Mainstreaming Gender through Sector Wide Approaches in Education

UGANDA CASE STUDY

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A study carried out for DFID

by

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Acronyms

ADEA	Association for the Development of Education in Africa
CIDA	Canadian International Development Agency
CSO	Civil Society Organisation
DAC (OECD)	Development Assistance Committee (Organisation for Economic Co-operation and Development)
DANIDA	Danish International Development Agency
DFID	Department for International Development (UK)
ESCC	Education Sector Consultative Committee
ESIP	Education Strategic Investment Programme
EU	European Union
FA	Funding Agency
FAWE	Forum of African Woman Educationalists
GAD	Gender and Development
GAPS	Girls and Primary Schooling in Africa
GoU	Government of Uganda
GTZ	German Technical Co-operation
IEC	Information. Education , Communication
JICA	Japanese International Co-operation Agency
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance, Planing and Economic Development
MoGLSD	Ministry of Gender, Labour and Social Development
MTEF	Medium Term Expenditure Framework
NGO	Non Governmental Organisation
NPERP	National Primary Education Reform Programme
PEAP	Poverty Eradication Action Plan
PSRP	Public Service Reform Programme
SFG	School Facilities Grant
SWAp	Sector Wide Approach
TDMS	Teacher Development and Management System
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UNICEF	United National Children's Fund
UPE	Universal Primary Education
UPPAP	Uganda Participatory Poverty Assessment Process
USAID	United States Agency for International Development
WB	World Bank
WID	Women in Development

Executive Summary

Introduction

This Uganda study is one of three case studies commissioned by the Development Assistance Committee (DAC) of the OECD, examining the *Mainstreaming of Gender through Sector Wide Approaches in Education*. The other two focus on Ghana and India. The studies were commissioned in response to the recognition of the linkages between gender, poverty and education; and commitment to achieving the development targets through more effective assistance through SWAps. The three studies in education will be synthesised, and will feed into a broader study that looks also at gender mainstreaming in the health and agriculture sectors.

The Uganda SWAp: the Education Strategic Investment Programme (ESIP)

The Uganda SWAp developed in the context of serious challenges of widespread poverty and gender inequity, but a strong commitment to addressing these. This commitment is expressed in the country's Poverty Eradication Action Plan and in strong national polices to promote greater gender equality and women's participation, including, since 1997, a Universal Primary Education policy. The Uganda case study has found many positive early lessons to share on exploiting the potential of moving towards a SWAp for effective mainstreaming of gender throughout an education system, in pursuit of achieving greater gender equality in access, retention and learning achievement.

In December 1996 the Ugandan government announced the Universal Primary Education (UPE) initiative: free education for up to four children per family, including two girls, plus all orphans. The *Uganda Education Strategic Investment Programme (ESIP) 1998-2003* was developed as a direct response to the dramatic effects on enrolments of this policy and approved by Cabinet in December 1998, supported by a group of Funding Agencies. At the broadest level the impact of these commitments on the numbers of girls in school has been dramatic. The number of girls enrolled increased from 1.4 million in 1996 to 3 million in 1999, and the female share of total enrolment increased from 46 to 48 per cent.

The SWAp was developed with a recognition of the need to build on the progress under a previous Reform Programme in a number of areas, including pre- and in- service teacher training and book supply, but also to address systemic weaknesses through a more strategic approach to the sector, with clearly defined objectives and targets. As far as gender was concerned, a considerable body of research knowledge and practical experience existed in Uganda, on a wide range of constraints to ensure girls' access and achievement and possible strategies to address these. Work was being done to use some of this to develop a more coherent approach to gender across, and beyond, the sector, including the development of a "*Strategy for Girls Education*" and involvement in the Gender and Primary Schooling in Africa (GAPS) study. However, clear priorities for enhancing gender equality had not been identified, knowledge was not necessarily widely shared, and programmes and projects which were addressing gender issues were doing so in an uncoordinated, and sometimes uncritical, way.

Gender in the SWAp documents and expenditure programmes

In the ESIP definitive documents, there has been identification of *universal access to a full cycle of primary education*, and *increased gender equality of access and participation at all levels*, as strategic priority objectives. ESIP's expenditure programmes include a number of strategies designed to achieve this objective. However, gender equality in learning outcomes is not an explicit part of the quality objective. Not surprisingly, therefore, "equitable quality" is not strongly articulated in the expenditure programme outlines. Gender is also not considered in the two management- related goals

Gender in the initial development of the SWAp

The relatively rapid development of a SWAp to support the UPE policy, which itself provides an example of a mainstreamed approach to gender (in its stipulation that at least two girls be included among the four free children per family) is a very positive achievement. One year into the SWAp enrolments have been further increased, seemingly with a steady closing of the gender gap. Certainly without the lifting of the major cost barrier to poor parents, strategies for addressing other barriers would have had limited meaning and effect.

Uganda has been one of the "pioneer" countries for developing an education SWAp, and particularly with the challenge of UPE it is was perhaps inevitable that there would be some weaknesses at the planning stage, particularly in a "cross cutting" area such as gender which is particularly dependent on effective institutional capacity and structures, which the SWAp aimed to develop. Those with a particular responsibility for gender were not centrally involved in sector- level policy development, conversely the educational planners (and consultants) who were, had no particular gender expertise, training or mandate to ensure mainstreaming of gender across all programmes. As a result, SWAp-specific consultation with primary stakeholders was limited and there was at no point a thorough diagnostic exercise on gender, leaving no clear basis for a constructive focused dialogue with other ministries (or NGOs) on where cross- sectoral collaboration might be most needed. The "girls strategy" continued to develop in parallel with the actual sector strategy, rather than informing it. Existing programmes were not systematically analysed for their actual or potential contribution to greater gender equality.

The SWAp programme framework consequently initially incorporated a wide variety of approaches and degrees of attention to gender, with limited linkages between them, depending on a complex mix of existing policy set out in the White Paper, political pressure to perform better in certain areas, and the influence of donors, some of which focused their energies on preserving ongoing programmes while others supported new decentralised approaches within the SWAp framework. Positive examples of a mainstreamed approach to gender within the ESIP framework, in addition to the capitation grant supporting the UPE policy, include the School Facilities Grant, which prioritises the poorest schools and makes separate-sex latrine provision compulsory. There has also been designation of a "Disadvantaged Groups" programme within ESIP to enable "twin tracking", with the pragmatic recognition that the formal system will not immediately be able to reach all children, particularly disadvantaged girls. Less positively, the existing programme for teacher development (TDMS) seems to have been integrated rather uncritically, without analysing whether its training-focused approach to addressing gender would be sufficient to achieve progress on "equitable quality". Much Uganda- based and other research, as well as the experience of successful innovative projects and strategies, suggests the need for a more holistic focus on the "whole school" and, very importantly, on community participation in school management. Meanwhile a programme which does aim to address community participation in education (IEC) was not accorded a strong priority in development or implementation. It was also not taken on board that moving to a SWAp had implications for the curriculum. An unsustainable and unsuitable 11- subject curriculum has

continued to develop in isolation from ESIP development, threatening not only the gender work already done in the four core subjects, but also quality more broadly.

Furthermore, strategies to improve efficiency in the education sector, which were much supported by some of the key budget-support donors, appear to have been assumed "gender neutral". It has not been measured how male and female teachers are being affected by teacher rationalisation and the introduction of double- shifting, though it is likely that women, usually with less decision- making power, are more vulnerable to being relocated to lower status positions. A policy of preference to qualified teachers, combined with the lack of clear incentives for female teachers in rural areas (e.g. housing) may risk actually reducing the number of female teachers in the poorest and most remote areas, with implications for girls' equal participation and achievement.

Gender mainstreaming during the first year of SWAp implementation

Despite the understandably "messy" beginning, impressive progress has been made in all "areas" of the SWAp over the past year and a half, facilitated by strengthened Ministry leadership. These developments have had very positive effects for gender mainstreaming and measures are already being taken to address some of the initial shortcomings in the approach to gender in ESIP.

A Working Group system, plus a six- monthly system of joint review, has been set up (with recent attention to making SWAp structures "invisible": i.e. integrating the Working Groups with the line management arrangements of the restructured Ministry). This general progress on structures for sector management seems to have facilitated a more strategic approach to gender. Responsibility now rests more clearly with senior management to achieve progress on explicit gender equality targets and six- monthly reviews are beginning to address gender equality at the strategic level, measuring overall sector progress, rather than programme outputs. Co-ordination, coherence and understanding of the implications of a SWAp seems to have been improved. Attention is being paid to the need to integrate the separate "girls' strategy" and to put to good use the findings of the GAPS research study. Staff consulted expressed a stronger commitment to the gender equality in access target. While understanding of, and commitment to addressing more complex gender issues seems less, a number of staff with a commitment to these expressed the perception of increasing opportunities to raise awareness of these at different levels in the system.

Changes in budgeting and funding arrangements seem to be beginning to facilitate better gender mainstreaming. With donors giving more flexible funding through the SWAp, it is possible for budgeting to focus more sharply on priority activities to meet the sector goals, including gender equality. By focusing attention on the whole sector, it has been possible to begin to plan for more equitable access to the post-primary levels, which is likely to prove a strategic move for enhancing overall progress on development and for sustaining UPE. Concern for gender is beginning to be reflected in the budget, now going a step beyond simply ensuring budgeting for girl- focused initiatives. The Poverty Monitoring Unit of the Ministry of Finance, Planning and Economic Development (MoFPED) is, from this year, screening all sector budgets for gender (and also poverty and other criteria that have gender implications), using information drawn from the Uganda Participatory Poverty Assessment Process (UPPAP) to attempt to drive a mainstreaming approach to gender, and to ensure that the priorities of poor women and men are addressed, though all sectors. In addition, it is supporting the Education Ministry to broaden its "IEC" programme to include not only "sensitisation" of poor communities to the benefits of girls' education, but also ensuring that communities can access the necessary information to ensure that their entitlements are realised.

The move towards decentralisation within ESIP is gradually encouraging the same gender mainstreaming process at district and school level. The School Facilities Grant seems to be enhancing equitable access and community participation in school management. Building on the lessons of the

SFG, there is to be piloting of a "Strategic Budgeting Initiative" to decentralise responsibility for decision- making to achieve sector objectives at district, school and community level. This has the potential to enable the development of appropriate strategies to overcome local barriers to gender equality in education. Districts seem to be responding very positively to initiatives which give them their rightful implementation role, but with strengthened accountability and equity mechanisms, with positive implications for gender mainstreaming at the point of educational impact.

There has been considerable attention to strengthening data collection and information management. As work on improving the monitoring of learning outcomes gets underway, the need to set targets for, and to monitor progress on, learning outcomes by gender, overlooked in the original ESIP document, has been recognised. The National Assessment of Progress in Education (NAPE) is a sample-based systematic measure of children's learning achievement in four subjects, which is being carried out every two years. The innovative inclusion of background data on the children surveyed enables data on girls' learning outcomes to be analysed against potential socio-cultural causes. As an inseparable part of the move towards decentralised strategic budgeting, attention is also being given to ensuring that the Education Management Information System (EMIS) allows for participatory monitoring, with schools and communities involved in collecting qualitative and qualitative data useful for their own planning and accountability purposes. This should oblige them to look closely at the reasons for any gender disparities in access or achievement, and to work to find local solutions.

General progress on donor co-ordination within the SWAp framework has helped to set a context for improved gender mainstreaming. Funding Agencies, co-ordinating their support within a clear ESIP-specific Code of Conduct, have helped to ensure that gender is seen as a policy issue for top management. They have used their influence to ensure that UPPAP findings were shared in the review process to provide a basis for policy discussion, and have offered gender expertise to assist in the development of the pilot approaches within the SWAp. A number of projects have helped to develop knowledge of successful strategies in increasing girls' access in the Ugandan context, and there seems to be an increasing understanding of the need to mainstream good practice rather than to sustain numerous separate initiatives. Some have taken the initiative to ensure that the education NGOs they fund also support ESIP goals. A number of donors are also supporting actions outside of the sector which are impacting positively upon ESIP. Agencies are beginning to overcome capacity problems with the sharing of expertise, including gender expertise, in order to undergo thorough sector review.

There are, of course, many challenges ahead. The positive changes in management still require further clarification and to be backed by clear incentives for carrying out defined roles. Women are still not participating equally with men either in teaching or school management, or at other levels of policy- making, management, monitoring and implementation; probably with negative implications for gender mainstreaming and for the retention and achievement of girls. Meanwhile, there has as yet been limited training in gender analysis for those in key positions of responsibility to ensure gender mainstreaming.

On the financing side, prioritisation in a resource- constrained system, along with improving transparency, present an ongoing challenge. There is still a tendency for "holding on" at the centre, and challenges remain in increasing the accountably of the autonomous institutions to work to agreed goals of the sector.

Structures for liaison with NGOs, other sectors and the autonomous institutions are as yet insufficient for ensuring that activities in one area do not undermine those in another and that maximum co-ordinated effort is made to achieve shared goals. Opportunities are still being missed for giving co-ordinated cross- sectoral attention to barriers to girls education and for learning lessons from relevant NGOs working to increase gender equity in education; and also to ensure that all players are aware of ESIP goals and support the sector in the most strategic way.

