



REPUBLIC OF UGANDA

The Baseline Report on the State of Equal Opportunities in Uganda

The Equal Opportunities Commission

November 2013

FOREWORD

In accordance with Article 32(3) of the Constitution of the Republic of Uganda, 1995, the Equal Opportunities Commission was established. The Equal Opportunities Commission (EOC) was set up to give effect to the state's constitutional mandate to eliminate discrimination and inequalities against any individual or group of persons on the ground of sex, age, race, color, ethnic origin, tribe, birth, creed, or religion, health status, social or economic standing, political opinion or disability. The EOC in brief is to enforce compliance with legislation on equal opportunities, promote affirmative action and encourage inclusion into government programmes by all on the basis of equal opportunities.

During the process of making policies, programmes and various interventions for the populace it was realised that there were inequalities, marginalization and discrimination. Therefore, it was deemed necessary to create a body that would help people realise their rights and potential to improve their quality of life, challenge and stop persistent discrimination, deprivation and exclusion and promote equality and social justice for all. Hence, the establishment of the Equal Opportunities Commission (EOC).

The National Equal Opportunities Policy of 2006 and The National Action Plan for the National Equal Opportunities Policy 2009-2013 were the precursors to the Equal Opportunities Commission which was set up in 2010 thus fulfilling the Constitutional and Statutory provisions.

The mandate of the Commission is wide and the constituency is large. It was therefore necessary to start by finding out whether the people know their right to equal opportunities and how much of the population are aware of the interventions which have so far been put in place by the government. It was also important to find out what the effect of those interventions has been.

For this purpose the EOC embarked on carrying out a baseline study in certain selected districts, at least two from each region of Uganda. These districts are Masaka and Wakiso (Central), Kapchorwa and Abim (East), Arua and Gulu (North) and Kanungu and Kisoro (South).

The Commission is committed to ensuring that all Ugandans have equal access to opportunities and to promoting affirmative action for vulnerable groups like orphans and vulnerable children (OVC), the youth, women, older persons, persons with disabilities (PWD), people living with HIV/AIDS (PLHIV), and Ethnic Minority Groups (EMGs) among others who have been victims of marginalisation and /or discrimination.

The Commission is grateful to the Government of Uganda (GOU), Democratic Governance Facility (DGF) and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) for the support and assistance extended to it, both technical and financial. This survey is a result of this partnership.

We appreciate the Resident District Commissioners (RDCs), the district and sub county local government leaders, technical officers and the Uganda Police Force (UPF) for the input they provided during the survey on the state of equal opportunities in Uganda.

The Commission invites you all to share in this Report on the state of equal opportunities in Uganda 2013.

I extend appreciation to the Members and staff of the Commission, who together with some consultants, worked tirelessly to produce this Report.

For God and My Country

Rita S. Matovu
Chairperson,
Equal Opportunities Commission

The Executive Summary

The Equal Opportunities Commission (EOC) undertook the baseline survey to assess the state of equal opportunities in Uganda. With support of the Democratic Governance Facility (DGF) and the Government of the Federal Republic of Germany through Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), the Equal Opportunities Commission (EOC) under a two (2) year project titled *“Institutional Strengthening of the Equal Opportunities Commission to Implement its Mandate”* contracted a consultant who together with Staff of the EOC carried out a baseline survey on the status of Equal Opportunities in Uganda

A cross-sectional survey research design with both qualitative and quantitative components was employed in data collection and analysis. Due care was taken to factor in the existence of various categories of vulnerable and/or marginalised groups with input from District Local Government Leaders and particularly in Health, Education, Agriculture and Law Enforcement sectors. Key informant interviews and individually administered questionnaires were used in data collection.

The baseline study established that;

- a) Majority of those interviewed including political and technical leaders lacked awareness or knowledge of equal opportunities and the existence of Equal Opportunities Commission and/or its mandate.
- b) Many structures and institutions have been established by law both under the public and private sectors but are constrained from functioning due to limited funding or no funding, the existing systems and structures are not adequate and don't provide for satisfactory redress mechanisms for vulnerable and /or marginalised groups in ensuring equal opportunities.
- c) Many vulnerable and/ or marginalised groups lack adequate information on their rights as enshrined in the various laws and policies which limits their participation in promoting equal opportunities.

It was therefore recommended that; there should be mass continuous sensitisation of people on the concept of equal opportunities and the available avenues of affirmative action and redress for the vulnerable and/or marginalised groups. There is need for consistent and up-to-date information on

vulnerable and /or marginalised groups in public and private sector as well as monitoring and evaluation of the existing support systems to ensure their effectiveness in promoting equal opportunities.

The EOC would like to appeal to the public and private institutions to provide information and create awareness of equal opportunities and to promote and implement affirmative action. The Commission appeals to these sectors to mainstream equal opportunities and gender equality in their activities, programmes and plans.

We appeal to these institutions and the general public to refer issues of discrimination and/ or marginalisation to the Commission for redress.

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List of Acronyms and Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
CAOs	Chief Administrative Officers
CBOs	Community Based Organisations
CDD	Community Driven Development
CDOs	Community Development Officers
CFPUs	Child and Family Protection Units
CPF	Charity for Peace Foundation
CSOs	Civil Society Organizations
CWDs	Children with Disabilities
DAOs	District Agriculture Officers
DDHS	District Director of Health Services
DEOs	District Education Officers
DGF	Democratic Governance Facility
DHOs	District Health Officers

DISOs	District Internal Security Officers
DPCs	District Police Commanders
DSCs	District Service Commissions
EIMS	Education Information and Management System
EOC	Equal Opportunities Commission
EOs	Equal Opportunities
FDGs	Focus Group Discussions
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GoU	Government of Uganda
HC	Health Centre
HIV	Human Immunodeficiency Virus
HLG	Higher Local Government
HRBA	Human Rights Based Approach
HUMCs	Health Unit Management Committees
IGAs	Income Generation Activities
IUCN	International Union for Conservation of Nature
KIIs	Key Informants Interviews
LCs	Local Councils
LFA	Logical Framework Analysis
LGMSD	Local Government Management on Service Delivery
LRDP	Luwero-Rwenzori Development Plan
M & E	Monitoring and Evaluation
MoGLSD	Ministry of Gender Labour and Social Development
MPs	Members of Parliament
NAADS	National Agricultural Advisory Services
NDP	National Development Plan
NGOs	Non-Governmental Organisations
NPFs	National Planning Figures
NUSAF	Northern Uganda Social Action Fund
OVCs	Orphans and Vulnerable Children
PLHIVs	People Living with HIV
PSFU	Private Sector Foundation Uganda
PTAs	Parents and Teachers Associations
PWDs	People with Disabilities
RAs	Research Assistants

RDCs	Resident District Commissioners
SDIP	Social Development Strategic Investment Plan
SMCs	School Management Committees
SPSS	Statistical Package for Social Scientists
TPC	Technical Planning Committee
TVs	Televisions
UBOS	Uganda Bureau of Statistics
UDN	Uganda Debt Network
UNISE	Uganda National Institute of Special Education
UPE	Universal Primary Education
UPF	Uganda Police Force
UPPET	Uganda Post-Primary Education and Training
USE	Universal Secondary Education
VGPs	Vulnerable Groups
VSLAs	Voluntary Savings and Loans Association

Definition of Terms¹

Affirmative Action: All deliberate actions, and initiatives taken in favour of marginalized groups in order to redress imbalances caused by reason or attribute of disability, health status, history, culture, gender, ethnicity, religion, opinion, socio- economic or cultural standing in line with Art.32 of the Constitution.

Child: A person below the age of 18 years.

Civil Society Organizations: Agencies that are neither fully for profit nor State run.

Community participation: A process whereby all members of a community are fully involved in decision-making and actions that affect them.

Community: A group of people who live in the same area or who have common interests but whose needs and status may differ.

Disability: A loss on the body that is physical, psychological or sensory.

Discrimination: Giving different treatment to different persons attributable only to their respective description by sex, race, colour, ethnic origin, birth, creed or religion, social, culture, geographical, economic standing, political opinion or disability or any combination of the above.

Older Persons: People aged 60 years and above.

Employment: Gainful engagement in any economic activity.

Empowerment: A process of enhancing people's capacity to participate and manage their own development.

Equality: Absence of discrimination with regard to access to resources, services, power, opportunities and benefits irrespective of a person's status.

Equity: Fairness and justice in the distribution of resources, opportunities, responsibilities and benefits.

¹ Adapted from The Equal Opportunities Policy, 2006

Gender: The social and cultural construct of the roles, responsibilities, attributes, opportunities, privileges, status, access to and control over resources and benefits between men and women, boys and girls in a given society.

Marginalization: The situation of being left at the periphery in accessing opportunities, resources and services.

Opportunity: A prospect or choice which persons have to access or utilize goods or services and participate in any matter affecting them.

Poverty: The inability of an individual, family or community to achieve a minimum standard of living as evidenced by lack of basic needs and services.

Vulnerability: The state of powerlessness to withstand individual, household and community shocks.

Vulnerable Groups: Categories of people who lack security and/or are susceptible to risk and/or are exploited. In the context of this report, vulnerable groups include women, youths, orphans and other vulnerable children (OVCs), people with disabilities (PWDs), people living with HIV (PLHIVs), ethnic minorities, among others.

Chapter One: Introduction

1.1 The Equal Opportunities Commission

The Equal Opportunities Commission (EOC) is a body corporate established by the Equal Opportunities Commission Act of 2007 in fulfilment of Article 32(3) of the Constitution of the Republic of Uganda. The EOC was set up to give effect to the State's constitutional mandate to eliminate discrimination and inequalities against any individual or group of persons on the ground of sex, age, race, colour, ethnic origin, tribe, birth, creed or religion, health status, social or economic standing, political opinion or disability.

The Project

The EOC with support from the Democratic Governance Facility (DGF) and the Government of Germany through Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) is to implement a 2 year project titled; *“Institutional strengthening Of the Equal Opportunities Commission to implement its Mandate”*. This project aims at strengthening the capacity of the EOC to deliver on its mandate as provided for in the Equal Opportunities Commission Act 2007.

1.1.1 Project Goal

The overall goal of the project is to redress imbalances and promote equal opportunities for all especially the vulnerable and / or marginalized groups.

1.1.2 Project Objectives

- 1) To build the capacity of state institutions and to enhance the mainstreaming of equal opportunities and affirmative action in favour of vulnerable and/or marginalized groups using a Human Rights Based Approach to programming and planning of at least 8 institutions within the selected districts, these being; the district local government: education, health, agricultural sectors as well as law enforcement agencies.²
- 2) To monitor and evaluate compliance with equal opportunities and affirmative action in favour of vulnerable and /or marginalized groups in at least 8 district local governments.
- 3) To develop, conduct and manage educational and informational programs to facilitate awareness and understanding of equal opportunities and affirmative action.³

² These will be selected as per annual work plan.

³ The Commission plans to conduct awareness for local councils on equal opportunities justice in 15 districts.

- 4) To strengthen the institutional and human resource capacity of the Equal Opportunities Commission to implement its mandate.

1.2 Expected Results / Outcomes

It is expected that the Project will lead to change in the status of equal opportunities protection and promotion especially for the vulnerable and /or marginalised groups.

