
PART IV:
Annexes - MoES PGA Report
Annex I:
Participatory Gender Audit: An Organizational Transformation Tool

1. **What is PGA?**

PGA is a self-assessment tool and process based on a participatory methodology which is used to ensure that Gender Mainstreaming is carried out effectively within an institution. PGA includes the following:

- It considers whether internal practices and related support systems for Gender Mainstreaming are effective and reinforce each other and whether they are being followed;
- It monitors and assesses the relative progress made in Gender Mainstreaming;
- It establishes a baseline;
- It identifies critical gaps and challenges as well as documents good practices towards the achievement of Gender Equality;
- It recommends ways of addressing them and suggests new and more effective strategies.

2. **What are the 12 key areas of analysis:**

1. Current gender issues, gender debate, and UNDP's relationship with national and international gender machineries and women's organizations;
2. Mainstreaming of gender equality as a cross-cutting concern in UNDP's strategic policy, objectives, and budget;
3. Mainstreaming of gender equality in the implementation of programmes and technical cooperation activities;
4. Existing gender expertise, competence, and capacity building;
5. Information and knowledge management;
6. Systems and instruments in use;
7. Choice of partner organizations;
8. Gender equality policy as reflected in its products and public image;
9. Decision making on gender mainstreaming;
10. Staffing and human resources;
11. Organizational culture; and

3. **How is PGA conducted?**

There are four main methods used in this PGA exercise:

- Review of key documents;
- Individual interviews with a selected number of staff;
- Participatory workshops to encourage dialogue to analyze and assess;
- Dialogue with key stakeholders

4. **What is the value of PGA to MoES?**

- Directorates that have been mainstreaming gender will have this practice reaffirmed through the PGA exercise;
- Good practices will be identified to reinforce their work in mainstreaming gender;
- MoES will improve its capacity for gender mainstreaming through a clearer identification of gender-related challenges, needs, and ways to address these.
Annex II: Documents Reviewed

Policy Documents

- Gender in Education Sector Policy, September 2009
- Ministerial Policy Statements FY 2012/13
- Education White Paper, 1992
- The Revised Education Sector Strategic Plan (2010-2015)
- The Early Childhood Development (ECD) Policy, October 2007
- Communication and Advocacy Strategy, January 2012
- The Education Sector HIV and AIDS workplace policy (not dated)
- Policy Statement on the Provision of School Textbooks, 1998
- Policy on Special needs and Inclusive Education, December 2011
- National Council of Sports Act, 1964
- National Physical education and Sports policy, November 2004
- UNATCOM Medium Term Strategy 2008-2013
- Skilling Uganda, BTEVT Strategic Plan, 2011-2020, Final Draft July 2011

Guidelines and Handbooks

- Handbook on Teacher/Instructor/Tutor Education and Training Policies, September 2010
- An Introductory handbook for promoting Positive Discipline in Schools for Quality Education. Alternatives to Corporal Punishment, 2012
- Primary Teacher Education Curriculum Part A, June 2012
- Handbook on Teacher/Instructor/Tutor Education and Training Policies, September 2010
- Guidelines on: Policy, Planning, Roles and Responsibilities of Stakeholders in the Implementation of Universal Primary Education (UPE) for District and Urban Councils, October 2008
- Guidelines on Roles and Responsibilities of Stakeholders in the Implementation of Guidance and Counseling in Educational Institutions, 2006
- Basic Requirements and minimum standards for the teaching/Learning of science for secondary schools, Education Standards Agency (ESA), 2006
- Self-Assessment and Evaluation in primary and Secondary Schools, (ESA)
- Minimum Standards Indicators for Education Institutions, March 2010
- National Guidelines for Post-Primary Institutions; Guidance and Counseling Programme, 2007
- Guidelines for Early Childhood Development Centres, 2010
- A Tool for Monitoring School Based Implementation of Guidance and Counseling Support, 2005
- Career Guidance Handbook; Career and Occupational Information for Students and Practitioners, 2011
- Facilitators Guide; Basic Training for School Service Providers, 2005
- Evaluating and improving the quality of education: Part 3-How well are our learners doing? A guide to evaluating and improving learners’ understanding, attainment and wider achievements; ESA 2012
- Evaluating and Improving the quality of education: Part 4-How can we improve our teaching? A
guide to evaluating and improving the quality of teaching, learning and assessment, ESA 2012

• Evaluating and improving the quality of education: Part 5-How well do we support our learners? A guide to evaluating and improving access, equity and inclusion, ESA 2012.
• Evaluating and improving the quality of education: Part 6-How we inspect. A guide to external evaluation, ESA 2012

Reports/Technical

• The Education and Sports Sector Annual Performance Report (ESSAPR), covering FY 2010/11; FY 2009/10; FY 2008/09
• Creating a Gender Responsive Learning Environment, (Date not specified)
• Key actors addressing gender barriers in education in Uganda, 2011
• Inclusive Education; Meeting Special and Diverse educational Needs in a inclusive school setting, October 2003
• A survey on re-entry of pregnant girls in primary and secondary schools in Uganda, FAWE, November 2011
• A report on a study of female primary teacher training recruitment and deployment in Uganda, UNICEF and MoES, November 2012
• Putting Text books into the Hands of pupils, Trainers' Guide, Oct/Nov. 2004
• Modular Assessment Analysis Report, Directorate of Industrial Training, Sept/Oct 2010
• Psychological Care in Education, Essential Services in Schools: A Component of REPLICA (Revitalizing Education, Participation & Learning in Conflict Areas) Program

Special Gender Focus

• TORs for Review of the Strategy for Girls’ Education
• TORs for developing a strategic plan for gender mainstreaming in education
• TORs for a consultant for gathering information on access to education for the CEDAW mid-term review of the government of Uganda
• Annual Work Plan for the MoES Gender Task Force
• Brief report on Gender Needs Assessment exercise for MoES, 2012
• MoES Monitoring tool for gender responsiveness in primary schools section
• Proposed Gender Actions for Mainstreaming Gender in Education FY 2012/2013
• Minutes of the Gender Task Force meeting held on 12-06-2012
• Simplified Gender Budgeting Guidelines for Mainstreaming gender in Education Sector: Budget Framework Papers, Gender Unit 2013
• UNGEI Work Plan Uganda (2010-2014)
Annex III: Interviews Completed