While donors seem to have a broad shared vision, they are not yet articulating a clear common commitment to gender equality in the way that they do to UPE. This seems to be linked to a misconception in some quarters that "gender is a Western agenda" and a perception that too much "pushing" on gender will compromise Ministry ownership. This seems to be proving frustrating to those many Ugandans, at different levels in the system, who recognise the inseparable gender dimension of sustainable development and are attempting to respond to the strong momentum coming from the grassroots of Uganda society.

Funding Agency support to gender mainstreaming in the SWAp has depended on the knowledge of, and commitment to, their own gender and education polices. FAs are challenged to devise participatory ways of developing their own policy and strategy on education and gender, and communicating it within their own organisations. A "policy maker-implementer gap" appears to still be common. Furthermore, donors need to consider what are effective structures for supporting gender mainstreaming in the complex environment of sector development, and for cross- cutting within their own institutions, particularly into institutional development.

Key lessons from Uganda for Governments and All Stakeholders in SWAps:

1. *Undergo a diagnostic exercise on gender at the SWAp planning stage – capable of guiding a comprehensive approach to tackling gender issues in policy development, planning, implementation and institutional change.*

2. *Ensure that the gender dimensions of quality and management objectives, as well as access, are explicit.*

3. *Avoid over- complex packages of centrally- planned programmes to address each and every constraint on girls. Instead focus on developing clear objectives and targets, combined with clear incentives, targeting, accountability and knowledge- sharing mechanisms; which allow for continuing decentralisation of decision- making on gender strategies to the point of educational impact.*

4. *Develop clear structures and capacity for managing gender at all levels, with responsibility for overall progress on gender resting at a senior, strategic level.*

5. *Develop data and information systems that focus on gender- disaggregated data that is both qualitative and quantitative and allows for measurement of progress on "equitable quality" as well as "equitable access". Data collection should focus on information that is actually useful for planning at different levels to make progress on gender -equitable improvements in education and for communities for taking action to ensure delivery and accountability.*

Lessons for Funding Agencies

1. *Work on the assumption that gender equality is an inseparable part of the sustainable development agenda, which already has the support of many key players in education in the partner country. Ensure that support to "champions of reform" extends to these "gender champions".*

2. *Fully engage in the SWAp process, supporting gender mainstreaming in all elements of sector management and monitoring and in the piloting of new, decentralised ways of working within the SWAp framework.*

3. *Engage in joint processes of monitoring and evaluation of outcomes with all other key stakeholders – promote and share a culture of looking for gender disaggregation in the treatment of all information systems.*

4. *Identify and support the national gender focal points which are best able to influence a mainstreaming process*

5. *Encourage greater attention to gender in support given to institutional development and Public Service Reform*

6. *Support NGOs with a strong background in gender analysis to assess their roles in SWAps and to engage effectively*

7. *Improve strategies for internal participatory development and communication of policy on gender and education, bridging the gap between "policy makers" and "implementers"*

8. *Reassess personnel needs and internal structures for "cross-cutting" gender and ensure that key staff have the capacity and knowledge to support a gender mainstreaming process in the complex environment of the SWAp*

1 : INTRODUCTION

1. Study Rationale and Definitions

This Uganda study is one of three case studies commissioned by the Development Assistance Committee (DAC) of the OECD, examining the *Mainstreaming of Gender through Sector Wide Approaches in Education*. The other two focus on Ghana and India. The three will be synthesised, with the aim of enabling improved practice within education SWAps. The studies in education are part of a broader study that looks also at gender mainstreaming in the health and agriculture sectors. The education synthesis will in turn feed generic lessons into a cross -sectoral summary report.

The Uganda SWAp, the **Education Strategic Investment Programme** (**ESIP**) is at an early stage, so it is not yet possible to assess its overall effectiveness. However, in examining the gender mainstreaming process to date it was believed that there would be found many positive lesson to share. We thank the Uganda Ministry of Education and Sports for responding enthusiastically to this opportunity.

Poverty, Gender and Education

It has become widely understood that there are strong gender dimensions to poverty. While gender roles vary according to context, unequal power relations which work against women remain the norm. This is reflected in unequal sexual, legal and inheritance rights, and a strong concentration of women in domestic and subsistence roles, with their under-representation in paid employment and political decision- making at all levels.

Unequal access to educational opportunities is one aspect of female disadvantage. Girls often face barriers of a heavier workload in the home, threats to their safety, and subtle differential attitudes and expectations within home and community that are reflected in a society's institutions, including its schools. Where poverty forces households and communities to make hard choices over the distribution of resources, girls' disadvantage is greatly exacerbated.

It has also become widely accepted that the converse is true. A good education is a key means by which individuals and communities can escape from poverty and disadvantage. The equal education of girls is a powerful way of reversing poverty and inequality and securing sustainable development and long term attitudinal change.

Gender Mainstreaming

Earlier development efforts often took a *"WID" (Women in Development) approach*, targeting women as a separate group, to meet some of their distinct basic needs. This approach is now recognised to have been sometimes counter- productive, resulting in girls and women being marginalised from the mainstream of development. The shift is now towards a more strategic *GAD (Gender and Development) approach* which analyses the power relationships between males and females and seeks to equalise these, through *mainstreaming gender* in all policies and practices to examine how they impact upon, and meet the identified needs of, both males and females. In education, such an analysis will assist in mainstreaming policies to ensure that girls achieve *equitable access* (and retention in school): crucially the reduction of costs to poor parents; but also flexible time-tabling, a gender balance in teacher selection and deployment and well- located school buildings with latrines. However, in a GAD approach the concern also is with *equitable quality;* that girls access an education which enables them to learn, achieve, and subsequently earn a living and

participate in society, on an equal basis with boys and men; and, furthermore, that traditionally gendered "ways of knowing" are given a more equal status and value. This means that the curriculum, teaching methods, materials and assessment processes; but above all the ethos and culture of the school, need to be considered. While "equitable access" often demands the higher volume of finance, "equitable quality" presents perhaps the more difficult challenge to schools and education systems, to become catalysts of female empowerment and long term change in societal values.

The DAC (1999) have developed a useful, comprehensive definition of gender mainstreaming, which is being used to guide the study[1].

DAC DEFINITION OF GENDER MAINSTREAMING

(Taken from OECD DAC (1999) Guidelines for Gender Equality and Women's Empowerment in Development Co-operation, pp. 12-13)

1. *"The integration of gender equality concerns into the analysis and formulation of all policies, programmes and projects*
2. *Initiatives to enable women as well as men to formulate and express their views and participate in decision-making across all development issues*

A mainstreaming strategy does not preclude initiatives specifically directed towards women. Similarly, initiatives targeted directly to men are necessary and complementary as long as they promote gender equality."

Acknowledgement of the importance to development of equal education for girls and boys is reflected in the two International Development Goals, *Universal Primary Education by 2015* and *Gender Equality in Primary and Secondary Education by 2005*. Because of its potential to catalyse change, progress on the latter target is also being used as a proxy indicator for women's empowerment more broadly. Momentum for greater attention to securing equality in access to education, and the empowerment of women through, and in, education, has come from the Rights of the Child Convention (1989), the Jomtien Declaration on Education For All (1990) and the Beijing Declaration (1995). In the run up to the "EFA +10" Conference in Dakar this year, the international community has been concerned to assess its progress on achieving gender equality in education.

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[1] Annex 1 gives a more detailed version

Sector Wide Approaches (SWAps)

Concurrent with an increasing understanding of, and commitment to, gender equality in education as an inseparable part of sustainable development and poverty reduction, major Funding Agencies have been concerned with making their assistance more effective. Developing Country reliance on external funding has often led to considerable confusion, with donors bringing with them their own education and aid agenda, to be implemented through disparate inputs and procedures. It is increasingly being recognised that one lead organisation, namely the Ministry of Education in the country concerned, is required to ensure that these views and inputs come together in a coherent package that is an Education System. Hence the shift from the framework of the 'project' to the concept of the "sector-wide approach" (SWAp), in which flexible multi-donor support is given to a programme guided by a common vision . The "working definition" of a SWAp used to guide this study was selected as being suitably straightforward, and taken from the DFID policy document *Learning Opportunities For All* (1999).

A WORKING DEFINITION OF A SECTOR WIDE APPROACH (SWAp)

Governments define a macro-economic framework within which Medium Term Expenditure Frameworks determine the resources available for individual sectors

Governments lead a consultative process with stakeholders and investors, including development agencies to define:
- *an overall sector policy framework*
- *priorities, objectives and performance measures*
- *expenditure programmes*
- *institutional reform and capacity building*
- *jointly agreed management, reporting and accounting arrangements*

Major donors jointly support the process and the practice of the sector programme, preferably using common procedures

Technical assistance is commissioned by governments rather than donor agencies

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Recent literature on gender and SWAps (e.g. Evers and Elson 1998) argues that it is within such a coherent system that effective gender mainstreaming to reach desired equality goals is possible. The international acceptance of the linkages between gender, poverty and education; and commitment to achieving the development targets through more effective assistance make this a timely study.

2. The Study Objectives

The aim is to examine the extent to which the Uganda SWAp (ESIP) is realising its potential to mainstream gender, in order to progress towards achieving the goal of gender equality in education:

- Identification of gender -disaggregated needs and priorities during SWAp formulation and ongoing review
- Identification and addressing of gender- specific barriers to access (*Equitable Access*)
- Measures taken to promote non- discriminatory cultures and enhance learning opportunities on an equitable basis (*Equitable Quality*)
- The use of gender- disaggregated monitoring and review mechanisms

Thus, the study is structured to cover an analysis of:

1. **The way in which gender- related goals and objectives have been identified in the SWAp documents**

2. **The approaches used to address gender mainstreaming at different levels as a part of the processes by which the SWAp has developed, and continues to take shape:**
- Consultation, sector analysis and objective setting
- Budgeting and expenditure programmes
- Capacity building and management structures
- Ongoing policy dialogue, monitoring and review
- Data collection, research and information
- Funding Agencies' support to the sector

1. **The evidence to date of the effectiveness, or potential effectiveness, of:**
- The programmes being implemented through the SWAp, in achieving greater gender equality in education
- The approaches being taken to mainstream gender in education at all levels through the SWAp structures and processes

1. **The key lessons from Uganda**

3. Methodology for the case study

The research has included:

⇒ Review of relevant **literature[2]**, including
- Background information on the Ugandan political and socio-economic context in which the SWAp developed
- Relevant research on gender and education in Uganda
- Documents specifically defining the ESIP or pertaining to it
- The documents of participating funding agencies and NGOs

⇒ Semi-structured and unstructured interviewing of **key informants[3]** from:

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[2] Listed in Bibliography

- Ministry of Education and Sports (MoES)
- Mukono District Education Office
- Three Mukono schools
- Ministry of Finance, Planning and Economic Development (MoFPED)
- Funding Agencies
- Civil Society Organisations and NGOs

⇒ **E-mail contacts[4]** (for supplementary information)
- Ministry of Education and Sports
- Ministry of Finance, Planning and Economic Development
- Funding Agencies
- Civil Society Organisations and NGOs
- ESIP Consultants

It is recognised that, due to the short time scale, observations on the SWAp process is only informed to a limited extent by the perspectives of stakeholders at the local and community levels. We have been dependent on research studies which have already been carried out to try to determine many of the more important questions pertaining to the effectiveness of approaches which have been used to mainstream gender into ESIP.

The study team would like to thank all of those who willingly participated in interviews, provided documents or assisted with logistics.

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[3] Listed in Annex 2
[4] Listed in Annex 2

2: Key Observations on the SWAP Context

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POVERTY, GENDER AND EDUCATION IN UGANDA[5]

- *69% of the population of Uganda earn less then 1$ per day. Poverty varies between regions, is concentrated in the rural areas and exacerbated by continuing insecurity.*

- *Significant gender inequalities exist in Uganda: literacy rates, for example, are 74% for men but only 50% for women. Women account for 20% of the total number of formal sector employees, but only 5.8 % managers and administrators in government.*

- *A key barrier to access in the past was the cost of schooling. With the lifting of school fees in 1997, enrolments in Ugandan schools have doubled. However, girls enrollments still lag behind and there is still the perception of a lost opportunity cost in educating girls.*

- *Other key barriers which disproportionately affect girls include early marriage and pregnancy, and a higher workload in the home.*

- *Issues of poor educational quality also exacerbate the gender gap. Very high pupil- teacher ratios increase the likelihood that girls will not receive their share of teacher time and attention. The lack of woman teachers in rural areas means that girls are provided with few positive role models to encourage them to succeed. Girls appear to be underachieving in science and mathematics.*

- *Increasingly, research studies are finding that "defilement" (sexual harassment and abuse) is a significant deterrents to girls' educational attendance and achievement in the upper grades of primary school and beyond. Girls also suffer more where there is generally an un-supportive ethos, such as heavy use of corporal punishment.*

- *HIV/AIDS is endemic in Uganda, and has a gender- differentiated impact, with girls particularly likely to be withdrawn from school to care for sick relatives or orphaned siblings or relatives.*

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The **1995 Constitution** of Uganda states the **right of <u>all</u> to basic education**. International rights conventions signed include the **Education For All declaration** (1990) and **Convention on the Rights of the Child** (1989). Since 1986, Uganda has emerged from a state of post-war crisis. The economy has grown quite strongly during a period of far- reaching reform and improved security. However, Uganda remains highly aid dependent. It has been the first country to benefit through deeper debt relief through the Highly Indebted Poor Countries initiative, with donor funds channelled to the social sectors through a Poverty Action Fund. The **Poverty Eradication Action Plan (PEAP 1997)** has a strong national vision for poverty eradication through development partnerships. It is aimed to reduce the percentage of the population living in absolute poverty down from 67% to less than 10% by 2017. There is a specific aim to increase government expenditure on education to 20% recurrent budget and to achieve Universal Primary Education (UPE) by 2003, one of five priority goals. Moving to a SWAp was possible in this context of broader reform and commitment to poverty reduction through education.