The Expected Results at the end of the Project are as follows:

- 1) Increased capacity of state institutions to integrate HRBA in their work in order to adequately address issues of equal opportunities.
- 2) Increased compliance of State MDAs and Non-State Actors with the Equal Opportunities Act.
- 3) Increased access to justice and administration of justice on issues of equal opportunities.
- 4) Enhanced capacity of local councils and sector planning officers in mainstreaming the Human Rights-Based Approach and principles of equal opportunities into conflict resolution, planning and budgeting at the district level.
- 5) Increased public awareness, appreciation and support towards equal opportunities and affirmative action in both the public and private sector.
- 6) Strengthened Institutional Capacity of the EOC to enable it effectively, efficiently and sustainably execute its role and mandate.

1.3 Purpose of the Baseline Survey

The survey was carried out to benchmark and track project progress, and to develop routine Monitoring and Evaluation (M&E) protocols. This information will be used to feed into the Annual State of the Equal Opportunities Report which the EOC is mandated to compile and submit to the Parliament of Uganda on an annual basis and for measurement of the future impact of the project.

The working/operational definition of the baseline study provided for in the conception and design of this project is as follows: *“The current performance levels that an institution aims to improve when setting performance targets.”* This is in conformity with the World Bank definition which states that, *“a baseline is an analysis describing the situation prior to a development intervention, against which progress can be assessed.”*

This project is governed by a Project Implementation Plan which includes an extensive Logical Framework Analysis (LFA) with several indicators to assess efficacy against objectives. The indicators so far used in the log frame have been mapped into a Monitoring and Evaluation (M&E) Plan and result chains model. The baseline study was therefore aligned to the LFA and M&E plan and in addition the baseline study outcomes therefore comprehensively addressed all the project objectives stated above.

1.4 The Scope of Work

The consultants designed and conducted a multi-dimensional baseline study. They included qualitative and quantitative approaches with a variety of primary and secondary data sources including participatory methods. The data sources included data banks, newspapers, reports of peer institutions, local government assessment guidelines, gender budgeting and audit guidelines and monitoring and evaluation reports, interviews, focus groups, desk-top analysis, historical data and trends to cover all dimensions of the Project's LFA and project objectives. The quality of data with respect to accuracy, reliability and validity was crucial to the baseline study.

The design and execution of the study was participatory and the consultants worked closely with the technical staff at the EOC. The proposal to undertake this study included a plan to indicate how existing project staff at the EOC would effectively be engaged in the activities of the study with a view to develop their skills to conduct similar studies in future.

1.5 The overall objective of the Baseline Survey

The overall purpose of the baseline survey was to generate baseline data and information on the state of equal opportunities in Uganda, piloted in the eight project districts tailored to each of the project objectives.

1.5.1 Specific objectives of the Baseline Survey

- To provide information on the present status of equal opportunities in the project districts.
- To provide information on the status of participation of vulnerable groups in the project districts in promotion of equal opportunities.
- To provide benchmarking information for measuring project achievements and impact (at the project objectives, output levels).
- To provide information for planning the project, including an assessment of the institutions, structures and systems in place to ensure equal opportunities for all.
- To provide information on how vulnerable groups like the youth, women, ethnic minorities, People Living with HIV/AIDS, older persons and persons with disabilities, are engaged in promoting equal opportunities for all.
- To identify benchmarks and indicators that will be used as a point of reference for monitoring and evaluation of the project.

1.6 Baseline Methodology

The baseline survey comprised of a desk review/survey and field interviews/visits. The study employed a cross-sectional design with both qualitative and quantitative components. Primary data from the field was triangulated with secondary data on the variables under study. Thus, qualitative and quantitative methods were supplemented by extensive document review.

1.6.1 Development and Pre-testing of Data Collection Instruments

Before commencement of data collection, the research team developed three instruments for data collection in consultation with the client. The tools included questionnaires; key informant interview schedules (KIIs) and focus group discussions (FGDs).

The questionnaires were pre-tested in Kampala, to test adequacy (to study objectives), completeness (as in capturing major issues of the baseline), validity and time taken to complete them. A research instrument validation exercise was done collectively by the research team/ consultants and staff of the EOC.

1.6.2 Selection and Orientation of Research Assistants

A total of 8 Research Assistants (RAs) knowledgeable of the local languages spoken in the project districts were selected. After selection, the RAs were oriented on the assignment. The orientation covered the scope of work, their roles and responsibilities and how to administer the data collection instruments, pitfalls in social research, how to minimize biases and accurate gathering of data.

1.6.3 Sampling Procedure

The survey was done in two sub-counties of each of the following project districts: Abim, Arua, Gulu, Kanungu, Kapchorwa, Kisoro, Masaka, and Wakiso. Before departure to the field, the research team obtained a complete list of all the sub counties of the 8 project districts from Uganda Bureau of Statistics (UBOS). The sub-counties were then randomly selected by the study team with the guidance of the local government officials such as the CAOs who knew the profile of the sub-counties. The selection was done factoring in the existence of vulnerable groups. The sub-counties were selected such that one had an urban (near town) setting and the other had a rural setting (far from the district headquarters).

Table 1: Sampled sub-counties and parishes

	District							
	Abim	Arua	Gulu	Kanungu	Kapchorwa	Kisoro	Masaka	Wakiso
S/County	Abim	Oluko	Bungatira	Kirima	Chema	Chahi	Mukungwe	Kakiri
Parish	Kalakala	Ombokoro	Atiaba	Rutugunda	Chema	Rutare	Samalia	Kakiri
S/County	Lotukei	Vurra	Koro	Kihiihi	Kapchesombe	Nyakabande	Buwunga	Masulita
Parish	Orwamuge	Tilevu	Kal	Kabuga	Kwoti	Gisorora	Buwunga	Kabale

A multi-stage sampling technique was used to arrive at the sample of the respondents. This continued until the desired number of respondents was reached. The snowball sampling technique was also used concurrently.

The questionnaire sample size was 30 respondents per district comprising of equal numbers of male and female respondents. A total of 240 respondents (local community) were interviewed using questionnaires, of which 50% were male and 50% were female.

The KIIs were done with heads of the following sectors: Education, Health, Agriculture and Law enforcement in each district. At the district level, interviews with RDCs, CAOs, Chairpersons LCV, Community Development Officers, Gender Officers, District Directors of Health Services, District Production Coordinators, District NAADS Coordinators, District Education Officers, Probation and Social Welfare Officers and District Police Commanders were carried out. At the sub-county level, the Sub-county Chiefs, LCIII chairpersons and CDOs were interviewed. At the community level, two focus group discussions were carried out (one for males and one for vulnerable females) especially to assess the opinion of the most vulnerable persons on equal opportunities.

1.6.4 Data Collection

The research team conducted a desk review of a number of documents relevant to the study including project documents, EOC Draft Strategic Plan, policy papers, Logical Framework Analysis (LFA) report, surveys and reports that have been produced in connection with project thematic areas. The data sources also included data banks, newspapers, reports of peer institutions, local government assessment guidelines, gender budgeting and audit guidelines and monitoring and evaluation reports, interviews, focus groups, desk-top analysis, historical data and trends to cover all dimensions of the Project's LFA and project objectives.

Documentary review was also used to inform the process of designing the data collection tools, but it also formed part of data collection. This continued as the study progressed as more relevant data was collected during field work.

For purposes of efficiency, the research team was divided into two groups. Each of the two groups of the research team conducted field visits and interviews with local and national stakeholders from 4 districts. The respondents included the following: community members, representatives of NGOs, Local government leaders, and district political officials. The assignment employed three data collection tools namely questionnaires, FGDs and KIIs.

1.6.4.1 Questionnaires

Questionnaires were researcher-administered to the respondents. This was the main tool for information gathering from the community. This was meant to cater for respondents who may not be able to read and write. This approach was also meant for high levels of consistency of information generated and to avoid wastage of time and other resources. In some isolated cases, a few respondents preferred to fill in the questionnaires by themselves since they knew how to read and write. But this did not water down the quality of the data provided because the research team probed them for more information as they answered the questions.

1.6.4.2 Key informant interviews

The respondents were relevant stakeholders at district, sub county and community levels. The sampling technique for focus groups and key informants were purposive to cover those with vital information about the subject matter. Officials from the districts and sub counties were interviewed. These included Local government leaders from the eight districts, LCVs, CAOs, and Heads of departments in the of education, health, agriculture sectors and law enforcement agencies, DEOs, DHOs, District Planners, DAOs, CDOs, Directors of Community Services, Community Liaison Officers, DPCs, Sub-County Chiefs, and Sub county Secretaries for Community Services. The Equal Opportunities Commission Members and staff also provided input. This was done with the exception of very few key informants who because of their busy schedule preferred to have the interview guides filled by themselves personally and thereafter handed over to the consultants.

1.6.4.3 Focus group discussions

There were two FGDs (Males and Females separately) per district with an average of 8 to 12 respondents in each group. Respondents were randomly sampled to include a wide variety of experiences, ages and living standards. This tool was used to triangulate data gathered using questionnaires and from key informants. Groups with different respondent types (women, men, youth, etc.) ensured better accuracy levels of data. This is because FGDs help to reduce or control biases of respondents exhibited in personal interviews.

1.7 Quality Assurance/Reliability

To ensure quality, reliability and credibility of the research findings, the research team used a number of mechanisms, such as; identification of samples with equal opportunities issues from the Lower Local Governments with the guidance of HLG officials. Purposive sampling was used to determine key informants at district and sub county levels. . Multistage sampling was used to arrive at questionnaire respondents. The sampled

sub counties were either randomly selected or determined by district officials. Random sampling was used to determine the two parishes and two villages respectively. The use of competent Research Assistants who knew the local languages and could easily comprehend research issues ensured adherence to study indicators.

Team meetings were held at the end of each day to ensure completeness of interview guides and questionnaires before leaving the field (this addressed the fact that some ideas not actually written during the interview may be forgotten). The use of FGDsto triangulate findings from questionnaires and interviews, and carrying out Key Informants interviews to supplement local respondents' interviews were done to ensure high quality and reliability.

Regarding the research tools themselves, adequate space was provided in the interview guide to document information provided by the respondents. The research team used note books to document issues that were not adequately catered for in the interview guide and questionnaire. The structured questions in the interview guide had a provision for 'others' which helped the study team to document information that had not been included in the interview guide. Therefore all the issues raised in the interview guide and questionnaire that were relevant to the study were captured.

1.8 Data Analysis and Report Writing

Quantitative data inspection was done at the end of each day to ensure completeness. After the field work, the data was entered into a database in a SPSS and analyzed. A descriptive measure of association analysis was done.

Qualitative data from KIIs and FGDs was progressively analyzed. Data analysis within the current descriptive approach was done to summarize the information content of the data. Within this approach, codes (i.e. descriptive categories) were systematically applied to data in order to identify emerging themes or categories of information. It was then correlated to the baseline study objectives.

1.9 Limitations of the Study

The research team experienced some limitations/challenges during data collection from the field. Some district officials were not available for interaction with the research team. Partly this was because some were away on off-station duties and partly some were too busy with office work to attend to the research team. A few of them opted to receive and fill the interview guide by themselves.

The bad roads and the mountainous terrain of some districts such as Kapchorwa, Kisoro and Kanungu made it hard for the research team to carry out the survey in far and hard to reach sub counties.

Some community members asked for money as sitting allowance, which had not been budgeted for. This practice was found in all the districts visited. Some potential respondents were not willing to freely divulge information and therefore shied away from the interview.