Finance and Administration Department
Katusiime Doreen Under - Secretary F

Office Administration
Tingu Simiyu Lorna Principal Personal Secretary F
Nsereko Dorothy Assistant Secretary F

Human Resource Management
Okiror Opio Stephen Asst. Commissioner HRM M
Naluzze Hellen Jesca Senior Personnel Officer F
Namulondo Joan Personnel Officer F

UNATCOM
Kaweesi Daniel Program officer M

Finance and Accounts
Lubwama Musasizi Jimmy Principal Accountant M
Opapan Francis Accounts Assistant M

Communication and Information Management
Patrick Mwinda Assistant Commissioner M
Joseph Ngobi Senior Communications Officer M
Geoffrey Mukooyo Senior Information Scientist M

Education Planning and Policy Analysis Department
Balaba Kevin Ass Comm. Budget and Strategic Planning M
William Tukamuhebwa Economist M
Richard Minze Policy Analyst M
Rosemary Waya Principal Analyst F
Olanya James Senior Economist M
Kizito Gladys Senior Economist F
Mukasa Gordon Finance Officer M
Grace Nankabirwa Project Formulation F

Special Needs Education Department
Negris Onen Ass comm. Inclusive Education M
Esesa Mirembe Senior Education Officer F
Tinka Jeruth Ngozi Education Officer M
Kantono Jane Education Officer F

Guidance and Counseling
Harriet Ajilong Principal Education Officer F
Enoch Bongyeirwe Senior Education Officer M
Christine Mugenyi Senior Education Officer F
Apiio Felistas Mary Education Officer F
Ssemakula Henry Education officer M

Physical Education and Sports
Gunter Lange Director in charge of Physical Education M
Odong Sammy Principal Education Officer M
Kintu Mulondo Program Officer F
Hajara Dembe Gender Focal Point F

Instruction Material Unit
Simon Peter Tukei Asst. Comm. Instruction Material M
Deus T Monday Principal Education Officer M
Nalweyiso Madinah Steno Secretary F
### Construction Management Unit

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
<th>Gender</th>
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<tbody>
<tr>
<td>Lugolobi Thadeus</td>
<td>Civil Engineer</td>
<td>M</td>
</tr>
<tr>
<td>Florence</td>
<td>Contract staff</td>
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### Internal Audit Unit

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<thead>
<tr>
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<tbody>
<tr>
<td>Okeccha Perry</td>
<td>Mini</td>
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### Directorate of Higher, Technical and Vocational Education and Training

#### Office of the Director

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
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<tbody>
<tr>
<td>Elizabeth Gabona</td>
<td>Director Education</td>
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</table>

### Department of Higher Education and Training

<table>
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<tr>
<th>Name</th>
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<tbody>
<tr>
<td>Sande Awava Kibirizi</td>
<td>Principal Education Officer</td>
<td>F</td>
</tr>
<tr>
<td>Ssejjoba Timothy</td>
<td>Senior Education Officer</td>
<td>M</td>
</tr>
<tr>
<td>Katerme Elizabeth</td>
<td>Senior Education Officer</td>
<td>F</td>
</tr>
<tr>
<td>Okullo Nellie Florence</td>
<td>Senior Education Officer</td>
<td>F</td>
</tr>
<tr>
<td>Fatumah Nakattude</td>
<td>Personnel Secretary</td>
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### Department of Teacher Education and Tutor Instructor Education and Training

<table>
<thead>
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<th>Position</th>
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<tbody>
<tr>
<td>Wanyama Wilber</td>
<td>Asst. Comm. Primary Teacher Education</td>
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<tr>
<td>Dr. Jane Egau Okou</td>
<td>Asst. Comm. Instructor/ Tutor Educ.</td>
<td>F</td>
</tr>
<tr>
<td>Ndyabihika Eldard Web</td>
<td>Asst. Comm. Sec Teacher education</td>
<td>M</td>
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<tr>
<td>Nabulooli Alice</td>
<td>Principal Education Officer</td>
<td>F</td>
</tr>
<tr>
<td>Kisakye Nsamba Elizabeth</td>
<td>Education Officer</td>
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<td>Kagezi Harriet</td>
<td>Education Officer</td>
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### Department of Business Technical and Vocational Education and Training

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<tr>
<th>Name</th>
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<tbody>
<tr>
<td>Iliah Mansoor</td>
<td>Asst. Comm. Technical Business</td>
<td>M</td>
</tr>
<tr>
<td>Patrick Byakatonda</td>
<td>Senior Education Officer</td>
<td>M</td>
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### Directorate of Basic and Secondary Education

#### Office of the Director

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
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<tbody>
<tr>
<td>Yusuf Kibuuka Nsubuga</td>
<td>Director</td>
</tr>
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### Secondary Education Department (Government owned and Government Aided)

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
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<tbody>
<tr>
<td>John Mary Agaba</td>
<td>Comm. Secondary Education</td>
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### Private Secondary Schools Department

<table>
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<th>Name</th>
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<tbody>
<tr>
<td>Mulindwa Ismail</td>
<td>Asst. comm. Private Schools</td>
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### Basic and Primary Education Department

<table>
<thead>
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<th>Name</th>
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<tbody>
<tr>
<td>Dr. Nkaada Daniel</td>
<td>Comm. Pre- Primary and Primary Education</td>
</tr>
<tr>
<td>Mukasa Lusambu Charles</td>
<td>Asst. Comm. Primary Education</td>
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### Gender Unit

<table>
<thead>
<tr>
<th>Name</th>
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<tbody>
<tr>
<td>Margaret Kasiko</td>
<td>Gender Technical Advisor</td>
</tr>
<tr>
<td>Rosset Nanayanzi</td>
<td>Researcher</td>
</tr>
<tr>
<td>Angella Nansubuga</td>
<td>Administrative Assistant</td>
</tr>
<tr>
<td>Elijah Katende</td>
<td>Office Attendant</td>
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</table>