In December 1996 the government announced the **UPE (Universal Primary Education) initiative**: *free education for up to four children per family plus all orphans*. It is stipulated that at least two of

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[5] See Annex 3 for a more comprehensive summary of the pertinent research

the four should be girls, if a family has girls of that age. The policy was implemented from January 1997. In that year, enrollments doubled to reach 5.3 million, a net enrollment rate of 91%, 47% girls. The 1999 Headcount shows a further increase of enrollments to over 6 million, with 48% girls, perhaps indicative of a steadily closing gender gap.

The sector programme was developed as a direct response to the dramatic effects of the UPE policy. Prior to the SWAp, the **Uganda National Primary Education Reform Programme** was addressing quality issues through a series of linked, donor- funded, projects. A number of important gains had been made, particularly in the area of teacher training and book supply. However, the sector experienced many of the typical problems of a high dependence on projects, including weak structures for policy development and inter-departmental collaboration within the Ministry, a lack of a sense of working towards common strategic goals, the burden of diverse donor agendas and procedures and insufficient accountability of the autonomous institutions. School construction and curriculum development had a particularly bad track record. The UPE policy necessitated rapid action on strengthening sector management, financing and accountability to maintain the higher enrollments and protect and enhance educational quality. ESIP was approved by Cabinet in December 1998.

In Education[6], six donors are currently supporting the education sector primarily through **budgetary support**. The **World Bank**, which supported the reform programme since 1992, has provided significant programme support to the UPE initiative and was involved in the early dialogue with government and the agreement to move towards a sector wide approach. **DFID** acted as a "secretariat" to the donors, and funded technical assistance, in the earlier stages of ESIP development, and now gives substantial budget support which is not earmarked. The **Netherlands** gives support earmarked for school construction and teacher education. The **EU** have a substantial programme of support over the ESIP period though its National Indicative Programme. Budget support is earmarked for construction, teacher education and capacity building. **USAID** were involved in supporting the reform programme, and will continue to earmark their funding while earlier programmes are fully integrated into the ESIP. **Irish Aid** give budget support in addition to projectised support to district development.

UNICEF, GTZ, JICA, CIDA and **DANIDA** are the main donors continuing to give **project aid** to the sector. The **Forum for African Women Educationalists** (**FAWE)** has a specific role as an umbrella organisation for NGOs working in the area of girls' education.

Outside of the sector, **a number of broader changes have set a facilitative context for the move towards a sector wide approach**. Within a one party system, there are established institutional structures for the **participation of civil society** in local decision making and feedback into national policy, with governance committee structures down to village level, though with some criticism that participation depends of party allegiances. There have been genuine attempts to enhance women's participation, with a stipulation that there should be **at least 30% women on committees at every level**. There are also **strong women's organisations** pushing for change at the grassroots.

Decentralisation is taking place, though most funding is still in the form of tightly regulated conditional grants and there does not seem to have been a deliberate analysis of the possible gender-differentiated winners and losers of the decentralisation processes.

The **Uganda Public Service Reform Programme** (**PSRP 1997-2002**) is also underway, with restructuring and "right-sizing", combined with pay reform. The public service has now fewer than half the staff, but staff are but better paid. Teachers' salaries are higher in real terms and around 20,000 "ghosts" have been deleted from the payroll. Alongside restructuring has come attention to

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[6] A summary of donor polices on gender and education is given in Annex 4.

better career structure, motivation, and training for public servants, including the trialling of Results Oriented Management. However, there seems to have been little attention to gender in this programme and women remain under-represented at all levels (34% of teachers are female), and concentrated in lower status positions.

The **Ministry of Gender, Labour and Social Development (MoGLSD)** has responsibility for mainstreaming gender across sectors, working through gender desks which exist in each sector ministry. It has recently devised a National Plan of Action on Women 1999-2004, as a follow up to Beijing, with girls' education being one of four priorities. However, this ministry appears under-funded and more focused on advocacy than on policy analysis. It does not seem to have played a significant role in development of the education SWAp.

Since 1998, the **Uganda Participatory Poverty Assessment Process (UPPAP)** has been led by the Poverty Monitoring Unit in the **Ministry of Finance, Planning and Economic Development (MoFPED).** It is providing a wealth of qualitative information on how people define their "poverty", and on what are their priorities for action and perceptions of government efforts. It already seems to be increasing the voice of the poor in both national policy and district planning processes, including resource allocation. Education has significant coverage and some care has been taken to ensure the inclusion of the views of both women and men, though it has been suggested that the methodology has been insufficiently gender- sensitive and that some more sensitive issues may not be coming up.

KEY UPPAP FINDINGS

- *Communities have a sophisticated understanding of education, and associate poverty with poor quality education*

- *UPE is much appreciated and has considerably reduced the financial burden on poor parents. Districts where girls enrolments were formerly much lower than boys have seen an equalisation of access. However, there are misunderstandings about what is free under UPE and what remains a parental responsibility. Children are still being sent home by schools for not wearing uniforms and for failing to pay extra charges, with demands for contributions for teachers' salaries causing particular resentment.*

- *More flexibility to decide on local priorities in education is seen as vital.*

- *Secondary school remains outside the reach of most poor children, especially girls*

- *"Ill treatment" of women came up strongly as a general characteristic of poverty*

- *Poor people are concerned about corruption and lack of accountably.*

- *There is disillusionment with the quality and relevance of the services provided, and the large class sizes since UPE are felt to be a major problem. Criteria used to judge quality include pupils academic performance, effective teachers who attend regularly, provision material and furniture, effective administration of funds and good classrooms with clean water and latrines.*

SUMMARY: THE SWAp CONTEXT

- **The Uganda SWAp (ESIP) developed in the context of serious challenges of widespread poverty, exacerbated by gender imbalance; but also of a strong commitment to addressing these, expressed in national policy.**

- **This commitment to addressing poverty through education is expressed in the UPE policy, which recognises the importance of gender equality and was the main catalyst for the SWAp.**

- **The SWAp was developed with a recognition of the need to build on the progress under the Reform Programme, while addressing systemic weaknesses.**

- **The SWAp developed in a conducive broader context of economic and institutional reform.**

3: The Articulation of Gender in SWAP Objectives and Programmes

This chapter introduces the objectives and strategies of the Uganda Education Strategic Investment Programme (ESIP).

1. The Priority of Objectives of ESIP

The Uganda Education Strategic Investment Programme is set out in **The Education Strategic Investment Plan 1998-2003**. Its partner document is the **ESIP Workplan**, which sets out (but with recognition of the need for flexibility) the sequence of key activities to be carried out during the plan period in order to achieve the desired outcomes.

In the ESIP glossary, a*ccess* is defined as "*the democratisation of education requiring the freedom to enter school regardless of ….gender*", a definition taken from the 1992 Education White Paper. The definition of *disadvantaged* includes recognition that being female tends to lead to disadvantage in the Ugandan context.

ESIP has four broad strategic priority objectives, which are outlined below:

GENDER IN THE STRATEGIC PRIORITY OBJECTIVES OF ESIP:

1. Permanent gains in equitable access at all levels.

Targets include:
- *UPE by 2003, including full enrolment of females and those disadvantaged by geographical location*
- *Significant increases in all sub-sectors in the participation of females, disadvantaged groups and children with special needs*
- *Transfer of 65% into post primary sectors and skill development opportunities for others* (no gender disaggregation)

2. To improve considerably the quality of education, particularly at the primary level

Targets relate to:
- **Text books**
- **Teacher training reforms and training of all teachers**
- **Improved inspection**
(Gender not specifically mentioned)

3. Enhanced management of education service delivery at all levels, particularly the District

Targets relate to:
- **Improved school management**
- **Decentralisation of financial and managerial responsibility**
- **Capacity development**
- **Increased cost effectiveness of the autonomous agencies**
(Gender not specifically mentioned)

4. *To develop the capacity of the MoES to plan, programme and manage an investment portfolio that will effectively and efficiently develop the education sector*

Targets include:

- **Establishment of a system for the broad management and monitoring of ESIP**
- **Capacity development**
- **Improved partnerships with Funding Agencies**

(Gender not specifically mentioned)

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2. Specific Strategies to Achieve the Gender Objectives

The Major Programmes of ESIP

The table below outlines the major programmes of ESIP, showing the indicative costs for development expenditure over the plan period.

Programme	Indicative cost $	Percentages	
Primary Education:	**466**		**66%**
Equitable Access	316	68%	
School construction	180		
Out of school/ disadvantaged groups programme	40		
Transition to UPE budget support	96		
Quality	150	32%	
Sustainable curriculum and text books	75		
Teacher development	65		
Information, Education Communication (IEC) programme	10		
Secondary Education	**100**		**14%**
Technical and Vocation Education (TVET)	**67**		**9%**
Higher Education	**66**		**9%**
Sector Planning and Management	**11**		**2%**
TOTAL	**710**		

It can be seen that there is a strong focus on primary education, but with some funding for achieving the access and quality objectives at all levels, and some specifically for achieving the two management objectives.

Coverage of Gender in ESIP Programmes

The tables overleaf give a summary of how each programme fits within the overall framework and whether, and how, gender is addressed within each one.

1. Primary Education
a) Access

PRE- ESIP APPROACH	CONCEPTUALISATION OF PROGRAMME WITHIN ESIP	HOW GENDER ISSUES ARE ADDRESSED
Programme 1A: School Buildings and Facilities		
Main programme characterised by serious delays, loss of funds, diversion of materials and lack of community involvement. Smaller programmes using a variety of approaches and procurement mechanisms	A School Facilities Grant (SFG) was devised to address a strong political priority with a poor track record. Piloted in 1998-9 as the first "development" activity to be decentralised to districts as a part of ESIP development. Pilot phase supported by DFID.	The grant is fully-funded, including funds for compulsory separate- sex latrines. A ranking system has been introduced, whereby the poorest schools are prioritised for receipt of the grant, but in which a degree of weighting is given to "reward" schools with 48% or more girls enrolled.
Programme 1B: Disadvantaged Groups		
Main UNICEF- and NGO- supported NFE programmes included *COPE (Complimentary Opportunities for Primary Education)*, *ABEK (Alternative Basic Education for Karamoja)*, and *ACCESS*	Programme devised to integrate some of the ongoing programmes into the ESIP framework and budget. Sustainability is made possible through GoU funding of facilitators' salaries and co-ordination of formal and complimentary school supervision at district level, but without the creation of a permanent alternative system. Children in complimentary education programmes under this "umbrella" are included within UPE data.	The ESIP document sees this programme as one means of enhancing access for girls through "twin tracking". Girls' access is addressed through female instructors from the local community and flexible school time-tabling. A more relevant curriculum is also important, for example in ABEK there is attention to the unique culture of Karamoja.
Programme 1C Transition to UPE Recurrent Budget Support		
Since 1997, UPE capitation grant (a fixed amount per child enrolled under the UPE policy, which is channelled to schools), with support from donors	Funding to develop an efficient system which maximises the use of teaching staff and frees up funding for non-salary costs over the medium term, including: • UPE capitation grant to cover the costs of the current "UPE bulge" • The standardisation, at minimum affordable level, of pupil-teacher ratios, implying teacher rationalisation and redeployment from urban to rural areas • Double shifting in P1 and P2, and multi-grade teaching in the island districts • Enforcement of regulations on entry at age six, automatic grade promotion	Programme documents suggest a gender- neutral approach to these "efficiency" initiatives.

b) Quality

PRE- ESIP APPROACH	CONCEPTUALISATION OF PROGRAMME WITHIN ESIP	HOW GENDER ISSUES ARE ADDRESSED
Programme 1D: Curriculum and Teaching/ Learning Materials		
Curriculum revision underway since 1992, as part of the Primary Education Reform. Included the development of a four- subject primary curriculum and the somewhat clandestine development of an additional seven subjects. Text book procurement cycle (which allows for school choice) was set up as a USAID- funded project as a part of the Primary Education Reform.	Focus on better accountability of the NCDC, agreeing sustainable text book levels, the integration of the function of a separate Instructional Materials Unit into the MoES, and plans for phased decentralisation of procurement to district level.	Gender equality in the curriculum is not mentioned in the outline of the ESIP programme. For text books, the need to protect the established vetting system, whereby books are screened according to various quality and equity criteria, including those that are gender-related, is noted.
Programme 1E: Primary Teacher Development		
Teacher Development and Management System (TDMS), supported through a USAID project, has been running since 1993, and has now reached national coverage. TDMS has included the setting up of school based Teacher Tutor Centres which provide a structure of support to school "clusters". Teachers are viewed as being central to the delivery of quality education, so teacher training is the key focus.	ESIP focuses on the rationalisation and integration of TDMS. Measures are being taken to ensure the incorporation of teacher tutors as part of district structures and to integrate some of the central project team's functions into the mainstream of the MoES.	ESIP plans for teacher development appear gender neutral.
Programme 1F: Information, Education , Communication (IEC)		
Previous NGO and district based sensitisation initiatives	The programme aims to drive a joint partnership of government with civil society and NGOs to support better communication of the UPE policy, using local government and other channels to reach parents and communities directly. Initiatives to retain girls and disadvantaged children in school through health and life-skills education, and guidance and counselling programmes, are also included.	Programme was incorporated into ESIP with the recognition that there is a need to "*reduce the exclusion of girls and other disadvantaged groups*".