1.10 Background of the respondents

This subsection presents disaggregated data of respondents interviewed, as illustrated in Table 2 and 3

Table 2: Age groups of respondents (community members)

Age Group	Gender		
	Male (n=120)	Female (n=120)	Total (n=240)
<20 years	15	12	27 (10.1%)
20-35 years	58	51	109 (45.9%)
35-50 years	28	27	55 (23.2%)
50-60 years	11	15	26 (11%)
>60 years	8	15	23 (9.7%)

n; number

Table 3: Educational levels of respondents (community members)

Education level	Gender		
	Male (n=120)	Female (n=120)	Total (n=240)
None	12	32	44 (18.3%)
Primary	41	44	85 (35.4%)
Secondary	46	30	76 (31.7%)
Tertiary	21	14	35 (14.6%)

n; number

About half (45.4%) of the questionnaire respondents were in the age range of 20-35 years, (22.9%) were in the age range of 35-60 years, while 9.6% were over 60 years. The community members interviewed included persons below 20 years who comprised 11.3%. With the exception of the older persons group (>60 years) where females outnumbered the males, there were no major differences observed with regard to age among the different groups.

In Table 3 the majority of the respondents (81.7%) had attained some level of formal education ranging from primary to tertiary institutions, with more than a third of the respondents (35.4%) stopping at primary level. This is interesting because at the national level, the overall literacy rate among children aged 10 years and above was 73 percent in 2009/10⁴. It should be noted that many of these respondents stopped out P.3 or below, and only a few reached P.7. The research found out that only 31% of girls primary education⁵.

Among the respondents, contrary to the national situation, a slightly higher proportion of females (36.7%) completed primary education compared to their male counterparts (34.2%). However, male respondents who reached secondary level dominated their female counterparts. It was noted that only 14.6% of the respondents attained post-secondary/tertiary training, the majority being male.

⁴ UBOS Statistical Abstract 2012

⁵Participatory Preliminary Study (PPS), April 2012

Chapter Two: Baseline Study Findings

2.1 Introduction

This section of the report presents the findings and discussion of the baseline survey on equal opportunities in Uganda.

2.2 Status of Equal Opportunities

2.2.1 The Concept of Equal Opportunities

The Equal Opportunities Act 2007 defines equal opportunities as: *having the same treatment or consideration in the enjoyment of rights and freedoms, attainment of access to social services, education, employment and physical environment or the participation in social, cultural and political activities regardless of sex, age, race, colour, ethnic origin, tribe, birth, creed, religion, health status, social or economic standing, political opinion or disability*⁶.

- Most respondents interviewed did not have the technical or legal definition of the concept of equal opportunities. However they were able to define it from their own understanding as follows: Equity among people
- Equal treatment without discrimination
- Same, fair or equal treatment
- Equal access to services
- Equal participation in decision making

It is important to note that more women than men alluded to equal opportunities as being equal treatment in enjoyment of rights and freedoms. This is an indicator of gender dimensions in enjoyment of basic rights and freedoms.

In access to services, there was not much difference in the responses of men and women. In terms of participation, men were more aware of aspects of equal opportunities than women.

⁶The Equal Opportunities Commission Act 2007, page 3

2.2.2 Systems and structures for ensuring Equal Opportunities in Uganda

2.2.2.1 The Legal Framework

Systems refer to the totality of the legal and normative framework in place for ensuring equal opportunities. Structures refer to institutions in place to ensure equal opportunities. In Uganda there are many laws meant to ensure that all citizens have equal opportunities. The Uganda Constitution (1995) recognizes the rights of vulnerable groups and provides the basis for the enactment of laws and development of policies that address their concerns. The constitution provides for fair representation of marginalized groups on all constitutional and other bodies, recognition of the rights of vulnerable groups to respect and human dignity, and the promotion of their development. It further enjoins the country to take affirmative action to redress the imbalances that exist against vulnerable groups.

The Constitution provides that in every Council, vulnerable groups should be represented (at least 1/3 should be vulnerable group members). Local Governments, land and service commissions do have some of the vulnerable groups as their members. Women, youths and PWDs are represented in planning, equity on gender is emphasized in budgeting and reporting, deliverables such as the NAADS programmes have specific clauses for vulnerable groups. There is also a district local government council which approves budgets with sectoral committees.

The Parliamentary Elections Act of 1996 provides for representatives at all levels of Government. The Children's Act (Cap 210) stipulates the rights of children among others. The Local Governments Act 1997 (as amended) provides for representation of special interest groups like the army, women, persons with disabilities (PWDs) and youths at all levels of local Governments.

The Uganda Communications Act 1997 provides for development of techniques and technologies that facilitate accessibility to communication services by all including PWDs. The Universal Primary Education Act of 1997 requires families to take all children to school, including Children with Disabilities (CWDs). The Uganda Traffic and Road Safety Act of 1998 stipulate that PWDs shall not be denied driving permits on the basis of their disability. The Uganda National Institute of Special Education (UNISE) Act of 1998 provides for establishment of UNISE for training of teachers for children with special needs as well as special education teachers. The Land Act 1998 provides that any transaction on customary land that discriminates on women, children, and persons with disabilities shall be null and void. The National Council for Disability Act of 2003 mandates the Council to bring PWDs issues to the attention of government, NGOs, private sector and individuals so as to improve the lives of PWDs⁷.

⁷ Ministry of Gender, Labour and Social Development 2006, National Policy on Disability in Uganda

2.2.2.2 The Normative (Policy) Framework

Uganda has many policies on ensuring equal opportunities across the sectors. The National Development Plan (NDP) provides an overarching framework to guide public action to eradicate poverty, spells out priority action areas to support, mobilize and empower vulnerable groups to participate in the economic growth and social development process. The Social Development Strategic Investment Plan (SDIP) addresses major challenges of inequality, inequity, exclusion, unemployment and low productivity among the poor and vulnerable. The SDIP ensures that vulnerable groups are protected from risks and repercussions of livelihood shocks by overcoming constraints that impede the development of their productive capacities.

The National Equal Opportunities Policy 2006

The policy guides the establishment and promotion of a just, free and fair society, where all citizens participate in and benefit from the development process. It promotes the fulfilment of the fundamental rights of all Ugandans to social justice and economic development. Implementation of the policy will ensure a holistic approach in addressing equal opportunity concerns of the vulnerable and marginalized groups. It will be implemented through a sector wide approach by all stakeholders.

The Policy will ensure that affirmative action is applied where imbalances exist or where the targeted beneficiaries of a particular policy are not captured. The policy will guide the monitoring, reviewing and evaluation of government affirmative action measures, which have been scattered across all sectors. These include: 1.5 points for girls at public universities, participation in elections, bursaries, quotas and where necessary guide the allocation of resources to correct the imbalances.

Decentralization

The principle of decentralization entails that local governments should ensure quality and sustainable delivery of services to marginalized groups in an equitable way. The devolution of powers means that in principle, the local people will make decisions on service delivery that suits their needs and takes care of all without discrimination. The Policy is meant to ensure that equal opportunities and affirmative action are mainstreamed in all local government funding and activities in line with Article 180 (c) of the Constitution.

The Technical Planning Committee (TPC) discusses issues of service delivery in the district and carries out sex disaggregated planning where all gender is balanced. The local government councils' representation of the vulnerable groups is meant to ensure that their concerns are taken care of in service delivery, recruitment, and awards of tenders or contracts with no discrimination.

Planning meetings are open to all and special care is taken for marginalized groups. Efforts are made to cater for different groups in the development plans and financial year budgets. Various projects are allocated to vulnerable groups. At district level, there is a special grant given to sub-counties which is used to help the vulnerable groups.

Special Programmes

Equalization

Government recognized that districts are not the same in many ways. For example considering that some districts have very limited local revenue sources, the Equalization Grant was put in place to ensure equal opportunities. However, there seem to be discrepancies. For example because Soroti and Abim are all in north-eastern Uganda, they get the same amount of equalization grants yet Soroti is better off in terms of staff, local revenue, systems and infrastructure. Other forms of equalization include the Local Government Management Service Development (LGMSD), Luwero-Rwenzori Development Plan (LRDP) which was setup to help people of Luwero and the Ruwenzori to recover from the effects of war, Youth Development scheme, Community Driven Development (CDD), Northern Uganda Social Action Fund (NUSAF I & II), the Peace, Recovery and Development Plan for northern Uganda (PRDP I & II), and Karamoja Integrated Disarmament and Development Plan (KIDDP) which take care of groups marginalized by disasters or history.

2.2.3 Structures for ensuring Equal Opportunities in Uganda

It includes structures like Women Councils, Youth Councils, and special programmes, among others. At the operational level, most special programmes like National Agricultural Advisory Services (NAADS), Luwero-Rwenzori Development Plan (LRDP), Karamoja Integrated Disarmament and Development Plan (KIDDP), Peace, Recovery and Development Plan for northern Uganda (PRDP), Northern Uganda Social Action Fund (NUSAF), Northern Uganda Reconstruction Plan (NURP), among others, have provisions for inclusion of vulnerable groups.

At the local government level, there are equalization grants which are meant to bridge the gap between districts with additional revenue sources, in addition to transfers from the Central Government, and those with limited or none. The programmes targeting northern Uganda, Luwero and Ruwenzori are based on the fact that they have been disadvantaged and lagged behind the rest of Uganda due to war. The same applies to programmes in Karamoja, due to the fact that the sub region has lagged behind the rest of the country due to intrinsic violence and inadequate services. In the National Agricultural Advisory Services (NAADS), when farmer groups/fora who are applying for support have women, youths, persons with disabilities, people living with HIV (PLHIVs), etc as their members, they score more marks according to the guidelines and are more likely to get funding and vice versa if they do not.

Education Sector

In the education sector, there are many policies that promote equal opportunities. These include among others, Universal Primary Education (UPE), Universal Secondary Education (USE) and Uganda Post-Primary Education and Training (UPPET). Other measures in the education sector to promote equal opportunities include: giving women extra one and a half (1.5) points for public university entrance (affirmative action), and girl-child education initiatives. To ensure that both boys and girls are enrolled in schools, parents, SMCs, PTAs and boards of governors are sensitized to send children to school. In some schools, even pregnant girls are not sent away from school; implying no discrimination and hence equal chances are given to all. There are also special efforts to ensure that girl child enrollment and special needs education for both the blind and deaf children are met.

More so, in schools, there are separate toilets for girls. In some schools there are toilets for CWDs with ramps entrances. However these are not enough for CWDs who move on hands. Leaders under the education department always analyse vulnerable groups participation, for instance, how many girl children are in school, the number of school drop outs, why are they dropping out of schools and following up on the arrest and prosecution of perpetrators of early marriages.

There are also institutions to support the development of youths through training in employable skills. For example, there exists the Training and Information Centre in the greater Masaka district- supported by DANIDA, where youths are trained in agriculture for meaningful farming to transform subsistence to commercial farming hence increasing subsistence output.

Health Sector

There are many provisions for equal treatment in the health sector. Consultation, testing and treatment in all government facilities are free to all. This includes free medicines and anti-retroviral drugs for people living with HIV (PLHIVs). However, there are mixed reactions when it comes to access to health services. Others feel that there is no discrimination and equal chances are given to all, thus the department has a broad approach that cuts across the board including the vulnerable. Additionally there are Health Unit Management Committees (HUMCs) which comprise health unit staff and selected community members, and are supposed to have quarterly meetings with the DHO to give feedback on medical issues for the vulnerable groups. They are also supposed to have meetings with communities to get feedback on how they feel about the services they are offering. However their meetings are very infrequent due to lack of funds. Therefore it is not an effective mechanism.