### Directorate of Education Standards (Education Inspection)

#### Headquarter Office

<table>
<thead>
<tr>
<th>Name</th>
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<tbody>
<tr>
<td>Clophus Mugenyi</td>
<td>Comm. Education Standards</td>
</tr>
<tr>
<td>Kedrace Turyagera</td>
<td>Comm. Sec Education Standards</td>
</tr>
<tr>
<td>Hyzfa Adballah Mutazindwa</td>
<td>Comm. BTVET Standards</td>
</tr>
<tr>
<td>Frances Atima</td>
<td>Principal Inspector Sec. Educ. Standards</td>
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### Regional Offices

<table>
<thead>
<tr>
<th>Name</th>
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<tbody>
<tr>
<td>Alice Night</td>
<td>Senior Inspector</td>
</tr>
</tbody>
</table>
Juma James  Senior Inspector  M
Abima James  Senior Inspector  M
Byarugaba Josam  Senior Inspector  M
Musime Catherine Mugenyi  Senior Inspector  F

Directorate of Industrial Training Qualification Standards
Kikomeko Joseph  Principal Qualifications officer  M

Assessment and Certification
Kyobe Ethel  Deputy Director  F
Okumu Micheal  Principal Qualifications Officer  M

FOCUS GROUP DISCUSSION

Office Secretaries
Lorna Simiyu  Principal secretary (F&A)  F
Annette Atalo Ajoba  Office Typist (Comm./SEG)  F
Sarah Ruhweza  Personal Secretary (Comm./Private schools)  F
Luyira Margaret  Secretary (EPPA)  F
Nandudu Mollie  Personal secretary (MSE/HE)  F
Ruth Kalema Matovu  Personal secretary (UNATCOM)  F
Irene Ssemakula Mutumbe  Office attendant (UNATCOM)  F

Drivers
Kimbowa Mpera Mark  Finance and Administration  M
Kiyimba Badru  Finance and Administration  M
Kiwanuka Peter  Pre-primary department  M
Okaba Francis  Special Needs Education  M
Kirigwajjo Anthony  Finance and Administration  M
Ssemabo David  Finance and Administration  M
Busulwa Ronald  Education and planning  M
Wanakwanyi Sualyi  N/A  M
Mukasa Ponsiano  Student Loan Task Force/ (F&A)  M
Mujwera Happy Lightson  Special Needs Education  M
Taremwa Hannibal  Construction Management Unit  M
Kajoba David  Physical Education and Sports  M
Kibuuka Joseph  APLI  M
Walyawula Stephen  N/A  M
Pinto FC  Finance and Administration  M

Office Attendants
Nakato Sarah  CMU  F
Onyango Charlse  F&A  M
Kyomugisha Joureem  CMI  F
Byron Ssemwogerere  HR  M
Festus Karitas  WFP/Karamoja  M
Daniel Kiseka  F&A  F
### Annex IV: List of Participants: Introductory Briefing Session

#### Introductory Briefing Workshop

**Gender Task Force**

<table>
<thead>
<tr>
<th>Name</th>
<th>Position/Department</th>
<th>Sex</th>
<th>Contact</th>
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<tbody>
<tr>
<td>Candiru Josephine</td>
<td>WDO (MGLSD)</td>
<td>F</td>
<td>0782753090</td>
</tr>
<tr>
<td>Jessica Naluzze</td>
<td>Senior Personnel Officer (HR)</td>
<td>F</td>
<td>0772400716</td>
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<tr>
<td>Josephine Pedin</td>
<td>Programs</td>
<td>F</td>
<td>0782753090</td>
</tr>
<tr>
<td>Kagezi Harriet</td>
<td>Education Officer (TIE)</td>
<td>F</td>
<td>0774959635</td>
</tr>
<tr>
<td>Kayongo James</td>
<td>Program Support</td>
<td>M</td>
<td>0776199052</td>
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<tr>
<td>Kyeyune Ritah</td>
<td>Education Officer</td>
<td>F</td>
<td>0712811203</td>
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<tr>
<td>Maggie Kasiko</td>
<td>Gender Technical Advisor (GU)</td>
<td>F</td>
<td>0772436378</td>
</tr>
<tr>
<td>Minze Richard</td>
<td>Policy Analyst (EPPA)</td>
<td>M</td>
<td>0712050109</td>
</tr>
<tr>
<td>Mirembe Eseza</td>
<td>Senior Education Officer (SNE)</td>
<td>F</td>
<td>0712189300</td>
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<tr>
<td>Nabitaka Florence</td>
<td>(CMU)</td>
<td>F</td>
<td>0772418990</td>
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<tr>
<td>Nansubuga Angella</td>
<td>(GU)</td>
<td>F</td>
<td>0772925379</td>
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<tr>
<td>Nanyanzi Rosette</td>
<td>Researcher/ Gender Unit</td>
<td>F</td>
<td>0772487250</td>
</tr>
<tr>
<td>Sande Kabirizi</td>
<td>PEO (Dept. of HET)</td>
<td>F</td>
<td>0712801294</td>
</tr>
<tr>
<td>Sizoomu Christine</td>
<td>Senior Education Officer (G&amp;C)</td>
<td>F</td>
<td>0752694032</td>
</tr>
<tr>
<td>Tukamuhebwa W</td>
<td>Economist</td>
<td>M</td>
<td>0782559755</td>
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**Facilitators**

<table>
<thead>
<tr>
<th>Name</th>
<th>Role</th>
<th>Contact</th>
</tr>
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<tbody>
<tr>
<td>Dr Jyoti Tuladhar</td>
<td>Team leader</td>
<td>0757065216</td>
</tr>
<tr>
<td>David Mpiima</td>
<td>Facilitator</td>
<td>0712846914</td>
</tr>
<tr>
<td>Hadijah Nabbale</td>
<td>Facilitator</td>
<td>0773184643</td>
</tr>
<tr>
<td>Harriet Pamara</td>
<td>Facilitator</td>
<td>0772902784</td>
</tr>
<tr>
<td>Mwiine Ammon</td>
<td>Facilitator</td>
<td>0782052407</td>
</tr>
<tr>
<td>Bekesha Suzan</td>
<td>Facilitator</td>
<td>0772377088</td>
</tr>
<tr>
<td>Mutaka Emmanuel</td>
<td>Rapporteur</td>
<td>0781511474</td>
</tr>
<tr>
<td>Namukaya Sandra</td>
<td>Rapporteur</td>
<td>0779220782</td>
</tr>
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</table>