2. Post- Primary Programmes

PRE- ESIP APPROACH	CONCEPTUALISATION OF PROGRAMME WITHIN ESIP	HOW GENDER ISSUES ARE ADDRESSED
Post -Primary Programmes 2, 3 and 4: Secondary, TVET and Tertiary Education		
Very little development funding for these sub-sectors. A secondary project (INSSTEP) set up a system of resource centres to support teacher training and quality improvements	A slight increase in development funding towards the end of the ESIP period to the post primary sectors, is intended to allow for expansion and improvement to absorb the anticipated increase in primary school leavers. Hence these sub-sectors are still at the strategic planning stage.	INSSTEP initially focused on improving quality, but there was a shift in the second half of project to ensuring all existing women teachers were prioritised for training, and gender action plans were developed and implemented in schools. Some of its initiatives to enhance quality while improving gender equality are to be maintained and incorporated into the strategy for the secondary sub- sector. In TVET the need to develop strategies for encouraging girls to take science and technical subjects in order to increase the participation of girls from the current very low 6 % is acknowledged. In **Tertiary Education**, there is already a "1.5 point bonus" for women entering university has helped to increase access, but serious problems are faced by women students, in terms of both conditions on campus and academic expectations and support. A target is set to increase female enrolment from 30% to 45% by 2003.

**SUMMARY: THE ARTICULATION OF GENDER CONCERNS
IN ESIP's OBJECTIVES AND PROGRAMMES**

- **There has been identification of universal access to a full cycle of primary education, and increased gender equality of access and participation at all levels, as strategic priority objectives**

- **ESIP's expenditure programmes include a number of strategies designed to address gender inequality, particularly in access**

However:

- **Gender equality in learning outcomes is not an explicit part of the quality objective**

- **"Equitable quality" is not strongly articulated in the expenditure outlines**

- **Gender is not considered in the two management- related goals**

4: Tools, Concept and Approaches used to Mainstream Gender in ESIP

This chapter draws on the information gathered through the interviews and documents, to attempt to tell the "story" of gender mainstreaming in the Uganda Education SWAp to date. The first section explores how ESIP's gender- related objectives and strategies, outlined in the previous chapter, were initially developed and agreed (or otherwise). The second, using our framework for describing a SWAp, examines how the different "elements" of ESIP have progressed, noting the positive effect on gender mainstreaming.

1. The Initial Setting of Sector Objectives, Policy and Strategy

Prior to the ESIP:

Chapter Two outlined the broad context in which the SWAp developed, noting the previous project approach and capacity challenges facing the Ministry. Listed here are a few key points summarising how, in that context, gender was being addressed, which are relevant to our understanding the effects of moving towards a SWAp:

- The *1997 UPE policy provided an example of a mainstreamed approach to gender* (in its stipulation that at least two girls be included among the four free children per family) and evidence of the strong commitment of the government to universal access.

- *Projects were addressing gender issues , but in an uncoordinated, and sometimes uncritical, way*. For example:
  * In the Teacher Development and Management System (TDMS), gender equality seems to have been the focus of specific activities rather than incorporated as an inseparable part of good teaching and school management. An "equity in the classroom" course tended to attract mainly women, who may not have the power to make changes more broadly in their schools. Support to Senior Women Teachers, expected to play a particular role in counselling and supporting girl students, was not backed by support for more women to reach real positions of status and authority. Overall, a very high level of faith seems to have been placed in the ability, and willingness, of teachers to make profound changes, if properly trained and supported, regardless of broader social and economic realities. Meanwhile, the focus on communities was initially limited to fund-raising. Though this has now been extended to include "advocacy" on girls' education; the tendency to blame poor communities for problems of girls' access and achievement seems somewhat stronger than the willingness to examine the role of discrimination within the school, and school accountably for delivery of "equitable quality".
  * Under the Reform Programme, a system had been set up by which books were being vetted for gender, but this seems to have not been overseen at a high enough level. Many obviously stereotyped books remain on the approved list.
  * Support was given to develop a gender -sensitive curriculum, but this appeared to be one of a number of competing projects supported by donors to "integrate" or "add on" various issues, rather than through a coherent approach to devising a balanced curriculum.
  * The main construction programme did not include latrines.
  * A large number of smaller donor and NGO projects supported latrine building, non- formal education prioritising girls, scholarships for girls and "community sensitisation". The best of these were very successful at the micro-level, and a few worked in close co-ordination with

government with a view to lesson- learning and long term sustainability. Many, however, were working very much in isolation, even from other NGOs, and hence had limited impact.

- *A considerable body of research knowledge and practical experience existed in Uganda on the need to address a wide range of constraints to ensure girls' access and achievement[7].*

- *Work was being done to use some of this to develop a more coherent approach to gender across, and beyond, the sector.* A "Strategy for Girls Education" was being developed with the involvement of some MoES staff, supported by the Ministry of Gender, Labour and Social Development, UNICEF, FAWE and number of NGOs. It gave ideas for addressing the many constraints which girls face (18 are identified). However it seems more of an advocacy rather than a strategic document. The many constraints listed were not analysed in terms of their relative significance and strategies proposed are not prioritised, costed, analysed in terms of evidence of their success.

- The MoES had also agreed to be part of the *Gender and Primary Schooling in Africa* (GAPS) study, co-ordinated by FAWE in a number of African countries, with support from the World Bank. This research was also concerned with looking at constraints on girls education and in and identifying policy options.

Initial ESIP Development:

As was described in Chapter Two, the move towards an education SWAp in Uganda arose largely as a response to the announcement of the UPE policy. This necessitated rapid action, so a group of donors supported a fairly high level of expatriate technical assistance with the relevant sector and financing expertise to set the process in motion with a few "quick wins". This expertise was mainly focused within the narrow confines of the Educational Planning Department, a unit perhaps more used to dealing with donor projects than with other sections of the Ministry, or with wider government and civil society. Although task forces were developed which had broad representation, it would seem fair to suggest that understanding of what the SWAp was all about was not fully developed throughout the Ministry, or beyond it to other Ministries, the districts and the autonomous institutions. It was also, perhaps, not fully developed within all Funding Agencies, a number of which seemed initially to engage in the SWAp only to the extent necessary to ensure the integration of their ongoing projects.

In particular, it might be noted that:

- *those with a particular responsibility for gender, or with technical expertise in gender- related strategies were not centrally involved in sector- level policy development*, but tended to give input only on the development of the more targeted programmes (e.g. IEC, disadvantaged groups).

- conversely, *the educational planners (and consultants) who were centrally involved in the SWAp had no particular gender expertise, training in gender analysis or mandate to ensure mainstreaming of gender across all programmes.*

- because of the gender bias in government institutions, *women were under-represented in the process*.

These combined factors seem to have had a number of implications for gender mainstreaming:

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[7] Pertinent research summarised in Annex 3.

- Because of the need to act quickly, *SWAp- specific consultation with primary stakeholders was limited*. Earlier documents, based on consultations done for the 1992 White Paper, were drawn upon, but the time lapse led to the perception that the ESIP had somehow been put together from nothing. *It is unclear the extent to which ESIP priority activities tally with those of poor female users of the service.*

- *There was at no point a thorough diagnostic exercise on gender*. With the lack of specialist strategic input, it seems to be have been assumed that "gender neutral" actions, in a climate of improved efficiency, would be sufficient to achieve UPE, without needing to take specific action to address girls' disadvantage.

- Because there was no detailed gender analysis, there is *no clear basis for a constructive focused dialogue with other ministries (or NGOs) on where cross- sectoral collaboration might be most needed* (e.g. in health, adult literacy etc.)

- *There was also no systematic analysis of existing programmes for their contribution to greater gender equality* Programmes seemed instead to be included according to a complex mix of pre-existing policy statements, political pressure, consultants' international experience and donor involvement. *The SWAp incorporates a wide variety of approaches and degrees of attention to gender, with one strategy not necessary linking to another, and leaving a few gaps*:
  * TDMS seems to have been integrated into the SWAp rather uncritically, without analysing how its approach to gender would contribute to the newly articulated sector goals. It might be questioned whether this will be sufficient to ensure "equitable quality". Consideration of the more subtle changes (including addressing sensitive issues such as "defilement" (underage sex and sexual abuse) which, according to some of the research (see Annex 3), may be needed to achieve full equality suggests the need for a more holistic focus, on "whole school"- as well as teacher- development and on community participation in management. (For example, during the study visit, an effective example of a FAWE "life skills" clubs was observed. Schools and communities are supported to give a forum to children (both in mixed and single- sex groups) to explore the specific problems which face them, and to work to develop locally appropriate solutions).
  * ESIP had implications for the curriculum, because of agreements on sustainable text book ratios and because the focus on equity implies a curriculum that doesn't disadvantage the least well staffed and resourced schools or reduce the possibility of making time-tabling more flexible. However, there seems to have been a lack of trust in this area; the wish to avoid excessive donor interference in the detailed contents of the curriculum seems to have resulted in its separation from the sector development process as a whole. An unsustainable and unsuitable 11- subject curriculum has continued to develop, threatening not only the gender work already done in the four core subjects, but also quality more broadly.
  * In school construction, where the previous approach had clearly been inadequate, the move to a SWAp was seen as an opportunity for a new approach. DFID, a central advocate of the move towards a SWAp, later joined by the Netherlands, supported the piloting of a decentralised approach within the ESIP framework, deliberately encouraging incorporation a gender perspective through making separate latrine provision compulsory.
  * For the various "efficiency" initiatives, the situation seems to have been different again. Key budget support donors, notably the World Bank, have supported these, but there does not seem to have been encouragement of a gender- sensitive approach, perhaps because these strategies were viewed as primarily a concern of economists. It is not being measured how male and female teachers are being affected by teacher rationalisation and the introduction of double shifting, though it is likely that women, with their low status, are vulnerable to being relocated and given the larger early grade classes. A policy of preference to qualified teachers, combined with the lack of clear incentives for female teachers in rural areas (e.g.

housing) may be actually reducing the number of female teachers in the poorest schools, with implications for achieving universal access, let alone more equal learning achievement and progression to post primary levels of education. (Inclusion of teacher housing under the School Facilities Grant was discussed and rejected, as it was seen that "teachers must take second priority to children". A flawed logic, in that SFG is only given for classes that already have teachers, and priority is given to schools that already have high enrolment of girls; factors that may be in themselves be influenced by the number of woman teachers.) There has also been inattention to the implications of such a long school day for the poorest children, girls in particular, with high workloads.

∗ UNICEF's existing arrangements for sustaining the COPE programme may have been instrumental in ensuring designation of the Disadvantaged Groups programme within ESIP to enable "twin tracking" , in the recognition that UPE will not immediately be able to reach all children or address all needs.

∗ An "Information, Education Communication (IEC) programme was included, perhaps influenced by SWAp plans developing in other countries. Although there was recognition of the need for "sensitisation", this programme seems vaguely defined and not much prioritised.

- ***Two strategies continued to developed in parallel, one the actual sector strategy with its package of programmes addressing gender to varying degrees, and the other the "girls strategy"***. Clearly this is the antithesis of mainstreaming, which would have entailed dialogue with those involved in SfGE and GAPS and the critical analysis, and incorporation into ESIP, of useful pre-existing work.

It should be remembered that the above discussion has the advantage of hindsight. A rapid response to support the successful implementation of the "gender mainstreaming" UPE policy was extremely important. Uganda was very much in uncharted waters when embarking upon a sector wide approach, and change in a complex environment is inevitably a messy process.

2. Development in Sector Processes since the start of ESIP

Following a fragile beginning when both Ministry and donors got to grips with the implications of a SWAp, very significant progress has been made in a number of areas, which have had implications for the way that gender is conceptualised and addressed. The table in Annex 5 summarises the current situation with regard to gender mainstreaming at different levels in the system.

A particularly important turning point came when, in 1998, a new Minster endorsed the changes and led a Top Management team in reviewing draft ESIP plans, leading to a clear request to donors to make every effort to come behind the Ministry. The major developments and setbacks since then are discussed in the sections below.