In constructing health centres, the government plans to accommodate PWD issues by putting ramps at the block entrances (friendly environment) for easy access of the facilities. On the other hand people feel that if you do not

know somebody in a government health facility above Health Centre II (parish), it is difficult to get attention, leave alone treatment.

Community Services

The CDOs are coordinating matters to do with vulnerable groups. However, the department is among the most underfunded. Most CDOs do not have operational funds and are redundant due to lack of funding. They are only used for mobilization for other programmes. The Community Services Directorate presents a huge opportunity as a clearing house for equal opportunities.

Agriculture

The production directorate represents the engine of food and income generation. In addition to the routine agricultural extension services provided by government, NAADS was initiated to transform the agricultural sector –from subsistence farming to commercial farming. NAADS therefore is based on promotion of innovative enterprises by community members who have been formed into groups / farmers' fora. NAADS give inputs by considering all people. They provide farmer education through mobilization and sensitization of masses where the sub counties endeavour to reach all people without discrimination. They have special consideration for vulnerable groups in the farmers' foray (groups) such that there are specific scores for vulnerable groups like women, youths, PWDs, and PLHIVs. Thus fora with such vulnerable groups score high and are more likely to get support from NAADS. The selection of enterprises is done by community members. This is where some vulnerable groups like ethnic minorities⁸ fail to benefit as many may not vote in favour of their enterprises.

The NAADS programme has implementation guidelines on beneficiary selection namely, the farmer fora, community-based facilitators, and Parish coordination committees; all of which have representation of vulnerable groups. The selection criteria are such that vulnerable groups such as youth, women, PWDs and PLHIVs are awarded more marks hence giving them more chances. In principle there should be no discrimination and equal chances are given to all in accessing services. However, in practice because of many intra-communal dynamics like ill feelings against ethnic minorities and other vulnerable groups, they miss out.

Employment

Service Commissions at national and local government levels advertise for jobs (recruitment) in public newspapers, among others. This is meant to give all qualified candidates a chance to compete. The district councils address imbalances tasking the DSCs to post certain categories of teachers to hard-to-reach schools with reasonable allowances. The DSC is to ensure equal opportunities by working within the various legal frameworks and recruiting on merit. District Service Commissions (DSCs) have tried to ensure that a number of women join

⁸ Ethnic minorities in this report refer to ethnic groups with few members and members of ethnic groups living outside their original districts who are few in their current locality.

the production sector, hence gender balance. This is done through open advertisement for jobs with minimum requirements where the DSC does not state that it is only for males or a particular tribe⁹.

However, at the district level, there is very little transparency. There is a lot of segregation and nepotism – candidates who are not from the districts are branded outsiders and are sidelined. Those who eventually get the jobs risk being witch hunted, black mailed or maligned.

The district councils address imbalances by tasking the DSCs to post certain categories of teachers to hard-to-reach schools with reasonable allowances. Even within the districts, one has to be known to the members of the panel, otherwise they will not get jobs. This sad scenario means decentralization has brought corruption closer to the people and that local governments may not have qualified staff in some positions.

Law and Order

The Penal code provides for equality of all Ugandans before the law. Suspects are innocent until proven guilty. Police bond and bail are available to all persons in conflict with the law. The law is clear on rights and treatment of suspects and those imprisoned. The Uganda Police Force (UPF) has departments to handle difficult situations e.g traffic, and domestic violence. The DPC reviews failures and success with the Child Family Protection Unit (CFPU) and deployment rules such that others work in shifts and women do not go on night patrols. There are regular security and other meetings between the District Police Commander (DPC) and Magistrates, District Internal Security Officer (DISO) and the Resident District Commissioner (RDC) with the goal of serving the community with no discrimination and giving equal chances to all. Also the probation office and police force are in place to offer protection to the vulnerable groups.

Inter-Agency Forum (IAF)

The IAF, established under Ministry of Ethics and Integrity to handle cases of corruption, nepotism, among others is another provision to ensure equal opportunities in the country. Uganda has a good anti-corruption framework which is demonstrated by institutional coordination arrangements, legal reforms, political developments and constitutional provisions. A zero tolerance stance to corruption with a call for prompt and decisive action against any incidences of corruption at all levels has been adopted in the National Anti-Corruption Strategy (NACS).

The National Strategy is an action plan designed to make a significant impact on building the quality of accountability and reducing the levels of corruption in Uganda. Its focus is on building a culture where integrity is valued and corruption is rejected. This strategic framework is implemented by a range of agencies under the

⁹Interview with the Assistant Commissioner, Disability and Elderly, MoGLSD

anti-corruption Inter Agency Forum (IAF), led by the Inspectorate of Government (IGG), and coordinated by the Directorate for Ethics and Integrity (DEI). Membership of the IAF comprises the following institutions:

Directorate for Ethics and Integrity (DEI)

This is the policy arm in the fight against corruption in Uganda charged with coordination of national efforts against corruption and mainstreaming ethics and integrity in public service.

Inspectorate of Government (IGG)

The Inspectorate of Government is an independent institution charged with the responsibility of eliminating corruption and abuse of office, promoting good governance and enforcing the leadership code of conduct. It reports to Parliament and has the function of promoting and ensuring strict adherence to the rule of law and principles of natural justice in administration. It is also the national Ombudsman of Uganda.

Directorate of Public Prosecutions (DPP)

The Directorate handles and prosecutes all criminal cases in the country, delegates such powers where necessary, having regard to public interest, administration of justice and the need to prevent abuse of legal processes.

Office of the Auditor General (OAG)

The OAG is headed by the Auditor General of Uganda and provides an independent oversight of Government operations through financial and other management audits.

Public Procurement & Disposal of Public Assets Authority (PPDA)

The Public Procurement and Disposal of Public Assets Authority (PPDA), is the regulatory body for public procurement and disposal in Uganda. It sets standards and regulations for procurement in public offices.

Criminal Investigations Directorate (CID)

The CID is a Directorate of the Uganda Police force. With a new established anti – corruption Department, the CID supports the anti – corruption efforts in the investigation of cases of corruption and abuse of office.

Judiciary

An anti – corruption Court has been established and is handling corruption cases expeditiously. Other agencies that form the Inter Agency Forum are:

- Ministry of Internal Affairs
- Local Government Finance Commission
- Uganda Revenue Authority
- Public Service Commission
- Ministry of Public Service
- Ministry of Finance, Planning and Economic Development

- Ministry of Local Government
- Education Service Commission
- Health Service Commission
- Judicial Service Commission

In addition to what government is doing, Non-Governmental Organizations (NGOs) are also working on ensuring equal opportunities. Most NGO programmes are affirmative action driven, meant to correct apparent injustices and inequalities. Further to the normal service delivery complementary projects and interventions, NGOs are also engaged in empowering communities to claim their rights, fight corruption and other inappropriate situations. For example, the Uganda Debt Network (UDN), The Anti-Corruption Coalition, Kick Corruption out of Kigezi (an initiative by Kigezi district) and many others alike are working on ensuring effectiveness of government programmes at various levels. Kisoro NGO Forum mobilizes communities to ensure that government services reach people without discrimination.

There are many international NGOs like Action Aid Uganda, Care International in Uganda, Oxfam GB and local NGOs that are providing invaluable equalization interventions or affirmative action. This includes the many gender-focused programmes, institutionalization of gender and disability mainstreaming in activities and programmes.

The Parliamentary Standing Committee on Equal Opportunities

The Committee is mandated to monitor and promote measures designed to enhance the equalization of opportunities and improvement in the quality of life and status of all peoples including marginalized groups on the basis of gender, age (older persons, youth, children) disability or any other reason created by history, tradition or custom for the purpose of redressing imbalances which exist against them.

The standing Committee on Equal Opportunities comprises of 20 Members designated by Party Whips on the basis of proportional Party Membership in the House taking into consideration the numerical strength of the Parties and interests of Independent Members.

The Department of Equity and Rights

The Department of Equity and Rights (under the Ministry of Gender, Labour and Social Development) promotes issues of social protection, equity, human rights and community empowerment in the country. The mandate of the department is to formulate, coordinate and review policies and promote opportunities and interventions for Social Equity and Rights. The department provides support in the areas of advocacy, mainstreaming, promotion and strengthening capacity of duty bearers. The Department is enshrined under Chapter 4 of The 1995 Constitution of

the Republic of Uganda, Protection and promotion of Fundamental and other Human Rights and Freedoms, Article 21 (Equality and freedom from discrimination), Article 32 (Affirmative action in favour of marginalized groups), Article 36 (Protection of Rights of minorities), Article 38 (Civic rights and activities), Article 40 (Economic rights) and Article 44 (Prohibition of derogation from particular human rights and freedoms). The National Development Plan (NDP) Chapter on Social Development Sector provides for Promotion of Human Rights and Social Protection. The Social Development Sector Investment Plan (SDIP II) provides for equal opportunities for all Ugandans including vulnerable groups.

At the local community level, few respondents know about the systems and structures which are in place to ensure equal opportunities in their districts/sub-counties. As indicated in Figure 1, only one quarter of the respondents (25.4%) mentioned equalization projects as systems in place to ensure equal opportunities in their locality. Also 14.2% mentioned NGOs followed by about 13% who mentioned the existing laws on representation of vulnerable groups in governance. This is understandable since the respondents are the beneficiaries of the available projects, be it government or NGO funded projects. The least mentioned was the affirmative action policy (6.3%). This was probably due to very limited implementation of the existing government policy on affirmative action.

2.2.4 Other frameworks

There is affirmative action in the process of promotion in the police force where female officers' pass marks are lowered to ensure they are on equal footing with their male counterparts. Affirmative action for special interest groups is also found in the education sector where extra points are awarded to females and disabled persons in every school to enable them access Special Needs Education. There are also District Joint Monitoring Committees that monitor the inequality in sectors and departments.

In local governments, there is The Harmonized Participatory Planning and Budgeting Guidelines where everyone is supposed to be involved in development planning process in their communities. This includes developing community investment plans (CIPs) for villages, parish development plans for parishes (PDPs), sub county development plans (SDPs), and district development plans (DDPs). However, it should be noted that even if these fora have vulnerable groups in them, they do not necessarily enable vulnerable group issues to be taken into consideration. This is either due to the feeling that they are the minority and attention is focused on matters supported by the majority, or just due to open discrimination.

Table 4: Provisions to promote Equal Opportunities (n=240)

Sector	Number	Percentage
Agriculture/ NAADS	48	20.0
Distribute seeds, fertilizers and seedlings to the community members	30	62.5
Provision of animals such as goats, cattle and poultry such as chicken	15	31.3
Training farmers how to save money in VSLA	3	6.3
Health	39	16.3
Free health services to every one	15	38.5
Drugs distributed to all without discrimination	13	33.3
Training of people to protect themselves from HIV/AIDS	5	12.8
Training on sanitation practices such as latrine maintenance and rubbish pits	1	2.6
Provision of mosquito nets to pregnant women	5	12.8
Education	43	17.9
NGO's are sponsoring orphans and bright children in school	6	14.0
UPE and USE in government schools	31	72.1
There is a law that requires every school child to be in school	6	14.0
Community Services	31	12.9
Sharing ideas with community members	1	3.2
Everyone is given an opportunity to participate & benefit from services	6	19.4
Provision of certain items to orphans	1	3.2
Access to roads, water, drying forms and stores	22	71.0
IUCN offers free tree seedlings	1	3.2

Law and Order	60	25.0
Protection for all categories of people	24	40.0
Equal rights in courts of law	10	16.7
Local leaders in place (Usalama private guards)	26	43.3

Table 4 above shows the provisions in different sectors to promote equal opportunities as reported by the local communities. In the agriculture sector (20%), the most mentioned provision was distribution of seeds, fertilizers and seedlings to the community members (62.5%) followed by supply of animals such as goats, cattle and poultry (31.3%). In the above provisions, special attention is given to the different vulnerable groups.