#### Introductory Briefing Session

**Heads of Departments**

<table>
<thead>
<tr>
<th>Name</th>
<th>Department</th>
<th>Sex</th>
<th>Contact</th>
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<tbody>
<tr>
<td>Ndayabahika Web</td>
<td>AC. Sec Teacher Education (TIET)</td>
<td>M</td>
<td>0772514531</td>
</tr>
<tr>
<td>Kagezi Harriet</td>
<td>Education Officer (TIET)</td>
<td>F</td>
<td>0774959635</td>
</tr>
<tr>
<td>Nanyanzi Rosette</td>
<td>Research Officer (GU)</td>
<td>F</td>
<td>0772487250</td>
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<tr>
<td>Kizito Gladys</td>
<td>Senior Economist Budget (EPPA)</td>
<td>M</td>
<td>0772606203</td>
</tr>
<tr>
<td>Enoch Mugabi</td>
<td>Gender focal person (UNDP)</td>
<td>M</td>
<td>0772413858</td>
</tr>
<tr>
<td>Musime Mugenyi</td>
<td>(DES)</td>
<td>M</td>
<td>0772426088</td>
</tr>
<tr>
<td>Doreen katusiime</td>
<td>Under Secretary (FandA)</td>
<td>M</td>
<td>0772419908</td>
</tr>
<tr>
<td>Ajilong Harriet</td>
<td>Principal Education officer (G and C)</td>
<td>F</td>
<td>0772695895</td>
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<tr>
<td>Night Alice</td>
<td>Senior information scientist (CIM)</td>
<td>F</td>
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<tr>
<td>Ogwang Ivan</td>
<td>Economist M&amp;E (EPPA)</td>
<td>M</td>
<td>077259410</td>
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<tr>
<td>Madinah Nalweyiso</td>
<td>Secretary (IUM)</td>
<td>F</td>
<td>077249900</td>
</tr>
<tr>
<td>Nsereko Dorothy</td>
<td>Asst.Secretary (Administration)</td>
<td>F</td>
<td>0772416900</td>
</tr>
<tr>
<td>Ethel Kyobe</td>
<td>D. D (Qualification standards)</td>
<td>F</td>
<td>0772524008</td>
</tr>
<tr>
<td>Sammy Odong</td>
<td>AC-.P. E &amp;S (P. E &amp;S)</td>
<td>M</td>
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### Facilitators

<table>
<thead>
<tr>
<th>Name</th>
<th>Role</th>
<th>Gender</th>
<th>Phone</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dr Jyoti Tuladhar</td>
<td>Team Leader</td>
<td>F</td>
<td>0757065216</td>
</tr>
<tr>
<td>David Mpiima</td>
<td>Facilitator</td>
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<td>Mwiine Amon</td>
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<td>Bekesha Suzan</td>
<td>Facilitator</td>
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<tr>
<td>Mutaka Emmanuel</td>
<td>Rapporteur</td>
<td>F</td>
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<tr>
<td>Namukaya Sandra</td>
<td>Rapporteur</td>
<td>F</td>
<td>0779220782</td>
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## Annex V: List of Participants: Validation Workshop

### Validation Workshop

<table>
<thead>
<tr>
<th>Name</th>
<th>Department/Position</th>
<th>Sex</th>
<th>Contact</th>
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<tbody>
<tr>
<td>Abago Jane Florence</td>
<td>BED</td>
<td>F</td>
<td>0772305180</td>
</tr>
<tr>
<td>Abalo Grace</td>
<td>PES</td>
<td>F</td>
<td>0772685809</td>
</tr>
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## Annex VI: List of Participants in the Participatory Workshops

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**Facilitators**

- Dr. Jyoti Tuladhar, Team Leader, F 0757065216
- David Mpiima, Facilitator, M 0712846914
- Harriet Pamara, Facilitator, F 0772902784
- Susan Bakesha, Facilitator, F 0772377088
- Hadijah Nabbale, Facilitator, F 077184643
- Mwine Amon, Facilitator, M 0782052407
- Namukaya Sandra, Rapporteur, F 0779220782
- Mutaka Emmanuel, Rapporteur, M 0761511474

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<td>Matovu Edward</td>
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### Facilitators

<table>
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<tr>
<td>Dr. Jyoti Tuladhar</td>
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<tr>
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<td>Hadijah Nabbale</td>
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### Workshop 4

#### Participants List

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<tr>
<td>Abago Jane F</td>
<td>OT</td>
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<tr>
<td>Akello Lillian</td>
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<tr>
<td>Annet Juliet Braza</td>
<td>SEC</td>
<td>TIET</td>
<td>F</td>
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<tr>
<td>Annete Atalo Ajobe</td>
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<tr>
<td>Awello Harriet</td>
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<td>F&amp;A</td>
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<td>Barungi K Susan</td>
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<td>M</td>
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<td>Karitani Festus</td>
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<td>Luyira Magret</td>
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<td>Nabulere Rebecca</td>
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<td>Namukwaya Gorret</td>
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<td>GU</td>
<td>F</td>
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<td>Otim Florence</td>
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<td>Pamela Rose</td>
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<td>F</td>
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<td>Rose Wamala</td>
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<tr>
<td>Ruth Kalema Matovu</td>
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<td>UNESCO</td>
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<td>Wandera Chrispus</td>
<td>OT</td>
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## Annex VII: List of Participants in Consultation with Partners