The Budgeting Process

Over and above the favourable allocation of public expenditure to achieving UPE, considerable work is being done in Uganda to develop a national budgeting process which is facilitative of greater, more effective, and more equitable spending. A Medium Term Expenditure Framework (MTEF) is used. The *Education MTEF 2000-1* was being developed in November 1999. An MoES officer closely involved described it as showing a heavy focus on primary education, with a few clear overall priorities for this year, particularly pupil: teacher ratios. Work is also being done to attempt to improve the formula for the capitation grant, so that remote schools have extra funding to offset their

disadvantages and disproportionately high costs. The MTEF and the move towards a SWAp are inter-related, with the combination of clearly articulated sector goals and more flexible donor support allowing the government to plan and prioritise to achieve its aims.

That said, prioritisation presents an ongoing challenge. While the message is clear from the highest levels of government, there appear to remain perceptions such as "a Ministry of Education and Sport must do something about Sport", with some attempts to propose activities which won't help to reach ESIP's goals. Furthermore challenges remain in increasing the accountably of the autonomous institutions to work to agreed goals of the sector. (As yet the NCDC seems to be able to continue to run in parallel, recently receiving funding from a donor completely uninvolved in ESIP).

Concern for gender is beginning to be reflected in the budget. A first step has been budgeting this year for the sustaining of a former USAID- funded initiative, for ***district financial incentive awards to schools which make progress on achieving gender equality, and for girls reaching P7 to continue into secondary school***. This demonstrates that financing is following the stated commitment to gender equality, and the recognition of the need for direct targeting of girls at the post primary level where universal access is not yet feasible.

However, things are now going a step beyond simply ensuring budgeting for girl- focused initiatives. ***The Poverty Monitoring Unit of MoFPED is, from this year, screening all sector budgets for gender (and also poverty and other criteria that have gender implications), using information drawn from the UPPAP to attempt to drive a mainstreaming approach to gender, and to ensure that the priorities of poor women and men are addressed, though all sectors***. Furthermore, in education, they are supporting a ***shift in the conceptualisation of the IEC programme, to a focus on "Information for Action", based on the findings of UPPAP that poor people lack information, even where pro-poor polices such as UPE are in place; so what is now needed is not more "awareness" of the benefits of girls' education but information that can empower them to ensure that their entitlements are realised***.

A Re-Focus of the Sector at Decentralised Levels

Mechanisms have been developed, and are still being improved, for channelling funding to districts and schools, while ensuring accountability and monitoring from the centre. Donors have been active in supporting this refocusing of the sector. Following the initial success of School Facilities Grant (SFG), attention is now being paid to the UPE capitation grant, which has experienced problems of timely channelling of funding and reporting, of over- prescriptive guidelines giving little leeway to schools, and the lack of inclusion of funding for monitoring. The *Strategic Budgeting Initiative* is to be piloted this financial year in one district (Masindi). This aims to introduce a different sort of accountability, in terms of outcomes achieved, building on some of the lessons learned in SFG. It is planned that capacity will be built in the district in acting as a resource to schools in deciding on priorities for development, and in monitoring of what sort of strategies appear to influence successful progress on sector goals at school level. ***Schools will increasingly be given flexibility, and incentives, to make their own strategic choices in achieving the ESIP priority objectives, including progress on gender equality***. While there is still a tendency for "holding on" at the centre, districts seem to be responding very positively to initiatives which give them their rightful implementation role, but with strengthened equity and accountability mechanisms, with positive implications for gender mainstreaming at the point of educational impact.

Structures of Sector Management and Review

By late 1998, ESIP development had necessitated attention to the integration of separate units and duplicating committees. A structure of seven Working Groups was put in place for the monitoring of ESIP implementation. These included three cross-cutting groups: Sector Policy and Management, Monitoring and Evaluation, and Financial Planning and Management; as well as four "vertical" groups covering the sub-sectors. Established at the same time was the Education Sector Consultative Committee, chaired by the Permanent Secretary and attended by all Heads and Secretaries of the Working Groups, on a monthly basis. All participating Funding Agencies have membership on this committee, in an advisory role. FAs also attend individual working group meetings as appropriate and, in the case of Primary Education, some of the sub-committees dealing with specific programmes. Hence there has been ongoing joint monitoring of ESIP activities, with FA involvement at both strategic and operational level.

A six monthly system of joint GoU and Funding Agency review of ESIP has also been put in place. An April Review assesses progress of the past year and makes preparations in time for release of donor funds for the new financial year. An October Review looks at mid-term progress on agreed tasks and data collection to measure agreed indicators.

The improved structures for sector management and donor dialogue already seem to have had some *positive implications for gender*:

- Co-ordination, coherence and understanding of a SWAp seems to have been improved. *Staff consulted expressed a strong commitment to the gender equality in access target. While understanding of, and commitment to addressing, more complex gender issues seems less; a number of staff with a commitment to these expressed the perception of increasing opportunities to raise awareness*.

- *Gender is beginning to be addressed at a strategic level*. The need to focus on the whole sector, with interim reports that review progress on the gender equality targets, alongside others, in addition to the programme- by -programme analysis of implementation progress, is being recognised. *The parallel development of the SfGE and the isolated management of the GAPS study have been recognised, and steps taken to use the work done to facilitate gender mainstreaming into ESIP*.

- There is now a consultancy underway in the MoES, with the aim that the line management structure of the Ministry departments, and the structure for ESIP management, becomes one and the same. *Overall responsibility for gender mainstreaming is likely to be clarified as a function of the Top Management Team, with clearer structures for cross-cutting into all programmes and the more effective use of internal gender expertise. Hence, there is now a chance of more a comprehensive and coherent attention to gender mainstreaming which is appropriate to the ongoing decentralistion, that was neglected in early SWAp development*

Cross-sectoral collaboration remains a weaker area however. While members of other Ministries have attended some meetings, with the exception of Finance they tend not to view the MoES Working Groups as a normal part of their work, compounding the *problems of giving co-ordinated cross-sectoral attention to barriers to girls education.*

Human Resource Development/ Capacity Building

MoES restructuring took place in mid- 1999 and a programme of training for MoES personnel is underway. Concurrently, a District Capacity Building Programme is commencing. Furthermore, over the past year, agreement has been reached with Funding Agencies that TA focuses on institutional capacity building and is clearly identified and managed by the government.

Despite a weak focus on improving equal opportunities in the PSRP, *the proportion of women in the Ministry has improved, and now three out of seven Commissioners for Education are women. Large inequalities remain in the staffing of districts,* however, and *there is not yet clarity on whether the "minimum 30% female" rule applies to School Management Committees.* There are also as yet *few measures at any level in the system to ensure that women, given their dual roles, are able to participate fully in management.*

Of course, although a "critical mass" of females is important, the need is also for both men and women, particularly those in key positions of responsibility, to recognise the benefits of gender equality and to work together to make progress. *While, as discussed above, the general opportunities for "awareness-raising" on gender seem to have increased through the SWAp process, opportunities for particular training of key personnel (men and women) in gender analysis, as part of the current training programmes, do not yet seem to have been taken. While one recent consultancy has focused on improving structure for managing gender as a cross cutting issue, other consultants still appear to be working to ToRs without specific reference to gender.*

Systems of Information Management

Under an ongoing WB- funded Education Management Information System (EMIS) programme, overseen by the Monitoring and Evaluation Working Group, several data systems already in place will be integrated by April 2000. There is already a substantial amount of gender -disaggregated data on access and retention. However, very importantly, the need for better monitoring of learning outcomes, as a direct indicator of quality, has been agreed. As work on developing a means of doing this has commenced, *the need to set targets for, and to monitor progress on, learning outcomes by gender, overlooked in the original ESIP document, has been recognised.* As an inseparable part of the move towards decentralised "strategic budgeting", attention is also being given to ensuring that EMIS allows for participatory monitoring, with schools and communities involved in collecting qualitative and qualitative data useful for their own planning and accountability purposes.
This should oblige them to *look closely at the reasons for any gender disparities in access or achievement and to work to find local solutions.*

The need for more qualitative research, like that done for the IEQ study, is also under discussion. This might include a longitudinal study of changes at school level though the ESIP period with *attention to gender- disaggregated perceptions. A more focused study to find the main reasons behind the clear pattern of girls drop- out from the higher grades of primary school has also been proposed, with the recognition that the SfGE and GAPS study do not "home in" on the most significant barriers for more focused strategies to be devised.*

Funding Agency Conduct

ESIP donors committed themselves initially to the EU *Code of Conduct for Funding Agencies*, agreeing to work to the shared goals of the sector through the ESIP structures, and to avoid undermining the process. A pragmatic approach has allowed donors to also give project support, but within the ESIP framework (for example GTZ has agreed to fund the TVET strategy in its entirety as a project, and JICA is supporting school construction in urban areas but using the ranking process agreed for the School Facilities Grant). An ESIP-specific document "*ESIP Guidelines for Assistance to Education*" has now been developed [8].

The general progress on donor co-ordination within the SWAp framework has had positive implications for gender mainstreaming. Donors have helped to ensure that gender is seen as a policy issue for top management. They have used their influence to ensure that UPPAP findings were shared in the review process to provide a basis for policy discussion, and have offered gender expertise to assist in the development of pilot approaches within the SWAp. A number of projects have helped to develop knowledge of successful strategies in increasing girls' access in the Ugandan context, and there seems to be an increasing understanding of the need to mainstream good practice rather than to sustain numerous separate initiatives. Some have taken the initiative to ensure that the education NGOs they fund also support ESIP goals. A number of donors are also supporting actions outside of the sector which are impacting upon ESIP, most notably their support to the broader budgeting process.

That said, there still seems to be a slight polarisation between donors. ***Those supporting sector development at a strategic level are sometimes perceived to be disinterested in quality or gender equity. There is, for example, no attention to mainstreaming gender into the work of all sector-level TA. Conversely, those working at a technical level, often with a direct "girl-focus" are sometimes perceived to be failing to see their work in the broader sectoral context***. Some activities still seem to be taking place without going through the "sector gate", in particular the educational components of UNICEF's complex cross- sectoral programme.

More generally, ***while donors seem to have a broad shared vision, they are not yet articulating a clear common commitment to gender equality in the way that they do to UPE***. This seems to be linked to a misplaced fear that "gender is a Western agenda" and a perception that too much "pushing" on gender will compromise Ministry ownership; a position that does not seem to be taken on FA advocacy of education in general. Interestingly, ***the Ugandans consulted were adamant that gender equality is a shared goal and that much of the momentum has come from the grassroots and some key "champions of reform" expressed frustration at the lack of more united support***.

Funding Agency support to gender mainstreaming in the SWAp has depended on the knowledge of, and commitment to, their own gender and education polices. While staff in Uganda are aware of the broad policy changes in their organisations, all of those questioned felt that communication on, and participation in, policy developments, could improve between the centre and periphery. Not surprising then, that inter-donor communication on policy is quite weak at country level. Some noted the need for clearer guidance to sector advisers on the "gender specifics" of their area (i.e. they felt more confident with general educational issues than with their gender implications). Others noted the challenges for "technical" specialists loosing their project management niche and the converse need for generalists to have sufficient understanding of deeper education and gender issues.

Capacity and structures for dealing with gender as a cross- cutting issues also varies between donors. Some have one person to cover a number of sectors while others have specialists in both education and social development or gender. A number of donors commented that their move to a

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[8] Annex 6

policy -influencing role within ESIP, including influencing the Ministry in the direction of better gender mainstreaming and a structure to support this, makes it more crucial than under the previous project approach that they "practice what they preach" in their own organisational structures. Larger, more generously- staffed organisations with specialists in economic and institutional issues as well as gender and education have been well placed to influence gender mainstreaming through involvement in policy analysis and review, supporting the piloting of initiatives within the sector framework and through giving concurrent support to complimentary activities which impact upon the sector, such as the UPPAP. However, the gender- neutral implementation of the PSRP suggests that even these do not seem to be "cross cutting" into institutional development. To a certain extent, trust is being built so that donors can "use each other's specialisms" in the ESIP review process.

NGO/ CSO Involvement

As noted earlier, NGOs manage projects tending to focus on disadvantaged groups, often with a strong gender focus, and also focus on "community sensitisation" activities in the area of girls' education. Many have clear gender polices and good equal opportunities practices.

The ESIP Guidelines state that "*NGOs will be an essential part of the complex process of reform/ change...useful as catalysts for initiating local experiments, which add diversity, insights and practices that are often impossible through government. It is critical that such work be seen within the general policy intents of ESIP and fit within what have been described as policy experiments*".

However, despite the clear intention, structures for consultation with NGOs remain unclear. While some have been invited to participate in certain Working Groups, this seems to have been done through a central NGO Forum, with members sent not necessarily being representative of the key players in education. Districts also lack clear guidance on criteria for NGO support. While some projects have been brought under the umbrella of the IEC and Disadvantaged Groups Programmes, others continue to work outside, to a wide range of different objectives, some seeming reluctant to acknowledge the committed lead of the government and take the initiative to seek an appropriate partnership for the Uganda context. Thus *opportunities are still being missed for learning lessons from relevant NGOs working to increase gender equity in education; and also to ensure that NGOs are aware of ESIP goals and support the sector in the most strategic way.* Despite NGO claims to wish to move to a stronger "policy advocacy" role, the open invitation of the MoFPED for NGOs to participate more fully in UPPAP appear to have only been taken up to a limited extent.