In the health sector (16.3%), the community mentioned that they receive free medical services from the health centres although inadequate. These services include indiscriminate distribution of drugs and mosquito nets to pregnant mothers, sensitizations on HIV/AIDS and sanitation.

On the other hand, the community mentioned that in the education sector (17.9%) the following provisions are in place; law demanding parents to send all school going children to school regardless of sex and vulnerability, equal enrolment in government schools under UPE and USE, and some NGOs are sponsoring OVCs in schools.

Under community services (12.9%) the respondents stated that everyone is given an opportunity to participate and benefit from a few community based services such as road construction using labour based techniques and tree planting sponsored by IUCN in some districts. The local government harmonized participatory planning and budgeting guidelines provides for equal opportunities in participation in planning processes.

In the law and order sector (60%), the community is aware of the equal rights in Courts of law, family protection units in the police department and the existence of local security guards. However the community expressed discrimination in matters of police bonds and treatment of suspects in custody since those with money are treated differently because they can bribe police officers.

2.2.2.4 Effectiveness of Systems for Ensuring equal Opportunities

While the legal and policy frameworks are adequate, there are still glaring gaps in ensuring equal opportunities in the country. Equalization grants to local governments continue to raise questions. In most cases districts are categorized into regions or sub regions, and they receive equal grants within those divisions, and yet some districts are new and others very disadvantaged. Therefore equalization grants by design run counter to equal opportunities.

The provision of elections for vulnerable groups like women, youths and persons with disabilities are noble, however, they do not tantamount to equal opportunities in practice. In some cases, the representation is just numbers and nothing more. Most special interest group representatives said that since they are outnumbered in the councils, their views rarely sail through. In some situations they aspire for public positions without understanding how Local Governments work (legally) and are shut down when they try to assert their positions for not following the procedures.

Most women and persons with disabilities elected to local governments are semi-literate due to historical injustices against these groups, making them disadvantaged. This is a case of the disadvantaged representing the disadvantaged.

There are no proper and inclusive orientation programmes for these special interest groups in decision making structures and therefore they do not know their rights and entitlements.

Thus while the systems are adequate, the lack of reprimand (what happens when what the law provides for is not done) and redress mechanisms render the systems unworthy. This is majorly due to lack of monitoring and evaluation. Some of these problems are related to inadequate funding. In other cases the law is unclear making implementation difficult. For example, in situations where the law says: “... *the Chief Justice shall..*” or “*the Attorney General shall..*” without specifying who should follow up to ensure the Chief Justice or the Attorney General does that, there could be stalemates.

Effectiveness of Structures for ensuring equal opportunities

Decentralization provides Local Government structures which are to promote equal opportunities in governance right from the village to the district levels. It provides for election of personalities approved by the community to represent them. It also provides for election of representatives of special interest groups like women, youths and persons with disabilities. In principle therefore, decentralization provides for equal opportunities.

However, in practice, it has worsened assumption of equal opportunities in most cases. The biggest problems are nepotism and sectarianism. Because of these, public officers are sometimes risk averse due to the existence of ‘power houses’ that they can run to anytime and get anything they want. In some cases, those involved in malpractices run to politicians for protection, rendering the accounting officers impotent. The power centres protect or play down the wrongs in the name of serving the people or “giving services to our people”. For example, in some districts when those who got employed fraudulently are identified and summoned by the CAOs for verification, they seek political protection. This means that in some cases certain positions in local governments are occupied by lower cadres or outright inappropriate candidates. The result is in poor service delivery and disregard of equal opportunity principles.

On the issue of effectiveness of the systems and structures in place to ensure equal opportunities, as indicated in Figure 2, about half of the respondents said that the available systems and structures are effective while one third said the systems and structures are not effective. Only a small fraction of the respondents said the existing systems and structures are very effective (9.9%). The ineffectiveness and/or the average effectiveness of the systems and structures mentioned are due to the fact that the structures were established but not well facilitated by Government. For example according to the Sub-County Chief, a total of Uganda shillings 9.5 million was budgeted for Masuliita Sub County in Wakiso district last financial year (2012/2013) but only 6.5 million shillings was released. So the inadequate funding by government has left many systems and structures partly functional or non-functional in most cases. For the little funds which are released for some projects, staff salaries and administrative costs take most of the funds and so little is left for service delivery to the communities. Under the law and order sector, the police department has child and family protection unit where the police do their part of criminal and civil investigations and counselling; and hand over cases to the civil courts. But due to limited facilitation in terms of transport and allowances, the police do not reach far and hard to reach places.

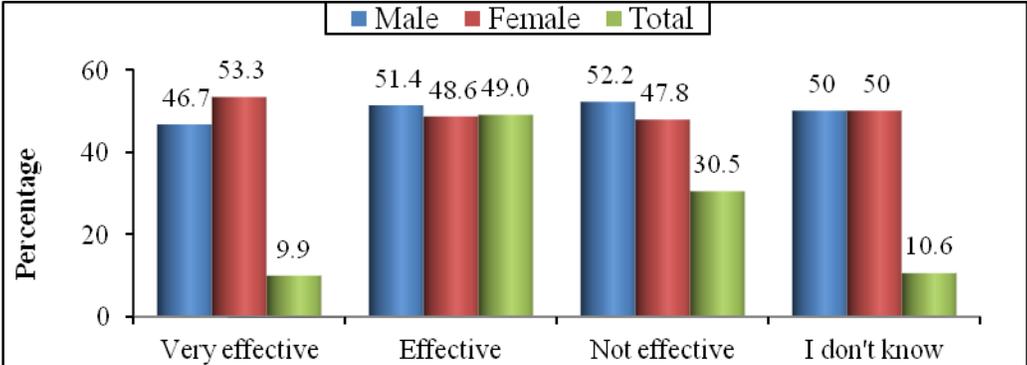


Figure 1: Effectiveness of the systems and structures to ensure Equal Opportunities (n=151)

On the other hand, different groups have benefited from the special grants such as CDD grants and the sub counties do not dictate who should benefit, rather the communities make their own choice of the project interventions. On the issue of employment, there has not been fair recruitment by the district service commission in some districts where nepotism and corruption abound. In the sector of education, sub county officials make sure they meet parents and teachers in some districts over school drop-outs. The aim is to encourage parents to take their children back to school and parents who fail to comply are punished. This is the case in Gulu, Kanungu, Kapchorwa, and Kisoro districts where girl children drop out of school for early marriages and also during harvest seasons to chase birds and monkeys away from the plantations and farms.

2.2.3 Challenges to Accessing Equal Opportunities

2.2.3.1 Institutional

The Equal Opportunities Commission

The Equal Opportunities Commission was established by The Equal Opportunities Commission Act, 2007 and started operations in 2010. However, although the Commission is in place, the staff establishment stands at approximately 30%. The Commission, like other government agencies is faced with funding shortages. For example, the Commission's budget was cut from the proposed 4.6bn to 1.7bn. This represents a 63.3% cut to the budget, rendering it unable to perform certain functions. The limited funding has delayed recruitment and filling of some positions in the Commission. While recruitment to fill vacant positions is going on, inadequate funding is still likely to stifle its operations.

Other Institutions

Other institutions involved in ensuring equal opportunities are NGOs and CBOs. These mainly focus on vulnerable individuals and groups within the communities so as to design interventions that will help them catch up with the rest of the communities in terms of access to services. Many NGOs are involved in direct service delivery, advocacy/lobbying and linkages. While they do this, they do not follow Government's definitions of vulnerability but pragmatic ones within their mandates. In some cases, support has been given to structure that promote equal opportunities for vulnerable groups. This has been done for youths, women, orphans and other vulnerable children (OVCs), persons with disabilities (PWDs) and PLHIVs.

2.2.3.2 Vulnerable Groups

Vulnerable groups refer to those groups of persons who are disadvantaged and are discriminated against. This includes women, youths, orphans and other vulnerable children (OVCs), persons with disabilities (PWDs), people living with HIV (PLHIVs) and ethnic minorities. Ethnic minorities refer to ethnic groupings with few members. These include the Batwa of Western Uganda, the Benet (Sebei) and Ik (Karamoja) of North Eastern Uganda. However, it emerged during the study that even members of ethnic groups that live outside the mainstream sub regions consider themselves ethnic minorities by virtue of their small numbers in the district or sub region.

Table 5 shows the challenges experienced by different vulnerable groups in accessing equal opportunities. The most stated challenge was corruption (53.6%). Examples of corruption included the police asking for money from the victims (or relatives) of abuse such as defilement in order to handle the case and subject the offender to the courts of law. Otherwise, the culprit is released from the police custody. Additionally, insufficient information on

policies and laws on equal opportunities was reported by the community members (42.5%) followed by nepotism (27.1%). Lack of information has led some of the communities to suffer by not reporting cases of abuse and the culprits are left at large. Nepotism was reportedly experienced by some of the vulnerable groups at the implementation of government programs where project leaders and mobilizers involve only their relatives and leave out others.

Table 5: Challenges experienced by different vulnerable groups in accessing equal opportunities(n=240)

Challenges	Vulnerability								Total	Percentage
	Youth	Women	OVC	PWD	PLHI V	Older Persons	Ethnic Minority	None		
Indifference of Government Staff	13	4	1	0	0	6	0	1	25	10.4
Lack of interest	11	6	3	0	0	7	0	1	28	11.7
Nepotism	26	14	2	3	0	17	0	3	65	27.1
Unemployment	18	6	3	2	1	8	0	2	40	16.7
Distance from service point	12	6	2	1	0	10	1	5	37	15.4
Lack of information	37	26	7	4	0	17	2	9	102	42.5
Corruption	57	28	6	6	2	23	1	12	135	56.3

It was also reported that in matters of government recruitment, the DSCs are partial. The victims are candidates from outside the respective districts and ethnic minorities in the districts. For example, the minority ethnic groups (non-locals) working in Wakiso district local government complained that they are being sidelined and are not receiving cooperation from the indigenous members of staff thus making their work very difficult. Additionally the Langi, Karimojong and Iteso in Abim district complained of discrimination in accessing services and in the recruitment processes. The Bagisu in Kapchorwa are complaining of discrimination in accessing NAADS grants since the community will not vote for their enterprises because they are few. Similarly, the Madi and Alur in Arua

and the Langi in Gulu feel that their issues are not captured in the District Development Plans. And as a result they do not receive the required attention when it comes to service delivery.

Other challenges experienced include long distances to the service points (15.4%), lack of interest by some community members in the available programs/projects (11.7%), and unemployment especially among the youths (16.7%).

2.3 Status of participation of vulnerable groups in promoting equal opportunities

When asked whether they have participated in promoting equal opportunities, only 36.7% of the local communities agreed (see Figure 3). This means that the level of participation of the vulnerable groups in promoting equal opportunities is still low at the grass roots.