<table>
<thead>
<tr>
<th>Name</th>
<th>Organization</th>
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<th>Contact</th>
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<tbody>
<tr>
<td>Betty Ezati</td>
<td>Makerere University</td>
<td>F</td>
<td>0772467183</td>
</tr>
<tr>
<td>BIRGIT S</td>
<td>OHCHR</td>
<td>F</td>
<td>0772775781</td>
</tr>
<tr>
<td>Consolata Kabonesa</td>
<td>SWGS</td>
<td>F</td>
<td>0772512455</td>
</tr>
<tr>
<td>Dorothy Muhumure</td>
<td>PM</td>
<td>F</td>
<td>0772511904</td>
</tr>
<tr>
<td>Elijah Katende</td>
<td>MoES</td>
<td>M</td>
<td>0784872393</td>
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<td>Margret Kasiko</td>
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<tr>
<td>Mugabi Enock</td>
<td>UNDP</td>
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<td>Nabuyungo J Mary</td>
<td>UNATO</td>
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<td>Nsubuga Charlse</td>
<td>BMAU</td>
<td>M</td>
<td>0772595991</td>
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<tr>
<td>Ojaki Mikloth</td>
<td>UAHEB</td>
<td>M</td>
<td>0712867352</td>
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<tr>
<td>Tukesiga Julius</td>
<td>FAWEU</td>
<td>M</td>
<td>0782302670</td>
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<td>Winnie Namata</td>
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### Facilitators

<table>
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<tr>
<th>Name</th>
<th>Role</th>
<th>Sex</th>
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</tr>
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<tbody>
<tr>
<td>Dr. Jyoti Tuladhar</td>
<td>Team Leader</td>
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<tr>
<td>David Mpiima</td>
<td>Facilitator</td>
<td>M</td>
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<td>Harriet Pamara</td>
<td>Facilitator</td>
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<td>Mutaka Emmanuel</td>
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**Annex VIII: PGA Workshop Programme for MoES**

**MOES Participatory Gender Audit**
**Workshop Programme for Technical/Management Staff**
**Date: 21-24 January 2013**

<table>
<thead>
<tr>
<th>Time</th>
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<tbody>
<tr>
<td>8:00 – 8:30</td>
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| 8:30 – 09:30| • Self-Introduction by Facilitators  
               • Objectives of Workshop  
               • Exercise on Gender Differences and Stereotypes |
| 9:30 – 10:30| • Gender Concepts: A Common Understanding                             |
| 10:30 – 11:00| COFFEE BREAK                                                          |
| 11:00 – 12:30| • Gender Mainstreaming into Programmes and Activities (Exercise)      |
| 12:30 – 2:00| LUNCH BREAK                                                           |
| 2:00 – 3:00 | • Organizational Culture (Hofstede’s Onion Exercise)                 |
| 3:00 – 3:45 | WORKING TEA                                                           |
| 3:45 – 4:00 | • CONCLUSIONS/RECOMMENDATIONS                                         |

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**MoES Participatory Gender Audit**
**Consultation with Partners**
**Date: 25 January 2013**

<table>
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<tr>
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</table>
| 8:30 – 09:30| • Self-Introduction by Facilitators and Partners  
               • Objectives of Workshop  
               • Brief Orientation on MoES PGA process and activities |
| 9:30 – 10:30| • Discussion on Partners’ Main Activities with MoES with a focus on gender related programmes |
| 10:30 – 10:45| COFFEE BREAK                                                          |
| 10:45 – 11:30| • Partners’ Views on how MoES has Gender Mainstreamed into Programmes and Activities in Collaboration  
               • Partners’ Perception of MoEs as Gender-Responsive Agency |
| 11:30 – 12:30| • Partners’ suggestions and recommendations on measures needed to strengthen MoES’ gender mainstreaming initiatives in partnership |
|             | LUNCH                                                                 |
Annex IX: Organizational Charts

APPENDIX AI

APPROVED MACRO STRUCTURE FOR THE MINISTRY OF EDUCATION AND SPORTS

Permanent Secretary U1SE (1)

- UNEB
- DIT
- NCDC
- NCHE
- UNESCO
- NCS

Directorate of Higher, Technical and Vocational Education and Training
- Higher Educ. & Training
- Teacher & Instructor Educ. and Training
- Technical & Vocational Educ. and Training

Directorate of Basic and Secondary Education
- Pre-Primary and Primary
- Secondary Education
- Private Schools

Directorate of Education Standards
- Basic Education Inspection
- Sec. Education Inspection
- Primary Teacher & Instructor Inspection
- Technical & Vocational Inspection

- Instructional Materials
- Construction Unit
- Procurement Unit
- Internal Audit

- Special Needs Education
- Guidance & Counselling
- Educ. Planning & Policy Analysis
- Physical Education & Sports
- Finance & Admin.

APPROVED MACRO STRUCTURE FOR THE DEPARTMENT FINANCE AND ADMINISTRATION

Under Secretary U1SE (1)

AC/ Human Resources Management
AC/ Finance & Accounts
AC/ Communication & Information Management

Principle Assistant Secretary (Office Administration)
### Annex X: Gender Quality Questionnaire Responses

#### A. Expertise and Vision

1. **Does your organization have a policy on gender equality?**
   - Yes: 39
   - No: 5
   - I don’t know: 11
   - No Answer: 1

2. **How well informed are you about the content of the organization’s gender policy? For example, have you read the relevant documents?**
   - Completely: 9
   - Sufficiently: 8
   - Insufficiently: 20
   - Not at all: 15
   - No Answer: 2

3. **How important is the gender policy for the achievement of the organization’s strategic and operational objectives?**
   - Very important: 44
   - Somewhat important: 9
   - Of limited importance: 1
   - Not at all: 0
   - No Answer: 0

4. **How important do you think your work unit (Directorate /Department) considers gender policy to be for the achievement of its objectives?**
   - Very important: 28
   - Somewhat important: 18
   - Of limited importance: 4
   - Not at all important: 2
   - No Answer: 2

#### B. Accessibility and availability of methods, procedures and/or instruments

5. **Does the organization have sufficient information on and practice in the use of instruments to conduct a gender analysis and to incorporate the conclusions of this analysis into all stages of the design process of programmes and projects? Based on your answer to the above question, how competent would you say the organization is in this regard?**
   - Very competent: 5
   - Sufficiently competent: 15
   - Not competent enough: 27
   - Not competent at all: 3
   - No Answer: 4