SUMMARY: GENDER IN SECTOR POLICY- MAKING, FINANCING, MANAGEMENT, MONITORING AND REVIEW

At the start of ESIP:

- **The 1997 UPE policy, which provided an example of a mainstreamed approach to gender, was a main impetus for the move towards a SWAp**

- **Projects were addressing gender issues , but in an uncoordinated, and sometimes uncritical, way.**

- **A considerable body of research knowledge and practical experience existed in Uganda on the need to address a wide range of constraints to ensure girls' access and achievement. Work was being done to use some of this to develop a more coherent approach to gender across, and beyond, the sector.**

- **Those with a particular responsibility for gender, or with technical expertise in gender-related strategies were not centrally involved in sector- level policy development, conversely, those who were had no particular gender expertise, or mainstreaming mandate.**

- **Because of the need to act quickly, SWAp- specific consultation with primary stakeholders was limited. There was at no point a thorough diagnostic exercise on gender, nor systematic analysis of existing programmes for their contribution to greater gender equality. The SWAp therefore incorporated a wide variety of approaches and degrees of attention to gender, with one strategy not necessary linking to another, and leaving a few gaps.**

- **Two strategies continued to developed in parallel, one the actual sector strategy and the other the "Strategy for Girls Education".**

Since the start of ESIP:

- **The institutional location of gender is improving, with responsibility now resting more clearly with senior management to achieve progress on explicit gender equality targets.**

- **Attention is now being paid to the need to integrate the separate "girls' strategy" and to put to good use the findings of the GAPS research study.**

- **Flexible funding through the SWAp, and parallel progress in the MoFPED on driving a gender mainstreaming process through screening of sector MTEFs, is gradually enabling budgeting to become more objective- related, with a focus on priority activities to meet the sector goals, including gender equality.**
- **The move towards decentralistion within ESIP is gradually encouraging the same gender mainstreaming process at district and school level**

- **Strengthened data collection and steps to improve systems of participatory monitoring, and the measurement of progress on gender equality in learning outcomes as well as access, should help to increase the incorporation of gender-disaggregated perspectives and the development of focused strategies to overcome remaining barriers at the local level.**

- **The general progress on donor co-ordination within the SWAp framework has helped to set a conducive context for improved gender mainstreaming.**

However:

- **Resources are constrained and there remains an ongoing challenge to prioritise key strategies for ensuring progress on gender equality, and to ensure effective targeting and equity mechanisms with decentralisation**

- **Accountability of the National Curriculum Development Centre to work within the ESIP appears to remain weak**

- **Structures for inter-sectoral collaboration, and for dialogue with NGOs are not yet sufficiently developed to ensure a broader effort to support ESIP's gender objectives**

- **Gender training has been limited, TA has not strongly focused on gender and Women are still not participating equally with men at all levels of education policy- making, management, monitoring and implementation**

- **FAs as a group seem to be more reticent on gender equality than on UPE. FAs are challenged to find better ways to develop and communicate (internally and externally) their own education and gender polices, and to develop effective structures for supporting gender mainstreaming in the complex environment of sector development.**

5: The Effectiveness of Gender Mainstreaming to Date

This chapter attempts to draw together in summary tables the information from the previous chapter to come to some tentative conclusions about the overall effectiveness of the Uganda SWAp to date in achieving more effective mainstreaming of gender in education. This is done with the recognition that ESIP is only just into its second year, hence the aim is to learn useful initial lessons, not to undergo an evaluation.

There are two levels at which indications of "effectiveness" can be explored and summarised. Firstly, at the classroom and community level, are the programmes which are incorporated in the ESIP "package" improving gender equality in access and learning achievement, and has anything significant been overlooked? (Table A). Secondly, how far has the process of "gender mainstreaming", as defined by the DAC as necessary for achieving gender equality, taken place, how has this been facilitated by the move towards a Sector Wide Approach and what factors are still constraining progress? (Table B).

1. Effectiveness of ESIP Programmes in Achieving Greater Gender Equality in Education

Primary Education

Effective strategies include:	Effectiveness could be further increased by:
• Sustaining the capitation grant through ESIP, to make a reality of the UPE policy, has been central in dramatically increased, and so far sustained, enrollments particularly for girls.	• Ensuring that the gender objectives and targets have a high priority, continuing support to decentralisation of funds, with mechanisms to ensure targeting, and prioritisation of activities which support progress on the sector objectives.
• The ESIP focus on decentralisation of funds, better targeting, the strategic budgeting initiative and perhaps eventually more resources being channelled to schools as capitation, have the potential to focus schools much more sharply on actions to achieve gender equality in access and outcomes.	
• School and latrine construction, directly attributable to changes since ESIP, is addressing a significant barrier to girls' access and retention and seems so far to be enhancing enrollments whilst building confidence of communities for decentralised management	• Careful targeting of the Disadvantaged Groups Programme on hard- to- reach groups which are not benefiting from the lifting of cost barriers under UPE.
• Reducing pupil: teacher ratios, a strong ESIP priority this year, should have a particularly positive effects for girls, who are particularly at risk of being overlooked in a large class.	• Measures to increase the numbers of woman teachers in rural areas, and women on SMCs.
• The incorporation of the Disadvantaged Groups Programme into ESIP makes it possible to sustain in the medium term alternative forms of education for "hard to reach" groups of children, within which girls often have a double disadvantage. Some of these programmes (e.g., ABEK) have a good track record in enhancing girls' participation.	• Further consideration of flexible time-tabling • Undergoing a conceptual shift from "teacher development and management" to "school development and management": involving schools, school management and parents collaboratively in improving both
• Books, and other materials, which are generally more gender - sensitive than in the past, are getting to schools in greater numbers	

- Gender has been addressed to a certain extent in the four core curriculum subjects (just released) and the related new examinations and system of continuous assessment

- Teachers in training are being introduced to strategies to improve the learning achievements of both girls and boys on an equitable basis

- Some Senior Woman Teachers are being trained and supported

- Community sensitisation activities in areas of low enrolment may be helping to enhance girls enrolments and increasing awareness of the "illegality" of schools turning children away for non-payment of charges.

Missed opportunities include:

- Insufficient attention to incorporating male teachers into gender training, combined with the low priority on getting enough women teachers into rural schools, let alone into position of status and authority, nor onto SMCs; does not bode well for girls' retention and achievement in remote areas.

- Inattention to the very long school day for children from P3 may have negative implications girls with heavy domestic workloads.

- Insufficient focus on the school's role in relation to the community, particular female members, has implications for being able to overcome cultural barriers and to address more sensitive issues such as defilement.

- The proposal to introduce an eleven subject curriculum threatens to undermine not only the effectiveness of the gender work that has been done on the four core subjects, but also the quality of teaching and learning in general.

- Use of old, less-gender- sensitive, texts persists, due to insufficient numbers of new supplies and lax vetting.

access and learning achievements and addressing issues of discrimination.

- Evaluation of TDMS at a strategic level for its current, and potential, contribution to achieving gender equality. Ensuring pre-service and in-service training, for women and men equally, that presents gender-sensitive practice as an inseparable part of good educational practice.

- A creative development of the IEC programme to balance the power of schools and teachers with that of communities and parents, support a better understanding of education as an equal entitlement of both girls and boys and catalyse community - based initiatives in disadvantaged areas that support UPE.

- Securing urgent agreement that the NCDC work to the sector goals. Following agreement on the overall curriculum, it will be important to ensure that there is attention to gender in any further changes that are made.

- Ensuring that the book vetting process is now strengthened through improved selection, training and transparency of the vetting committee.

Post Primary Programmes

Progress to Date	Next steps
• A sector (not sub-sector) approach has ensured some funding for these levels, and the current focus on strategic planning against the ESIP objectives is very positive. Some evidence suggests that equity in post- primary education has the potential to make a high impact on progress towards overall development and on the sustainability of UPE.	• Learning from the experience at primary level, to ensure that as the strategies are developed, there is a strong focus on meeting equality objectives. Targeted access initiatives will be vital. Quality improvement will need to focus on access to the whole curriculum, but must not forget attention to raising teacher and community awareness of the issues of defilement and teenage pregnancy, which become particularly acute at this level.

2. Summary of Strengths and Weaknesses in Gender Mainstreaming and the Facilitative and Constraining Factors

Strengths	Facilitative Factors
• Clearly documented objectives, including gender equality in access • Developing institutional locations and structures for gender mainstreaming • Budgeting system beginning to drive a gender mainstreaming process • Increasing decentralisation to school level of responsibility for planning to achieve gender equality • Strong focus on equitable access through efficiency measures and cost reduction to poor parents • Continual improvements (so far including the integration of parallel strategies and programmes, defining targets for gender equitable improvements in learning outcomes and better attention to gender in EMIS).	• Broader political commitment and reform • Strong MoES Leadership • Pre-existing ("gender mainstreaming") UPE policy • Influence of MoFPED, using UPPAP • Funding Agencies supporting sector development and gender mainstreaming in the piloting of decentralised strategies within the SWAp • Flexible funding to the whole sector • Strategic Funding Agency support to processes which can influence how gender is approached within the education sector, most notably to the budgeting process and the UPPAP. • FAs enthusiastic about SWAp process and accepting clear code of donor conduct • Strong dynamics of joint monitoring and review
Weaknesses	**Constraining Factors**
• Initial lack of SWAp- specific sector consultation, and gender analysis leading to a "patchy approach" with weaker focus on equitable quality. • Certain activities remaining outside the sector process: curriculum development, some NGO projects • Constraints on girls needing cross-sectoral attention may not be being fully addressed. • Capacity for gender mainstreaming remains limited, with limited attention to training in gender analysis of the most appropriate staff, men and women ,at different levels, continuing under-representation of women across the system.	• MoGLSD not giving a strong strategic lead on gender mainstreaming (though less critical with MoFPED taking the initiative). • Overall resources still tight and accountability and transparency still need further work • Neglect of gender analysis in PSRP, with FA support appearing to see institutional development as gender neutral. • Insufficient mechanisms for ensuring NGOs, other sectors and the autonomous institutions work to the same goals and shared vision of ESIP. • FAs continuing to support to parallel work on gender divorced from sector policy- making, and projects continuing without reference to developments in the sector • FAs "anxious" about gender and reluctant to raise more sensitive issues -limited by own understanding, commitment, clear policy or knowledge of policy, and internal structures for cross- cutting.

Overall, it can be seen that moving to a SWAp is having a significant, positive effect on gender mainstreaming in education. Furthermore, the climate of openness, strong enthusiasm and commitment and mechanisms and structures that have been put in place, bode well for ongoing constructive criticism and positive change.

6: Lessons from Uganda

The overall message from Uganda is that moving towards a SWAp, where the context is conducive, has the potential to greatly enhance the mainstreaming of gender in the education sector, towards the achievement of greater gender equality in education. The development of stronger budgeting processes, the joint definition of priorities, objectives and performance measures, a sector policy framework and expenditure programmes, and the strengthening of jointly agreed management, reporting and accounting arrangements, in the context of institutional reform and capacity building, all offer the potential to help to develop a truly gender -sensitive system. However, without conscious attention to gender through all these elements, and in all programmes, it tends to get sidelined. More obvious strategies may be implemented to enhance equitable access, which is very important, but the more subtle barriers to girls' retention and achievement tend to be overlooked. These require real capacity and knowledge, backed by resources, to be built at school and community level to enable decision- making to ensure a more gender -equitable education in each local context.

**KEY LESSONS FROM UGANDA FOR ENSURING THAT FULL
ADVANTAGE IS TAKEN OF THE MOVE TOWARDS SWAPS TO ENHANCE
THE MAINSTREAMING OF GENDER IN EDUCATION**

Lessons for Governments and All Stakeholders in SWAps:

1. Undergo a diagnostic exercise on gender at the SWAp planning stage

This can help:

- ensure inclusion of participatory consultation with poor women and men, boys and girls to ensure that the specific needs of girls are understood and addressed
- draw on existing sources to develop an understating of the dynamics of discrimination and abuse which are unlikely to have emerged in more general consultations
- reach clarity on overall priorities for action and a basis for focused dialogue with other key sectors
- facilitate a re-examination of ongoing projects and programmes in the light of the agreed gender goals and targets, and the mainstreaming of gender in the piloting of decentralised approaches within the SWAp framework

2. Ensure that the gender dimensions of quality and management objectives, as well as access, are explicit

This can help to ensure that:

- progress on gender equality is seen as a responsibility of the highest levels of management, at all levels in the system.
- gender is mainstreamed, not sidelined, as moves are made towards more decentralised, outcome-linked budgeting and planning
- early progress on access is not later undone by inattention to girls' learning experiences in school.
- links are made between strategies affecting women teachers and personnel and girls' participation in education, ensuring that progress on equity is not inadvertently hampered by efficiency measures

3. Avoid over- complex packages of centrally- planned programmes to address each and every constraint on girls. Instead focus on developing clear objectives and targets, combined with clear incentives, targeting, accountability and knowledge- sharing mechanisms; which allow for continuing decentralisation of decision- making on gender strategies to the point of educational impact.