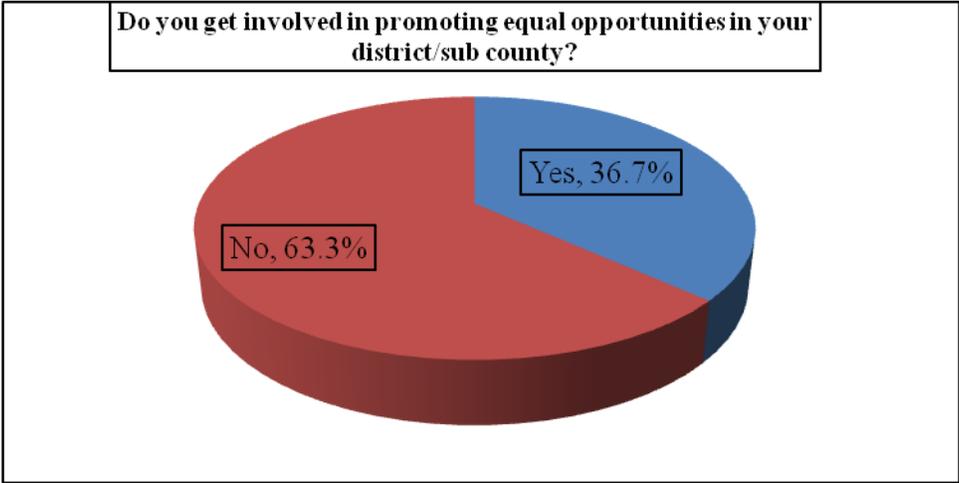


Figure 2: Proportion of respondents who got involved in promoting Equal opportunities (n=240)

Table 6 below shows the proportions of the communities (by vulnerability status) who mentioned the measures in place to promote equal opportunities. The most mentioned aspect of participation of the vulnerable groups to promote equal opportunities was access to services. This was a major aspect of participation for all the vulnerable groups. It is understandable because most of the respondents were beneficiaries or are on the receiving end. For the Youths and Women, the major aspects of participation in promoting equal opportunities mentioned were leadership structures such as Youth and Women representatives both in district and sub county councils and formation of groups for implementation of the available projects. The least mentioned aspects of participation included training and projects as mentioned by the elderly and the ethnic minorities. This is mainly because there are almost no projects (be it non-governmental or government programs) aimed specifically for the elderly and the ethnic minorities.

Table 6: Measures in place for participation of vulnerable groups in promoting EOs

Vulnerable groups	Aspect	Number	Percentage
Youth (n=94)	Leadership Structures	23	24.5
	Projects	10	10.6
	Access to services	25	26.6
	Training	15	16.0
	Groups	21	22.3
Women (n=77)	Leadership Structures	9	11.7
	Projects	8	10.4
	Access to services	17	22.1
	Training	9	11.7
	Groups	34	44.2
OVCs (n=44)	Leadership Structures	4	9.1
	Projects	2	4.5
	Access to services	26	59.1
	Training	5	11.4
	Groups	7	15.9
PWDs (n=55)	Leadership Structures	7	12.7
	Projects	4	7.3
	Access to services	21	38.2
	Training	10	18.2
	Groups	13	23.6
PLHIV (n=55)	Leadership Structures	6	2.5
	Projects	6	2.5
	Access to services	22	9.2
	Training	10	4.2
	Groups	11	4.6
Older Persons (n=31)	Leadership Structures	4	12.9
	Projects	3	9.7
	Access to services	13	41.9
	Training	1	3.2
	Groups	10	32.3

Ethnic Minority (n=13)	Leadership Structures	0	0.0
	Projects	0	0.0
	Access to services	11	84.6
	Training	0	0.0
	Groups	2	15.4

2.3.1 Structure for Vulnerable Group Participation in promoting Equal Opportunities

In addition to legal structures like Youth Councils, Women Councils, and PWD representatives, there are other structures to promote participation of these vulnerable groups. While there is self-mobilization among them into community groups or community-based organizations (CBOs), non-governmental organizations (NGOs) have also been instrumental in equalizing access to services, amplifying the voices of the vulnerable and advocacy. Many NGOs in northern Uganda, Karamoja and other parts of the country are championing the cause of the vulnerable. For PWD issues there is the National Union of Disabled Persons of Uganda (NUDIPU) with its nation-wide network, Action for Disability and Development (ADD), Sight Savers International, among others.

For Children's issues, there is: Save the Children in Uganda, Uganda Child Rights NGOs Network (UCRNN), and African Network for Prevention and Protection of Children against Neglect (ANPPCAN), Plan International and many others. For women there are; Care International in Uganda, Action Aid, Oxfam GB, Forum for African Women in Education (FAWE) , Forum for Women in Democracy (FOWODE), Women of Uganda Network (WOUGNET), Uganda Women Network (UWONET), Uganda Women Parliamentarians' Association (UWOPA), among others. For ethnic minorities there is Action Aid working with the Benet, Care International in Uganda, the Centre for Batwa Minority (local NGO), among others.

At United Nations level, UN agencies like UNICEF are working with vulnerable children and the Ik ethnic minority of Karamoja, UN Women is working with women and others in other sectors too.

The organizations above have helped in organizing the vulnerable into groups and offering them training and providing other forms of support. They have also supported advocacy campaigns for and on behalf of the vulnerable groups, with their participation.

It is noteworthy that the vulnerable groups have also been doing self advocacy. The elderly have long agitated for the inclusion of their voices in the development agenda, which has culminated into a policy for the elderly and soon there will be a council for them under the Ministry of Gender, Labour and Social Development. The Benet in Kween District lodged a complaint to the Inspector General of Government (IGG) against the district NAADS

Coordinator on account of discrimination. The IGG handled their complaint. In Arua, PWDs summoned the CAO, District Planner and RDC respectively to address them from the verandas since their offices do not have ramps for PWD accessibility.

2.3.4 Challenges faced by Vulnerable Groups in promoting Equal Opportunities

In fighting discrimination, vulnerable groups face a monumental task. This is due to many reasons. They are not adequately informed of their rights as enshrined in the various laws and policies. This is an extension of the limited dissemination of laws and policies by the government institutions, due to limited funding. So since they have limited knowledge, their participation and attempts to hold government institutions accountable are to no avail.

Even where NGOs are supporting vulnerable groups and communities to claim their rights and equal opportunities, these efforts are too fragmented to create a critical mass for effective lobbying and advocacy. In situations where the advocacy targets are reached, there are either legal or funding hurdles. Thus, limited information, fragmented efforts and limited funding to key institutions render it difficult for vulnerable groups to fight discrimination and claim equal treatment in all spheres of life.

2.4 Awareness of the Equal Opportunities Commission

2.4.1 Equal Opportunities Commission

2.4.1.1 Establishment of Equal Opportunities Commission

The Equal Opportunities Commission Act 2007 makes provision in relation to the establishment of the Equal Opportunities Commission pursuant to articles 32 (3) to provide for the composition and functions of the Commission; to give effect to the State's constitutional mandate to eliminate discrimination and Inequalities against any individual or group of persons on the ground of sex, age, race, colour, ethnic origin, tribe, birth, creed or religion, health status, social or economic standing, political opinion or disability, and take affirmative action in favour of groups marginalized on the basis of gender, age, disability or any other reason created by history, tradition or custom for the purpose of redressing imbalances which exist against them; and to provide for other related matters.

In accordance with article 32 (3) of the Constitution, the Equal Opportunities Commission was established. The Commission is a body corporate with perpetual succession and a common seal and may sue or be sued in its corporate name and, may do, enjoy or suffer anything that bodies corporate lawfully do, enjoy or suffer¹⁰.

¹⁰ The Equal Opportunities Commission Act 2007, page 3

Of the 240 community respondents interviewed, less than a fifth (18.3%) had heard about the Equal Opportunities Commission and the vast majority had never heard about it (see Figure 4). This shows that the level of awareness about the EOC is still very low in rural areas. For those who reported that they had heard about EOC, the main source of information was through Radio talk shows (75%) followed by national events such as Independence, Women and Youths day celebrations. The least mentioned source of information was newspapers (2.3%) as indicated in Figure 5. This is understandable since not so many local community members buy newspapers. It was also noted that the majority of the respondents who had heard about EOC through various sources of information (with the exception of National events) were males.

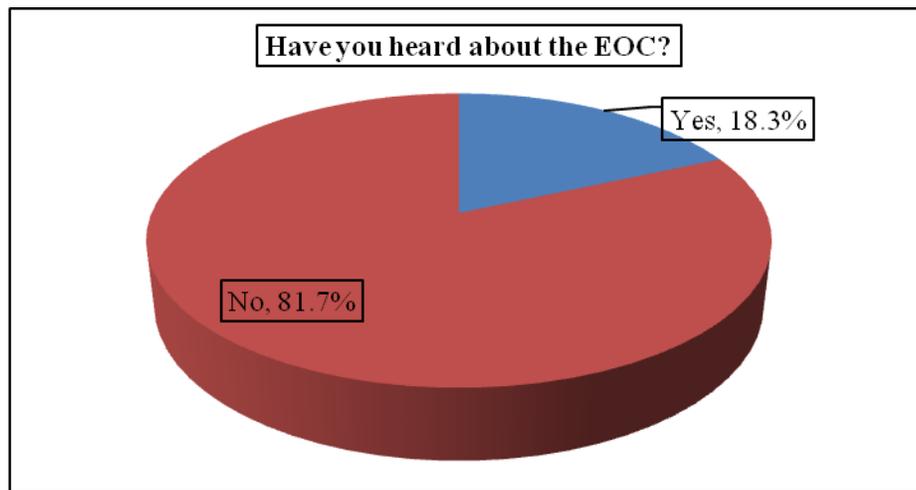


Figure 3: Proportion of respondents who have heard about EOC (n=240)

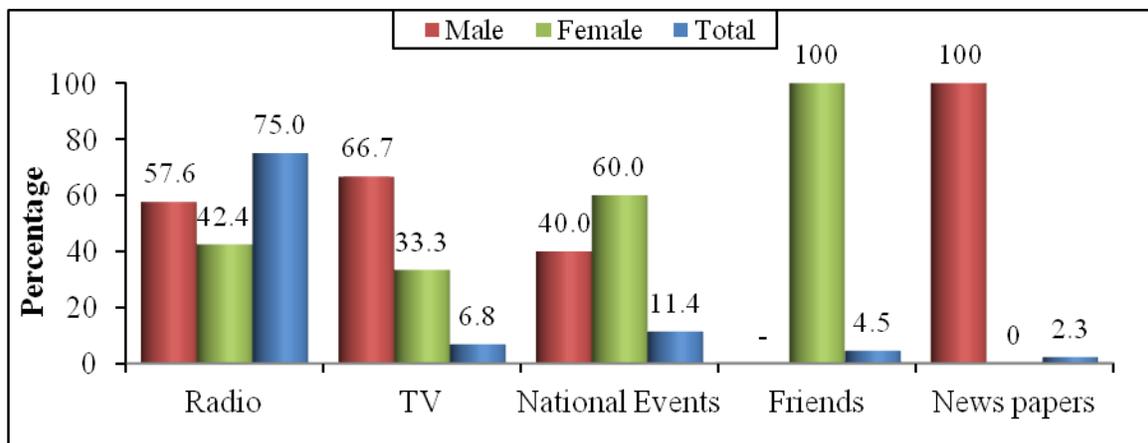


Figure 4: Source of information (n=44)

Figure 6 shows the proportion of the respondents who tried to define EOC. About 71 % of the respondents mentioned correctly that EOC is a body established by law to ensure equal opportunities for citizens. However

about a fifth (20.5%) never knew what EOC was and 9.1% thought EOC was an NGO. This reflected the low level of awareness about the EOC among the village local communities.