6. **Does your organization provide its staff with sufficient guidance and information regarding gender issues?**
   - Completely: 2
   - Sufficiently: 11
   - Insufficiently: 34
   - Not at all: 4
   - No Answer: 3

7. **How well does the programming system in your organization ensure the quality of implementation of its gender policy?**
   - Very well: 1
   - Sufficiently: 18
   - Insufficiently: 31
   - Not at all: 1
   - No Answer: 3

8. **Is the quality of mainstreaming of gender equality monitored in mid-term performance reports, biennial reports, other reports on projects, etc.?**
   - Yes, always: 4
   - Yes, sufficiently often: 13
   - Yes, but only occasionally: 19
   - No, not at all: 15
   - No Answer: 3

9. **Are means (both human and financial resources) available to achieve gender policy aims?**
   - Yes, more than enough: 1
   - Yes, enough: 6
   - Yes, but not enough: 36
   - No, none at all: 9
   - No Answer: 2

10. **Does your organization offer opportunities (capacity building/training, direct support, backstopping) to strengthen your knowledge and skills as regards gender issues in your area of expertise?**
    - Yes, more than enough: 0
    - Yes, enough: 10
    - Yes, but not enough: 28
    - No, none at all: 14
    - No Answer: 2
C. Competence of staff

11. As a member of the organization’s staff, you are expected to introduce gender issues in different stages of programme/project design and implementation at your level. How well do you fulfill these expectations?

<table>
<thead>
<tr>
<th></th>
<th>Completely</th>
<th>Sufficiently</th>
<th>Insufficiently</th>
<th>Not at all</th>
<th>No Answer</th>
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<tbody>
<tr>
<td>Expected</td>
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<td>21</td>
<td>22</td>
<td>4</td>
<td>2</td>
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12. Do you have sufficient knowledge of the issues involved in mainstreaming for gender equality to advise others?

<table>
<thead>
<tr>
<th></th>
<th>Yes, more than enough</th>
<th>Yes, just enough</th>
<th>No, not enough</th>
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13. How often do you integrate gender explicitly into your work (for example in the choice of activities, choice of methods, and the approach used)?

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<tr>
<th></th>
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<th>Usually</th>
<th>Seldom</th>
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<tr>
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<td>23</td>
<td>12</td>
<td>5</td>
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14. Would you be able to formulate selection criteria or terms of reference for external collaborators, and well-directed questions to assess candidates’ capability/competence on gender issues, in recruitment procedures, project proposals, etc.?

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<th>Probably</th>
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<th>Definitely not</th>
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<td>3</td>
<td>4</td>
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D. Culture of the organization

15. How much attention do you pay to ensuring respectful working relations between men and women in your work unit?

<table>
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<tr>
<th></th>
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<th>Some</th>
<th>Not enough</th>
<th>Not at all</th>
<th>No answer</th>
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<tr>
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<td>20</td>
<td>3</td>
<td>12</td>
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16. Have you undertaken activities to identify the existing interests of programme/project staff and any problems they may have?

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<th>Yes, some</th>
<th>Yes, but very few</th>
<th>No, none at all</th>
<th>No answer</th>
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17. When you identify problems affecting colleagues (both male and female), do you take action?

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<th>No answer</th>
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<td>7</td>
<td>14</td>
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18. Does your work unit do enough to discourage expressions of gender inequality (for example disrespectful computer screensavers, posters and jokes)?

<table>
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<tr>
<th></th>
<th>Yes, more than enough</th>
<th>Yes, enough</th>
<th>No, not enough</th>
<th>No, nothing at all</th>
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<tbody>
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19. Does your work unit have an active policy to promote gender equality and respect for diversity in decision-making, behaviour, work ethos and information? If so, how would you rate its effectiveness?

<table>
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<th>Sufficient</th>
<th>Insufficient</th>
<th>No such policy</th>
<th>No answer</th>
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<td>74</td>
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</table>

20. Does your work unit have a sufficient policy to prevent and deal with harassment in the workplace? If so, how would you rate its effectiveness?

<table>
<thead>
<tr>
<th></th>
<th>Excellent</th>
<th>Sufficient</th>
<th>Insufficient</th>
<th>No such policy</th>
<th>No answer</th>
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<td>20</td>
<td>19</td>
<td>83</td>
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</table>
1. Does your organization have a policy on gender equality?

- Yes: 69%
- No: 9%
- I don’t know: 20%
- No Answer: 2%

2. How well informed are you about the content of the organization’s gender policy? For example, have you read the relevant documents?

- Completely: 15%
- Sufficiently: 37%
- Insufficiently: 28%
- Not at all: 16%
- No Answer: 4%

3. How important is the gender policy for the achievement of the organization’s strategic and operational objectives?

- Very important: 81%
- Somewhat important: 17%
- Of limited importance: 0%
- Not at all important: 0%
- No Answer: 2%

4. How important do you think your work unit (Directorate/Department) considers gender policy to be for the achievement of its objectives?

- Very important: 52%
- Somewhat important: 33%
- Of limited importance: 4%
- Not at all important: 7%
- No Answer: 4%

5. Does the organization have sufficient information on and practice in the use of instruments to conduct a gender analysis and to incorporate the conclusions of this analysis into all stages of the design process of programmes and projects? Based on you

- Very competent: 28%
- Sufficiently competent: 50%
- Not competent enough: 7%
- Not competent at all: 9%
- No Answer: 6%

6. Does your organization provide its staff with sufficient guidance and information regarding gender issues?

- Completely: 6%
- Sufficiently: 20%
- Insufficiently: 6%
- Not at all: 7%
- No Answer: 63%
7. How well does the programming system in your organization ensure the quality of implementation of its gender policy?

- Very well: 33%
- Sufficiently: 2%
- Insufficiently: 6%
- Not at all: 2%
- No Answer: 57%

8. Is the quality of mainstreaming of gender equality monitored in mid-term performance reports, biennial reports, other reports on projects, etc.?