4. Develop clear structures and capacity for managing gender at all levels, with responsibility for overall progress on gender resting at a senior, strategic level.
This might include:

- Ensuring that senior staff of Ministries, District and Schools have an incentive to make progress on gender equality.
- Targeting training in gender analysis at those already holding key positions of responsibility for ensuring progress on gender equality
- Ensuring that those with designated responsibility for the details of gender planning and implementation have a mandate to act.
- Creating structures at central and district level for dialogue with CSOs/ NGOs and clear criteria for agreeing to sustain only the projects which "add value"
- Ensuring conscious attention to gender in the work of all SWAp consultants, perhaps through developing a generic clause for all ToR

- Focusing review at the strategic level, so that the stress is on progress on equitable outcomes, not the delivery of "inputs"

5. **Develop data and information systems that focus on gender- disaggregated data that is both qualitative and quantitative and allows for measurement of progress on "equality quality" as well as "equitable access". Data collection should focus on information that is actually useful for planning at different levels to make progress on gender -equitable improvements in education and for communities for taking action to ensure delivery and accountability.**

Lessons for Funding Agencies

1. **Work on the assumption that gender equality is an inseparable part of the sustainable development agenda, which already has the support of many key players in education the partner country. Ensure that support to "champions of reform" extends to these "gender champions".**

2. **Fully engage in the SWAp process, supporting gender mainstreaming in all elements of sector management and monitoring and in the piloting of new, decentralised ways of working within the SWAp framework.**

3. **Engage in joint processes of monitoring and evaluation of outcomes with all other key stakeholders – promote and share a culture of looking for gender disaggregation in the treatment of all information systems.**

4. **Identify and support the national gender focal points which are best able to influence a mainstreaming process**

5. **Encourage greater attention to gender in support given to institutional development and Public Service Reform**

6. **Support NGOs with a strong background in gender analysis to assess their roles in SWAPs and to engage effectively**

7. **Improve strategies for internal participatory development and communication of policy on gender and education, bridging the gap between "policy makers" and "implementers"**

8. **Reassess personnel needs and internal structures for "cross-cutting" gender and ensuring that key staff have the capacity and knowledge to support a gender mainstreaming process in the complex environment of the SWAp**

ANNEX 1: DAC Definition of Gender, and Gender Mainstreaming

(Taken from OECD DAC (1999) Guidelines for Gender Equality and Women's Empowerment in Development Co-operation, pp. 12-13)

Gender: "The term gender refers to the economic, social, political and cultural attributes and opportunities associated with being male and female. In most societies, men and women differ in the activities they undertake, in access and control of resources, and in participation in decision-making. In most societies, women as a group have less access than men to resources, opportunities and decision-making. The nature of gender definitions and patterns of inequality vary among cultures and change over time. A recognition of this variability assists in the analysis of socio-economic contexts and relationships and the possibilities for change."

*"**Gender equality** requires:*
- *Equal enjoyment by women and men of socially-valued goods, opportunities, resources and rewards*
- *Women and men have equal opportunities to define gender equality and work together towards it*
- *Changes in institutional practices and social relations through which inequalities are produced and sustained*
- *A strong voice for women in shaping their societies"*

*"**Gender equality** does not mean:*
- *That men and women become the same*
- *Uniformity of gender roles across cultures*
- *Necessarily equal treatment of men and women: this can perpetuate existing disparities"*

"**Gender mainstreaming** is the overall strategy adopted in Beijing to support the goal of **gender equality**:
"Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that, before decisions are taken, an analysis is made of the effects on women and men, respectively".
(Beijing Platform for Action (1995) para 202)

According to DAC guidelines, a **mainstreaming strategy** has two major aspects:
1. *"The integration of gender equality concerns into the analysis and formulation of all policies, programmes and projects*
2. *Initiatives to enable women as well as men to formulate and express their views and participate in decision-making across all development issues*
A mainstreaming strategy does not preclude initiatives specifically directed towards women. Similarly, initiatives targeted directly to men are necessary and complementary as long as they promote gender equality."

ANNEX 2: People Consulted

Ministry of Education and Sports

- Mrs Florence Malinga *Commissioner for Educational Planning*
- Mr. Goddfrey Dhatamwa *Assistant Commissioner for Educational Planning*
- Mr Albert Byamaguisha *Head of Monitoring and Evaluation, EPD*
- Mrs Joyce Otim Nape *EPD/ GAPS study*
- Mr Wilberforce Muhana *Economist, EPD*
- Mr Mackay Ongona, *Economist, EPD*
- Mr William Owino, *School Facilities Co-ordination Unit*
- Mr. George Ouma Mumbe *COPE Officer, Primary Education*
- Mrs Alice Ibaale *Instructional Materials Unit, Primary Education*

Mukono District

- Mr Oto Akwe *District Inspector Of Schools*
- Headteachers and teachers *from Bishop Central, Bishop West and Kyessereka Primary Schools*

Ministry of Finance, Planning and Economic Development

- Mr Leonard Okello *Poverty Monitoring Unit* (Phone and e-mail)
- Ms Anne Marie Ainger *Education Desk Officer*

Ministry of Public Service

- Mr Chris Burgess *Consultant*

Funding Agencies

- Mr. Philippe Loop *EU*
- Ms Harriet Nannyonjo *World Bank*
- Mr Michael Ward, Ms Bella Bird *DFID*
- Mr George Kalibbala Mr Joseph Hoenen *Netherlands Embassy*
- Mrs Sarah Mayanga *USAID*
- Mr Kevin Colgan *Irish Aid*
- Mr Neill McKee, *UNICEF*

CSOs/ NGOs

- Mrs Florence Kanyike *FAWE*
- Ms Meenu Vadera *ActionAid*

- Ms Catherine Kennedy *SCF US*

Researchers and Consultants

- Mr Joseph Carasco *Makerere University*
- Ms Christine Kiganda, *SfGE consultant*
- Mr Kevin Brown *ESIP consultant*

- Mr Joseph Carasco *Makerere University*

ANNEX 3: Summary of Research on Gender and Education in Uganda

A number of studies explore the relationships between poverty, gender and education in Uganda. Those referred to in this study are:

- *GoU/ UNICEF (1999) Strategy for Girls Education (SfGE)*

- *Gender and Primary Schooling in Africa- Uganda Study   (GAPS) 1999 (Part of "GAPS in Africa"- under auspices of FAWE, in partnership with IDS)*

- *Factors Influencing Effectiveness in Primary Schools: Improving Educational Quality (IEQ) Project UNEB*

- *Two UNICEF studies (1997)   Implementing Universal Primary Education (UPE) Effects on Schools, Communities and Pupils/ Enrollment and Registration*

- *GoU (1999) Uganda Participatory Poverty Assessment Process (UPPAP) "Perspectives of the Poor" MoFPED*

- *FAWE studies related to corporal punishment in schools, and pregnancy and girls' dropout (in conjunction with UNICEF)*

- *INSSTEP survey on factors affecting girls' education*

These studies describe ways in which girls are found to be disadvantaged in education, in relation to boys. Poverty, often exacerbated in Uganda by the effects of HIV/AIDS, often serves to worsen these existing gender biases, leading to a variety of external constraints:

- **Pre-UPE, cost was a major obstacle to access to primary education**, with inability to pay fees being a common cause of low enrolment and school dropout. However, despite the removal of fees, there continues to be a preference for registering boys before girls, the opportunity costs of sending girls to school remaining higher then for sending boys. In addition, the exact nature of entitlements under the UPE policy remain unclear, with children being sent home due to parents' inability to afford the extra costs of uniforms, learning materials and contributions to school funds. Secondary education continues to be extremely expensive for poor families and preference for educating sons at this level remains very strong. (UPPAP, GAPS, SfGE, UNICEF)

- **Domestic and agricultural work** affects the poorest children who engage in work to support their families (UPPAP, GAPS, SfGE, UNICEF) There is a strong gender differential- the GAPS study finding that school girls and boys work an average of 1.6 and 0.6 hours per day respectively which is believed to have a negative impact on academic performance for girls in particular.

- **Family health status** affects girls' and boys' experiences of education with poor nutrition impacting on educational quality, disproportionately affecting girls. Girls tend to be more involved in the care of sick family members, and studies report that more girls than boys cite sickness as a reason for school dropout, although reasons for these gender differences

require further investigation. (UPPAP, GAPS, GSE, UNICEF) Instances of "family instability" such as violence, parental neglect and divorce are also seen to be causes of drop out for both girls and boys, with particular studies highlighting a gender difference.(GAPS study, UPPAP)

- **Orphanhood**, often caused by HIV/AIDS and other diseases connected to malnutrition and poverty has a significant impact on persistence in school, despite free UPE for orphans. Drop out figures in the GAPS study sample found father mortality to have a greater impact on school dropout than mother mortality,. Female orphans are particularly affected through increased domestic labour demands and reduced funds available for inputs such as pencils, uniforms etc. (UPPAP, GAPS, GSE, UNICEF)

- The **educational status of parents** was found to be important in predicting children's persistence at school. Strong links are believed to exist between male and female dropouts and parents/ guardians with lower levels of education, this being particularly marked for mothers of children in secondary and tertiary education. 32% of mothers of pupils in secondary school had a secondary education themselves, compared to 13% of the mothers of drop outs. Generally, negative community attitudes as regards education were seen to be a significant factor in low female participation and academic achievement. The perception that there are few positive role models for girls within communities is also seen to affect the educational performance of girls. (GAPS)

- **Early marriage** from P3 upwards, and the withdrawal of girls from school to obtain bride- wealth, are factors still seen to influence parental decisions to send girls to school, and to cause girls to drop out from P3 upwards. This is particularly prevalent amongst poorer households and those affected by HIV/AIDS where girls tend to be married at younger ages.

- **Teenage pregnancy** rates are high with 53% of women giving birth by the age of 17. Schoolgirls are unable to re-register at the same school following the birth of their child which results in the termination of their academic careers. (GAPS, SfGE, UNICEF study, INSSTEP survey)

In addition, discrimination is carried over to the school and classroom environment. This is again exacerbated by a "poverty" of resources in the system, causing various internal constraints:

- **School leadership**. A disproportionately small number of female teachers and headteachers is reported, particularly in rural areas, with some schools lacking any female teachers. Female teachers are also less likely to be found teaching the upper grades. One consequence of this is few strong female role models for girls, particularly in maths and science subjects.

- **Classroom ethos and practice**. IEQ research has found the practice of some teachers to be lacking in gender sensitivity in terms of classroom interaction, despite some gender awareness training having been carried out. Also reported are lower, gendered expectations of girls and boys performance.(GAPS, SfGE, UNICEF study, INSSTEP survey) Other discriminatory practices described are girls being given manual labour, having less access to resources, being beaten for lateness, often due to domestic work pressures (which tends to intimidate girls rather more than boys) and experiencing sexual harassment from male teachers and pupils. (GAPS, IEQ, GSE, UNICEF, INSSTEP survey FAWE). Poor communities express concern about the above and other aspects

affecting educational quality such as overcrowding, pupil performance, discipline, teacher competence and the administration of UPE capitation grants (UPPAP)

- **Poor quality and discriminatory curricula and stereotyped materials** remain widespread (IEQ, SfGE).

- **Community involvement in schooling**. There are marked differences in communities' involvement in school life depending on the nature of community relationships, recent history, degree of geographical dispersal; but also on efforts made by the school. Schools experiencing higher levels of community involvement are more likely to see the benefits of educating both boys and girls. It is also seen as having a positive affect on curbing incidences of female sexual harassment in and around school.(GAPS, IEQ, SfGE). UPPAP shows that communities have a sophisticated understanding of quality, while the IEQ study notes the tendency of schools to blame communities for girls' low participation and achievement.

- **Physical facilities** Most studies suggest that schools lacking access to separate latrines and water remain important constraints, for girls in particular (GAPS, SfGE, UNICEF). The IEQ study found that some of girls' worst school experiences centred around lack of toilets and water.

- **Distance to school** was not found to be particularly significant in the GAPS study. However, other studies report that children of households located far from schools, are less likely to attend. This is particularly the case for girls due to fears for their safety, and restrictions on bicycle use. (SfGE, UPPAP, UNICEF).