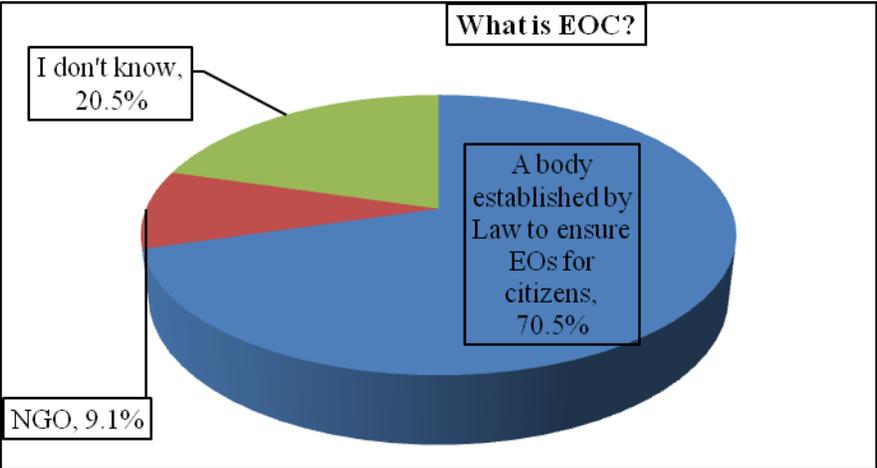


Figure 5: Definition of EOC (n=44)

When asked to state the mandate of the EOC, quite a few of them responded (see Figure 9). Only 4.6% of the respondents, the majority of whom were males (63.6%) stated that EOC has the mandate to hear and determine complaints about aspects that undermine equal opportunities, followed by monitoring compliance of laws and policies with regard to equal opportunities (2.9%) the majority of whom were females (71.4%). The least mentioned mandate was the developing, conducting and managing of information and educational programs on equal opportunities (1.3%), stated by males only. It was noted that an equal number of males and females stated that EOC has the mandate to investigate complaints made to the commission and to rectify, settle or remedy any acts or otherwise which would undermine equal opportunities (1.7%). So generally, there is very little knowledge on the mandate of the EOC at the community level. This shows that there is still a big knowledge gap to be filled by the Commission.

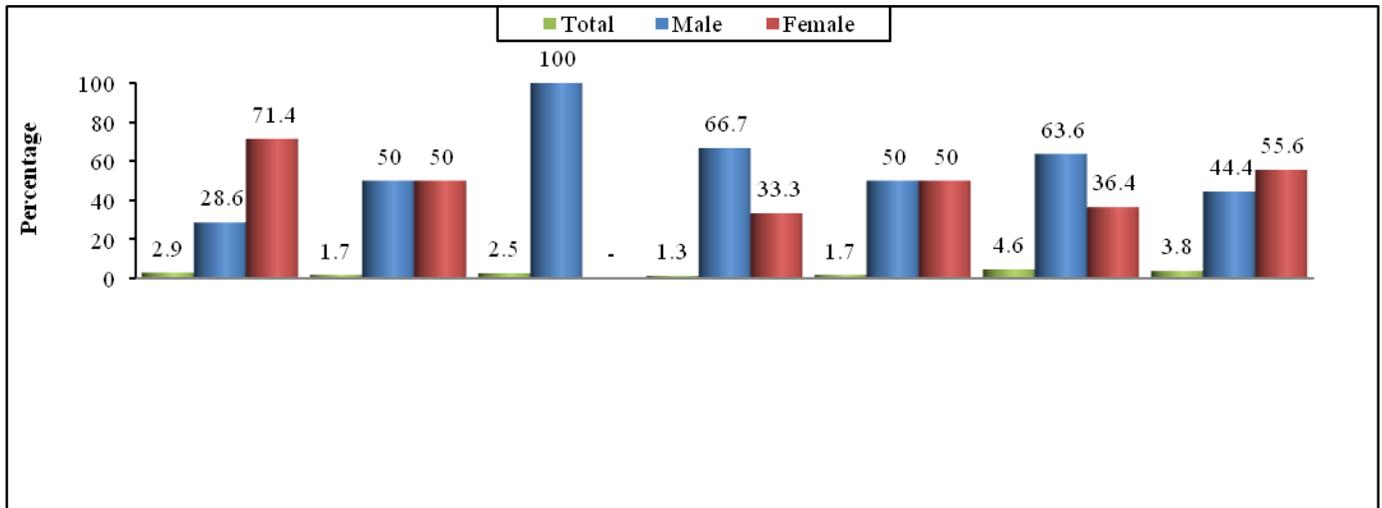


Figure 6: Proportion of respondents by gender who stated the mandate of the EOC (n=240)

Figure 8 shows the proportion of the respondents (by gender) who suggested recommendations for the EOC. 55% of the respondents reported that there is need to create awareness about the EOC and its mandate to the local community and the majority of who were females (59.1%). This was followed by the need to train leaders at all levels on EOC (46.3%) and lastly the need to improve the information dissemination on EOC (27.1%).

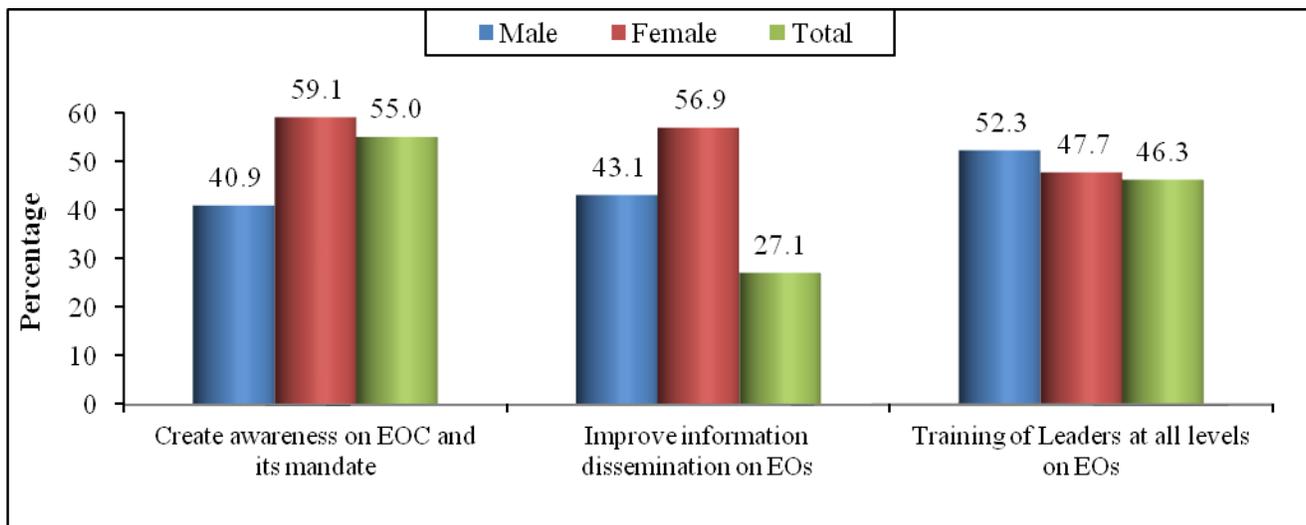


Figure 7: Proportion of respondents by gender who suggested recommendations for EOC (n=240)

2.5 Emerging Issues

The following are the key emerging issues;

- Low levels of awareness of equal opportunities in the project districts
- Challenges to participation of vulnerable groups in the project districts in promotion of equal opportunities.

- Need to benchmark information for measuring project achievements (progress) and impact (at the project objectives, output levels).
- Need for consistent information for planning the project, including an assessment of the institutions, structures and systems in place to ensure equal opportunities for all.
- Need for information on the number of vulnerable groups like; the youth, women, ethnic minorities, People Living with HIV/AIDS, older persons and persons with disabilities, and how they are engaged in promoting equal opportunities for all.

Chapter Three: Conclusions and Recommendations

3.1 Conclusions

On the basis of the key findings of the baseline study, we can draw the following conclusions:

3.1.1 Knowledge of Equal Opportunities

It is clear that most Ugandans do not have knowledge of equal opportunities as stipulated in the Constitution, The National Equal Opportunities Policy 2006, the Equal Opportunities Commission Act 2007 and other pieces of legislation and policies. This ignorance of equal opportunities is not limited to community members but also extends to government officials at both district and sub county levels. While some senior civil servants had some knowledge about equal opportunities gathered from the media and workshops they attended, most of them just read back the information in the introductory letters to the baseline team. The local government councilors are even worse off as they do not have a clear understanding of the provisions for equal opportunities and what they should do to ensure realization of equal opportunities, monitor and evaluate interventions.

3.1.2 Systems for ensuring Equal Opportunities

There are enough laws and policies aimed at affirmative action and ensuring equal opportunities. The Constitution provides that in every council, vulnerable group are represented. The Parliamentary Elections Act of 1996 provides for election of vulnerable group representatives at all levels of government. The Children's Act (Cap 210) provides for the rights of children among others. The Local Governments Act 1997 (amended) provides for representation of vulnerable groups like women, persons with disabilities (PWDs) and youths at all levels of local governments. The Uganda Communication Act 1997 provides for development of techniques and technologies that facilitate accessibility to communication services by all including PWDs.

The Universal Primary Education Act of 1997 requires families with children, including Children with Disabilities (CWDs) to send them to school. The Uganda Traffic and Road Safety Act of 1998 stipulate that PWDs shall not be denied driving permits on the basis of their disability. The Uganda National Institute of Special Needs Education (UNISE) Act of 1998 provides for establishment of UNISE, for training of teachers for children with special needs as well as special education teachers. The Land Act 1998 provides that any transaction on customary land that discriminates on women, children, persons with disabilities, etc shall be null and void. The National Council for Disability Act of 2003 mandates the Council on Disability to bring PWDs issues to the attention of government, NGOs, private sector and individuals so as to improve the lives of PWDs.

However, the biggest problem is low implementation due to limited funding available or the lack of clarity on responsibilities for certain crucial actions imperative to ensuring equal opportunities.

3.1.3 Structures for ensuring Equal Opportunities

On the other hand, there are also many institutions established by law and those established by NGOs for ensuring equal opportunities, but are rendered powerless by limited or no funding. For example, the Women and Youth Councils are not effective in ensuring equal opportunities because of low funding. They cannot sensitize and support their membership due to logistical reasons. The same is true for National Council for Children (NCC), Council on Disability; and the up-coming Council for the older persons is likely to face similar realities. The Parliamentary Standing Committee on Equal Opportunities should take the lead in ensuring that new legislations and amended ones are free of discriminatory provisions.

District Service Commissions are supposed to ensure equal opportunities in the recruitment process, but there is no way to ascertain their objectivity and fairness in carrying out their responsibilities in implementing related government policies and their assigned duties in the respective districts. This extends to NGOs too. While in the past NGOs were bastions of objectivity, they too are now also swarmed by allegations of corruption in recruitment and other interventions.