- Yes, always: 2%
- Yes, sufficiently often: 6%
- Yes, but only occasionally: 7%
- No, not at all: 24%
- No Answer: 35%

9. Are means (both human and financial resources) available to achieve gender policy aims?

- Yes, more than enough: 4%
- Yes, enough: 11%
- Yes, but not enough: 2%
- No, none at all: 67%
- No Answer: 16%

10. Does your organization offer opportunities (capacity building/training, direct support, backstopping) to strengthen your knowledge and skills as regards gender issues in your area of expertise?

- Yes, more than enough: 4%
- Yes, enough: 0%
- Yes, but not enough: 18%
- No, none at all: 26%
- No Answer: 52%

11. As a member of the organization’s staff, you are expected to introduce gender issues in different stages of programme/project design and implementation at your level. How well do you fulfil these expectations?

- Completely: 7%
- Sufficiently: 4%
- Insufficiently: 9%
- Not at all: 39%
- No Answer: 41%

12. Do you have sufficient knowledge of the issues involved in mainstreaming for gender equality to advise others?

- Yes, more than enough: 5%
- Yes, just enough: 4%
- No, not enough: 30%
- No, none at all: 56%
- No Answer: 5%
13. How often do you integrate gender explicitly into your work (for example in the choice of activities, choice of methods, and the approach used)?

- Always: 19%
- Usually: 43%
- Seldom: 22%
- Never: 7%
- No Answer: 9%

14. Would you be able to formulate selection criteria or terms of reference for external collaborators, and well-directed questions to assess candidates’ capability/competence on gender issues, in recruitment procedures, project proposals, etc.?

- Definitely: 26%
- Probably: 39%
- Possibly: 13%
- Definitely not: 7%
- No Answer: 6%

15. How much attention do you pay to ensuring respectful working relations between men and women in your work unit?

- Very much: 52%
- Some: 37%
- Not enough: 13%
- Not at all: 2%
- No Answer: 4%

16. Have you undertaken activities to identify the existing interests of programme/project staff and any problems they may have?

- Yes, many: 7%
- Yes, some: 13%
- Yes, but very few: 44%
- No, none at all: 32%
- No Answer: 7%

17. When you identify problems affecting colleagues (both male and female), do you take action?

- Always: 52%
- Sometimes: 26%
- Seldom: 7%
- Never: 7%
- No Answer: 11%

18. Does your work unit do enough to discourage expressions of gender inequality (for example disrespectful computer screensavers, posters and jokes)?

- Yes, more than enough: 11%
- Yes, enough: 11%
- No, not enough: 26%
- No, nothing at all: 45%
- No Answer: 26%
19. Does your work unit have an active policy to promote gender equality and respect for diversity in decision-making, behaviour, work ethos and information? If so, how would you rate its effectiveness?

20. Does your work unit have a sufficient policy to prevent and deal with harassment in the workplace? If so, how would you rate its effectiveness?
Annex XI: Terms of Reference

INTERNATIONAL CONSULTANCY

Team Leader for the Participatory Gender Audit of the Ministry of Education and Sports

BACKGROUND

The UN agencies developed a United Nations Development Assistance Framework (UNDAF) 2010-2014 which is aligned with the National Development Plan. Gender equality and women’s empowerment is an area of special focus in the UNDAF because of the need to ensure that all proposed UN actions identify and address inequality and social exclusion. It is in this regard that UN agencies developed a UN Joint Programme for Gender Equality and Women’s Empowerment for purposes of realizing this commitment.

UN WOMEN is the managing agency of the UN Joint Program on Gender Equality (JPGE) for a five-year collaboration period from 2010 to 2014. One of the components of the programme is to conduct the Participatory Gender Audits (PGAs) amongst UN Agencies and select government institutions in Uganda, to ensure gender mainstreaming within these institutions, and establish baselines for future monitoring and evaluation of the JPGE. The UN Agency managing the implementation of Participatory Gender Audits (PGAs) is the United Nations Development Programme (UNDP). This intervention is envisaged to deliver on the UN Joint Programme outcome; “Government has enhanced its implementation of gender responsive planning and budgeting and programme management”.

RATIONALE:

The Mission of the Ministry of Education and Sports (MoES) is “to provide for, support, guide, coordinate, regulate and promote quality education and sports to all persons in Uganda for national integration, individual and national development”. In order to fulfill this mission, gender mainstreaming has to be prioritized in all the directorates and departments of the ministry in order to address the different needs of girls and boys, women and men. The ministry plays a fundamental role in the development of the human resources in the country and it is therefore critically important to establish the different needs and requirements in all the ministry’s target groups for purposes of effective planning and ensuring that equitable access to education for all young and adult students is attained.

The audit is aimed at:

1. To assess the extent of integration of a gender perspective in Ministry of Education and Sports’ policies, plans, programme, budgets and budget framework papers, documents, monitoring and evaluation frameworks decisions.
2. To document best practices and identify gaps as regards to gender responsiveness of MoES and build organizational ownership in gender responsiveness.
3. To establish data and information on MoES’ capacity for gender responsive policy formulation, planning, budgeting and monitoring and evaluation.
4. To Contribute to an on-going process of benchmarking the execution of gender mainstreaming in the ministry, so as to inform the JPGE’s and MoES monitoring and evaluation framework.
5. To ascertain the existence of internal practices, policies and related support systems for gender mainstreaming and their effectiveness.
OBJECTIVE OF THE ASSIGNMENT:
To undertake the Participatory Gender Audit of the MoES. The consultant will lead the process and supervise a five person Participatory Gender Audit Facilitators Team.

DESCRIPTION OF THE ACTIVITIES TO BE PERFORMED

1. Phase 1: Desk Review (5 working days)
   1.1. Undertake consultations with UNDP and MoES Gender Adviser and the gender sector focal person to collect relevant documents for the Gender Audit File and ensure access of the PGA facilitation team to all relevant documents.
   1.2. Conduct desk review of relevant documents.
   1.3. Guide the PGA facilitation Team throughout the desk review process.
   1.4. Finalize the PGA work plan and key milestones in close consultation with the MoES Gender Task Force.
   1.5. Conduct a preparatory meeting with the PGA team members (in Kampala).