ANNEX 4: Gender and Education Policies of Main ESIP Funding Agencies in Uganda

FA	POLICIES ON GENDER AND EDUCATION	CURRENT SUPPORT
EU	Primary Education is a major, and increasing, area of support, with moves towards providing support consistent with sector wide approaches. A *gender issues in education* paper has been developed as part of a broader gender policy. The DAC WID questionnaire is used for all projects. EU identifies UPE policy, cost sharing, latrines and progress on integration of the SfGE into a mainstreamed gender strategy within ESIP as positive ways in which ESIP is addressing gender inequality. No gender- or education- specific officers in country.	8th National Indicative Programme (NIP) to value of 25m- earmarked budget support to ESIP.
WORLD BANK/ IDA	Primary Education, with equal access to girls, is a high WB priority, recognised as having strong national economic and social benefits. However, project documents not very clear on gender objectives Country staff perceived clear internal equal opportunities policies and specific cross- cutting responsibilities.	Budget support to UPE (ESAC) IDA 5 programme support to National Primary Education Reform Programme including TDMS, now within ESIP framework.
DFID UK	Promoting Human Rights (including gender equity) and improving basic educational opportunities for the poor are among DFID's priority objectives for meeting an overall goal of poverty elimination. Prioritises basic and primary education and strongly supports the move towards sector programmes. A Target Strategy Paper is being developed which gives a strong commitment equally to the UPE and gender equality targets- but not all in -country "implementers" aware of this process. Clear structures for cross cutting and high level of capacity in country and region.	Budget support- not earmarked
NETHERLANDS EMBASSY	Primary and basic education are priority areas Equal access and equal opportunities for girls and women are stressed in the Netherlands Policy for Basic Education. Strong support to the DAC targets and to the move towards SWAps. Education Officer in country, WID officer based regionally.	Budget support- earmarked
IRISH AID	Education and training are priority activities, with a strong poverty and equity focus. Support to DAC targets and to move towards SWAps. Uganda is a priority country.	Budget support to ESIP Project support through District Development Programme, within ESIP guidelines.

FA	POLICIES ON GENDER AND EDUCATION	CURRENT SUPPORT
USAID	Basic education is a priority area, with a strong commitment to universal access, gender equity and quality improvements at the classroom level. Commitment to sector support	Budget support to UPE Support to National Primary Education Reform Programme (NPERP), including TDMS, now through ESIP framework.
UNICEF	Meeting the Rights of the Child, with education recognised as a core basic right. Priority on achieving basic/ primary education for all, with special emphasis on equity for girls, out-of-school youth and categories of especially vulnerable children. Focus on holistic approaches which foster all aspects of children's psycho-social development.	Technical and financial support as part of *Basic Education and Child Care and Adolescent Development Programme* (BECCAD Support to Strategy for Girls Education, and to NGO Alliance for Girls Education
CIDA	Basic and primary education, with strong emphasis on girl's education Internationally, less keen on moving towards SWAps	Programme support to COPE through UNICEF and support to integration of SfGE into ESIP, and strategy implementation.
DANIDA	Priority areas negotiated on a country basis. Support to DAC targets and to move towards SWAps. However, guidelines seem to take a WID approach to gender.	EARS project supporting the identification and assessment of children with special needs and their integration into mainstream school, plus support for teacher training in special needs via established TDMS structures- now completed and integrated into MoES and Districts. Support to Agricultural education at post primary levels, within ESIP strategy.
GTZ	Basic Education is supported, but key focus is on vocational training. No strong gender policy or clear structures for cross cutting.	Non formal basic education in urban poverty areas. Support to ESIP TVET strategy
JICA	Supporting human development through education, particularly for girls and women, is a priority objective. Primary school construction is a current priority activity in Sub Saharan Africa. WID officer based regionally, but status unclear. Difficulty in moving towards more flexible support.	Support to classroom construction in urban areas, with agreement to use SFG school selection process.

ANNEX 5: Extent of Gender Mainstreaming in Different Levels of Education Sector

Agencies	Understanding and commitment	Structures and mechanisms	Information and research	Analytical planning and management skills	Participatory mechanisms
National foal point for gender issues - MoGLSD	High profile leadership, promoting high level of discussion on gender issues, including more sensitive issues of violence and defilement	Communicates with Gender Desks in all Ministries, but limited authority to effect a gender mainstreaming process. Work done for Strategy for Girls Education not fed into ESIP. Recent National Action Plan 1999-2004 may lead to strengthened mechanisms	Role in promoting and supporting research.	Perceived to be weak- involvement in SfGE not very strategic New plan still seems to concentrate on projects and advocacy activities rather than a mainstreaming role across the sectors	Some "feeding up" of district level PLA etc.
Central planning authority- MoFPED	Strong commitment to equitable access in PEAP Poverty Monitoring Unit helping to develop wider understanding of the more subtle dimensions of poverty and gender discrimination	Screening of MTEFs for gender- seems to be potentially effective- forcing educational planners to prioritise finance and activities to realise the gender equality goal.	UPPAP seems to be proving effective in bringing the voice of the poor, men and women, into policy- making and budgeting.	Generally relatively strong, with Poverty Monitoring Unit enabling better incorporation of gender.	Strong mechanisms for participation being developed through UPPAP- challenge now is to sustain these.
Line Ministry- MoES	Strong commitment to ESIP priority objective of equitable access. More varied understanding of, and commitment to, issues of equality in outcomes and female empowerment through education. Seemingly, an increased understanding of need to "mainstream" as well as "target"	Gender desk and districts marginalised in early ESIP development, but improving structures for management, including move towards senior management responsibility for mainstreaming of gender. Limited gender training of key staff. Increasing numbers of women in senior positions, but less attention to developing a conducive environment for women's full participation in all activities of the MoES.	Information and research from GAPS and SfGE, but only recently being brought into the MoES planning process Disaggregation of data- collection by gender, within recent agreement to include disaggregation of data on learning outcomes.	General planning skills being strengthened At the early stages, gender analysis continued in parallel to sector analysis, but now the two are being incorporated. MTEF process beginning to drive a mainstreaming process Good attention to sub-sector linkages.	Insufficient SWAp- specific consultation at outset. However, information from UPPAP beginning to influence policy Current development of participatory monitoring mechanisms for progress on ESIP targets and objectives.

Agencies	Understanding and commitment	Structures and mechanisms	Information and research	Analytical planning and management skills	Participatory mechanisms
Semi-autonomous Educational Institutions: • **ITEK** • **NCDC** • **UNEB**	Variable- all have had a degree of gender training	Variable on gender, structures for bringing within SWAp are weak.	UNEB have supported a number of significant research studies which have brought to light some of the gender differentials in learning outcomes and in experience of schooling.	Specific projects have focused on gender mainstreaming in the curriculum and in assessment, but gender mainstreaming in the actual processes of these institutions seems weak.	Variable
Local Government Bodies, Districts and Sub-Counties	Understanding of, and commitment to, "equitable access" seems greater than to "equitable quality".	30% minimum female participation on elected councils and committees District- level MoGLSD tend to focus on women's literacy and other projects rather than play a clear gender mainstreaming role in district planning. Mechanisms like SFG obliging districts to consider gender- also one of the aims of the Strategic Budgeting Initiative	Current strengthening of monitoring and gender - disaggregated data collection, with strong role for districts.	Variable. The move towards district level planning in education (as a part of District Development Plans) against ESIP's priority objectives gives potential for better focus on gender equality	District level MoGLSD representatives use PLA and women's literacy as a vehicle of participation. Depends on districts- some involved in UPPAP or have run their own participatory consultations on education. Development of participatory ESIP monitoring should help to improve this.
Schools and communities	Community commitment very variable- there is cultural discrimination, but there is also a lack of information on rights. Commitment in schools also varies greatly.	Senior Woman Teachers in some schools. Community mobilisers under TDMS helping to sensitise communities on girls' education. However, woman teachers in rural areas, particularly in a management position where they can influence mainstreaming. Women also under-represented in school management.	Some engaged in data collection beyond the gender-disaggregated registers, including PLA. Development of participatory monitoring aims to involve all schools and communities in collecting and analysis relevant information for their own use	Some have School Development Plans which include targets for improving equitable access Attention to girls' access, but not so much to mainstreaming gender into all school planning. Gradual refocus of analytical planning at school level is a positive development.	ESIP focus on strengthening SMCs, but these are often not considered democratic and there is a lack of clarity on application of the "30% female participation" ruling for SMCs.

Agencies	Understanding and commitment	Structures and mechanisms	Information and research	Analytical planning and management skills	Participatory mechanisms
Funding Agencies	Variable: most have strong polices, but many in the process of re-writing and "implementers" often feel uninvolved Not sharing polices, but taking some opportunities to raise understanding, through policy dialogue and review mechanisms.	Some have WID or gender officer who has no real authority. Clear structures for cross- cutting of gender seem to help, and make action less dependent on personal commitment and expertise. However, need educationalists who have a "minimum understanding" of gender issues in education. Donors supporting attention to better mainstreaming structures within Ministries have recognised the need to "practice what is preached".	Some Funding Agencies substantially supporting research into gender and education e.g. WB, DFID, UNICEF, USAID, CIDA Less evidence of this being shared widely though the SWAp process Support to UPPAP seems to have been highly strategic. Support to SfGE and GAPS important, but involved donors haven't sufficiently helped to bring the information generated into the SWAp process.	Strong capacity in many agencies, though not necessarily based in country. Sometimes a rift between strategy developers and in-country "implementers", so that gender strategy is not implemented. Budget support donors have focused strongly on improving the analytical and planning skills of MoES and districts. However, skills in gender analysis not a strong feature of the training, or TA support, that has been provided.	Support to ESIP means FAs less engaged in first hand participatory consultation, but they have supported establishment of participatory monitoring of ESIP, as well as the UPPAP
CSOs and NGOs	Variable- the best have a strong gender focus and internal equal opportunities policies, and many have a better gender balance in staffing than the government institutions.	Variable. Some have mechanisms for gender mainstreaming but have paid insufficient attention to co-ordination with other NGOs, and the MoES	FAWE, UNICEF, ADEA supporting research and dissemination of information on gender and educational issues and sharing of good practices among NGOs.	Many projects well planned in their own terms, but not strategic-failure to look at sustainability and broader context. Best are those that have worked within ESIP Working Groups to identify where they can really add value to the government programme. Real opportunities exist for NGOs to come into policy- making process, but these are not yet being fully taken.	Most have strong commitment to community participation in their projects, and use REFLECT, PRA etc. The challenge is now that information generated is used to help people to advocate on their own behalf.

ANNEX 6: Education Sector Investment Programme (ESIP) : Guidelines for Assistance to Education

The Guidelines

1. There should be no major activity within the Education Sector that is not included in the ESIP Work Plans.

2. All Funding Agencies are committed to upholding the Code of Conduct for Education Sector Funding Agencies (Appendix A.2), the Principles Underlying Funding Agency Contributions to Government Allowances (Appendix B) and the Principles for Harmonising Interactions Between Donors and Districts
(Appendix C).

3. Funding Agency policy on the financing of ESIP is to i) encourage GoU to include all contributions to Education in the Medium Term Expenditure Framework (MTEF) including all foreign assisted projects; ii) encourage GoU to move towards the establishment of an integrated budget and, under the Second Economic and Financial Management Project (EFMPII), to adopt a common programme classification to be applied to both the Recurrent and Development budgets so that a sustainable financing plan can be identified and developed; iii) with the support of EFMPII, to establish better mechanisms for tracking of allocations and expenditures and reporting arising from a better classification system.

4. The policy of the Ministry of Education and Sports and Funding Agencies supporting education is to promote sectoral investment within the ESIP framework and to minimise all financial investment in education outside of ESIP. In practice the ESIP Funding Agencies are moving towards a position of no non-ESIP investment projects within the ESIP sub-sectors; i.e., all future assistance will be within the framework of ESIP and included in the MTEF and it is now GoU policy to phase out the Project Implementation Unit (PIU).

5. The need for investment projects outside of ESIP has effectively been reduced and a strong case would need to be made by any Funding Agency who thought that such a project was justified in future. However, it is not the aim for all funding and projects in education to go through GoU. The role of NGOs, and their nurturance, will be an essential part of a complex process of reform/change and external agents can be useful catalysts for initiating local experiments which add diversity, insights and practice that is often impossible through government. It is critical that such work be seen within the general policy intents of ESIP, be supported, generally, by government agencies, and fit within what has been described as 'policy experiments'.

6. During the April 1999 Joint Review there was agreement on the broad principles for TA support (see pps. 2 and 3 of the Aide Memoire). These were a) technical assistance would predominantly be for institutional capacity building, b) specific sector technical assistance would be expected to draw on GoU's own resources and the budgetary support (channelled through a Consolidated TA Fund) as it's first funding source, c) similarly, all TA requests from GoU would be expected to draw on their own resources, ESIP (the budgetary support) and only on Funding Agency TA as the last resort.

7. Where the required TA is identified in advance in the Work Plan and there are appropriate national sources of the TA required then GoUganda's own resources or the ESIP budgetary support (the Consolidated TA Fund) are the most appropriate sources of finance.

8. The overarching principle is that the Funding Agencies wish to encourage GoU to be more proactive in identifying where they want TA support and managing the process. This principle is described in more detail in Appendix A .1.

9. The Ministry of Education and Sports should initially conceive and prepare all appropriate ToRs and Project Concept Notes before sharing these with all concerned Funding Agencies at as early a stage in their development as possible; the sharing of Project Review and other material and co-financing and other arrangements wherever appropriate would enable a common approach to be achieved.

Also included in these guidelines are:

♦   Guidelines for Technical Assistance

♦   Code of Conduct for Education Sector Funding Agencies

♦   Principles Underlying Donor Contributions to Government Allowances

♦   Principles for Harmonising Interactions between Donors and Districts.

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