2. Phase 2: Conduct the Participatory Gender Audit exercise (15 working days)
   2.1. Lead implementation of the PGA exercise, according to the ILO methodology.
   2.2. Organize and facilitate PGA team meetings to coordinate PGA activities and guide the PGA facilitation Team throughout the delivery of the PGA activities.
   2.3. Lead the preparation and delivery of the PGA activities, i.e. briefing and de-briefing sessions, participatory workshops, interviews, focus groups and desk review.
   2.4. Guide the PGA facilitation team throughout the process of conducting individual interviews, Focus Group Discussions (FGDs) and debriefing sessions in Kampala.
   2.5. Consolidate and prepare draft documentation arising from desk reviews, FGDs, field interviews and Workshops and from all PGA facilitation team.
   2.6. Prepare and co-facilitate four 1-day workshops for technical and operational staff of Ministry of Education and Sports. The workshops are intended to take the participants through the PGA concepts and core and noncore exercises that generate valuable information about the gender mainstreaming processes in the Ministry.
   2.7. Prepare and co-facilitate two focus group discussions with Ministry of Education and Sports' key partners and stakeholders, with a view to acquire information from the partners on how the gender mainstreaming process is undertaken and facilitated in the ministry.
   2.8. Consolidate initial PGA findings on basis of 2.5,2.6 and 2.7 activities and de-brief with MoES and EDPs staff accordingly.

3. Phase 3: Report writing and Validation Workshop (10 working days)
   3.1. Prepare draft PGA validation report;
   3.2. Hold validation workshop on draft PGA report;
   3.3. Prepare final PGA report (based on comments received from PGA validation workshop).

DELIVERABLES:
• Inception report that details how the PGA exercise shall be conducted.
• (5) including one for Education Sector Partners Workshops and 2 focus group discussions with technical officers from MoES and key stakeholders.
• Draft PGA validation report and validation workshop.
• Final PGA Report ( Five bound copies and a soft copy)
REPORTING ARRANGEMENTS:
The consultants will work closely with MoES; The Directorate of Basic and Secondary Education/ Gender Unit and the UNDP Focal Point for Gender Equality. The consultant will report to UNDP Team Leader for Accountable Democratic Governance and work under the overall guidance and leadership of the AssistantCountry Director of UNDP.

APPLICATION PROCEDURE:
Application Procedure- applicants are required to submit an application and proposals, which include the following:

a) Job Proposal:
   • Letter of Interest.
   • Explanation as to why you consider yourself suitable for the assignment.
   • A brief methodology on the approach and implementation of the assignment.

b) Personal CV
   • Highlighting past experience in similar projects.
   • Work references - contact details (e-mail addresses) of referees.

c) Financial Proposal
   • Please submit a financial proposal indicating consultancy fee in United States Dollars, lump sum fee (with a breakdown) or unit price together with any other expenses related to the assignment.

Please note that the online system will only allow you to upload one document, therefore all the job and financial proposals are to be attached to the CV and uploaded together at once.

PAYMENT SCHEDULE
The consultant shall be paid 20% upon delivering the inception report. 20% shall be paid after the validation workshop of the consolidated report. The final 60% shall be paid upon delivery of final PGA report.

QUALIFICATIONS
• Substantial experience in conducting Participatory Gender Audits using the ILO tool.
• Advanced university degree in social sciences, gender/women studies or other relevant field.
• At least 7 years of work experience in Gender analysis and Gender Audit, development programming, research and documentation.

Location: Kampala
Application Deadline: 28th December 2012
Languages Required: English
Starting Date: 7th January, 2013
Expected end of assignment: 7th February, 2013
Expected duration in Uganda: 30 days

For further details on the terms of reference and application processes, please visit [http://jobs.undp.org/](http://jobs.undp.org/) and submit application. Please note that only shortlisted individuals shall be contacted.

UNDP is an equal opportunity employer. Both competent women and men are encouraged to apply.
## Annex XII: Work plan for Participatory Gender Audit Team

<table>
<thead>
<tr>
<th>Activity</th>
<th>Time-frame</th>
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</thead>
<tbody>
<tr>
<td>Introductory briefing for MFPED Senior staff on PGA + prepare for interviews</td>
<td>7-11 Jan.</td>
</tr>
<tr>
<td>Interviews – all members involved + write ups</td>
<td>12-13 Jan.</td>
</tr>
<tr>
<td>Workshops: 4 workshops for MoES 2 Focus Group Discussions for Partners and technical persons (2 sessions) + write ups</td>
<td>14 June</td>
</tr>
<tr>
<td>Initial report writing Preparation of ppt. for Validation Workshop</td>
<td>15-18 Jan</td>
</tr>
<tr>
<td>Facilitate a Participatory Validation Workshop</td>
<td>21-25 Jan</td>
</tr>
<tr>
<td>Team contribution to report writing</td>
<td>26-27 Jan</td>
</tr>
<tr>
<td>Draft report preparation and submission</td>
<td>28 Jan</td>
</tr>
<tr>
<td>Feedback on draft report and finalization</td>
<td>31 Jan-7 Feb.</td>
</tr>
</tbody>
</table>
Consultants with the head BMAU

Workshop participants from MoES (TIET, DES, DIT etc)

Team of Consultants during the PGA preparatory meeting

Workshop presentation by a participant from DIT

A team of Consultants

Workshop participants

The PGA Validation workshop

EDPs during the PGA workshops (OCHR, MUK, School of Gender, BMAU, UNATU etc)
Mr. Enock Mugabi Representative of UNDP consulting with the PGA Team

Representatives from FAWEU during the partners’ meeting

Ms. Kakande Margaret, Head BMAU (MoFPED) and MoES staff during the PGA workshop

DES Commissioner Kandrace Turyagyenda in one of the PGA workshops

Members of the Gender Taskforce in one of the meetings at MoES boarding

UBTEB, MUK, School of Gender and UNATU officials in the PGA workshop

Some of the staff of MoES during the PGA workshop

The Secretary General of UNESCO-UNATCOM giving remarks