3.1.4 Adequacy of Systems for ensuring Equal Opportunities

While the systems and structures are in place, they are not adequate for ensuring equal opportunities to all Ugandans. This is attested to by lack of implementation of the provisions in the various laws and policies, inadequate monitoring and evaluation mechanisms on equal opportunities and redress mechanisms where these fall short. Worse still, there are no sanctions for not complying with the provisions, and where they exist, they are not adhered to.

3.1.5 Adequacy of Structures for ensuring Equal Opportunities

While the Local Government Act is premised on equal opportunities, it does not provide for redress mechanisms in cases where the representatives of vulnerable groups feel slighted or where their issues are not properly addressed.

3.1.6 Participation of vulnerable groups in promoting Equal Opportunities

As a direct result of inadequate knowledge of the provisions, many vulnerable groups are not participating in ensuring equal opportunities. Vulnerable groups have been participating in ensuring equal opportunities through trainings they receive, groups and advocacy activities and campaigns supported by NGOs. Even when they

participate they are sometimes not taken seriously. Additionally, while there are policies for participation of vulnerable groups there are no mechanisms or sanctions for failing to follow the provisions.

3.1.7 Challenges faced by vulnerable groups in promoting Equal Opportunities

In fighting discrimination, vulnerable groups face a monumental task. This is due to many reasons. They are not adequately informed of their rights as enshrined in the various laws and policies. This is an extension of the limited dissemination of laws and policies by the government institutions, due to limited funding. So since they have limited knowledge, their participation and attempts to hold government institutions accountable are to no avail.

Even where NGOs are supporting vulnerable groups and communities to claim their rights and equal opportunities, these efforts are too fragmented to create a critical mass for effective lobbying and advocacy. In situations where the advocacy targets are reached, there are either legal or funding hurdles.

3.1.8 Knowledge of Equal Opportunities Commission and its Mandate

The functions of the Commission are clearly spelt out in the National Equal Opportunities Policy 2006 and the Equal Opportunities Commission Act 2007. Even if the law establishing the Commission has been in place since 2007 and the Commission has been in place for the last three years, only CAOs and few district staff had some working knowledge of the Commission. Even so, their knowledge of the Commission and its mandate is very sketchy.

The fact that the district leaders and local government councillors do not know of the Commission means that they cannot advise them or encourage vulnerable groups to use the Commission for redress.

3.2 Recommendations

3.2.1 Awareness creation on Equal Opportunities

To improve knowledge on equal opportunities, the Commission should carry out thorough mass sensitization for all, especially the vulnerable groups about their rights/obligations, equal opportunities, the EOC and its mandate. This can be done through the electronic media like radio talk shows and jingles. It can also be done through newspaper supplements. The commission should also embark on massive production and distribution of information, education and communication (IEC) materials. This should be distributed to the sub county levels. The Commission should also elicit support of NGOs in information dissemination on the Commission, its mandate and referral and redress mechanisms.

There is also need to open up new offices up country or have agents through whom vulnerable people can easily access the EOC for assistance.

3.2.2 Systems for ensuring Equal Opportunities

To ensure effectiveness of systems and structures for ensuring equal opportunities, the EOC should take the lead in legal and policy monitoring, reviewing laws and policies and recommending amendments to ensure that they are free of discrimination and are sensitive to the needs of vulnerable groups. This can be done either through staff-led studies, by collaborating with NGOs or in some cases, by external consultants. This will be done in collaboration with the Uganda Law Reform Commission (ULRC).

3.2.3 Structures for ensuring Equal Opportunities

The EOC will work with other government institutions like the Public Service Commission and others to do structure audits in order to bring out discrepancies at lower levels like in the District Service Commissions. Where there is need, EOC will recommend sanctions to be implemented by appropriate institutions.

3.2.4 Equipping Local Leaders

In addition to information dissemination, considering the key role local leaders play in sensitizing communities they need to be trained on the National Equal Opportunities Policy, the Equal Opportunities Commission Act 2007 and other laws and policies on ensuring equal opportunities. Again this can be done in partnership with NGOs. The Ministry of Gender, Labour and Social Development (which has structures for interests of vulnerable groups) should strengthen monitoring and evaluation of policies formulated to cater for the interest of the vulnerable groups.

3.2.5 Funding

In addition to the vote from the Ministry of Finance, Planning and Economic Development (MoFPED), the EOC should source for more funds from other sources like bilateral donors and even partnerships with NGOs to support its national level and sub-regional work. The EOC should also advocate for specific conditional grants meant to address the needs of the vulnerable groups to be disbursed to the Local Governments and the EOC should make sure that the grants reach the target groups through monitoring and evaluation protocols agreed upon with the line Ministries and local governments.

3.2.6 Monitoring and Evaluation of Equal Opportunities

To ensure equal opportunities, there is need for consistent and up-to-date information on vulnerable groups at all levels. This should include schools and institutions of learning, health units and interventions of NGOs. This will guide efficient programming and equal opportunities mainstreaming in various institutions. The EOC should also

collaborate with other government agencies to gather and update information on the status of equal opportunities periodically using agreed monitoring and evaluation protocols.

3.2.7 Using Community Development Officers (CDOs) as Equal Opportunities Focal Points

Due to limited staffing, equal opportunity activities are not possible simultaneously in all districts. The Community Services Directorate presents a huge opportunity as a clearing house for equal opportunities. This is because most departments dealing with vulnerable groups –women, youths, OVCs, PWDs, etc are housed in the Directorate. Since the CDOs are coordinating matters to do with vulnerable groups in the districts and sub counties, the EOC shall use them as focal points, starting with the project districts, and then rolling out to non-project districts later.

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21. The Equal Opportunities Commission; *EOC Log frame*

22. The Equal Opportunities Commission; *EOC Synergy Matrix*

Appendix B: Tool I: Questionnaire

Questionnaire for the community Questionnaire No. _____

The Equal Opportunities Commission is conducting a baseline survey so as to generate data and information on the state of equal opportunities in 8 project districts.

NB: The information given will be treated with confidentiality and your name will not feature in the final report of the study.

Name of interviewer ----- Date of interview-----

A: Bio-data

Name of Village-----Sub-County -----District-----

Name of respondent ----- (Optional)

Gender: Male Female

Age group (Years):

Less than 20 20-35 35-50 50-60 Above 60

Education level:

None Primary level Secondary level Tertiary

Vulnerability Status (You may choose to disclose the following information or not):

Youth Woman OVC PWD PLHIV Elderly

Ethnic Minority None of the above

B: Status of equal opportunities

1. What do you understand by Equal Opportunities?

- Same treatment or consideration in enjoyment of rights and freedoms
- Equal access to social services
- Equal participation in social, cultural and political activities
- I don't know (**Go to Qn. 4**)
- Others (specify) _____

2. What systems and structures are in place to ensure Equal Opportunities for people like you in your district? (**If none, go to Qn. 4**)

- None
- Law on representation of vulnerable groups in governance
- Equal Opportunities Projects
- Affirmative Action Policy
- NGOs
- Others (Specify) _____

3. How effective are the systems and structures for ensuring Equal Opportunities for people like you in your district/sub county?

Very Effective Effective Not effective I don't know

4. What challenges do you face in accessing equal opportunities in your district/sub county?

<input type="checkbox"/>	Indifference of Government Staff	<input type="checkbox"/>	Distance from service point
<input type="checkbox"/>	Lack of interest	<input type="checkbox"/>	Lack information
<input type="checkbox"/>	Nepotism	<input type="checkbox"/>	Corruption
<input type="checkbox"/>	Unemployment	<input type="checkbox"/>	Others (Specify) _____

C: Status of participation of vulnerable groups in promoting equal opportunities

5. Do you get involved in promoting equal opportunities in your district/sub county?

Yes No *If No, go to question 6*

If yes, how?

6. What provisions are in place to promote equal opportunities in;

Agriculture/NAADS? _____

Health? _____

Education? _____

Community

Services? _____

Law and Order? _____

Other sectors (specify) _____

7. What measures are in place to promote equal opportunities in;

Youth participation in equal opportunities

Aspect	Tick	State
--------	------	-------

Leadership structures		
Projects		
Access to services		
Training		
Groups		
Others (Specify)		

Women participation in equal opportunities

Aspect	Tick	State
Leadership structures		
Projects		
Access to services		
Training		
Groups		
Others (Specify)		

OVCs participation in equal opportunities

Aspect	Tick	State
Leadership structures		
Projects		
Access to services		
Training		
Groups		
Others (Specify)		

Persons with disabilities participation in equal opportunities

Aspect	Tick	State
Leadership structures		
Projects		
Access to services		
Training		
Groups		
Others (Specify)		

People living with HIV/AIDS participation in equal opportunities

Aspect	Tick	State
Leadership structures		

Projects		
Access to services		
Training		
Groups		
Others (Specify)		

Older persons' participation in equal opportunities

Aspect	Tick	State
Leadership structures		
Projects		
Access to services		
Training		
Groups		
Others (Specify)		

Ethnic Minorities participation in equal opportunities

Aspect	Tick	State
Leadership structures		
Projects		
Access to services		
Training		
Groups		
Others (Specify)		

D: Awareness of the Equal Opportunities Commission

8. Have you heard of the Equal Opportunities Commission?

Yes No *(If No, continue to question 11)*

If yes, from what source?

- Radio
- TV
- National Events
- Friends
- Others (specify)

9. What is the Equal Opportunities Commission?

- A body established by Law to ensure equal opportunities for citizens
- NGO
-
-

I don't know

Others (specify) _____

10. What is the mandate of the Equal Opportunities Commission?

- Monitor compliance of laws and policies with regard to EOs
- Investigate complaints made to the commission
- Develop, conduct and manage information and educational programs on EOs
- Undertake research, and discussions on EOs
- Rectify, settle or remedy any act or otherwise which undermines EOs
- Hear and determine complaints about aspects that undermine EOs

I don't know

Others (Specify) _____

E: Equal Opportunities Service providers

1. Which NGOs are working on equal opportunities in your sub county?

Organization	Nature of services provided

Recommendations

11. What should be done to improve equal opportunities in your district/sub county?

- Create awareness on Equal Opportunities Commission and its mandate
- Improve information dissemination on equal opportunities
- Training of Leaders at all levels on equal opportunities
- Others

(Specify)

Thank you for your time

Appendix C: Tool II: Key Informant Interview Guide (Government Officers)

Interview Guide for RDCs, LCVs, CAOs and District Planners IG No.____

District ----- Position-----

A: Status of equal opportunities

1. What do you understand by Equal Opportunities?

What systems and structures are in place to ensure Equal Opportunities for people like you in your district?

How effective are the systems and structures for ensuring Equal Opportunities for people like you in your district/sub county?

Very Effective Effective Not effective

Explain your answer_____

C: Status of participation of vulnerable groups in promoting equal opportunities

2. Who do you consider to be the vulnerable groups in your district?

3. Do vulnerable groups get involved in ensuring equal opportunities in your district/sub county?

Yes No If No, *Skip to question 6*

If yes, how?

4. What is your Office doing to ensure equal opportunities to vulnerable groups in the district?

5. What provisions are there in the DDP to ensure equal opportunities?

6. What measures are in place to promote equal opportunities in?

Agriculture/NAADS _____

Health _____

Education _____

Community- Services _____

Law and Order _____

Others (specify) _____

How are vulnerable groups involved in promoting equal opportunities in the district?

Youth

Women

Ethnic Minorities

Persons with disabilities

People living with HIV/AIDS

Older persons

7. What challenges do you face in ensuring equal opportunities of vulnerable groups in the district?

D: Awareness of the Equal Opportunities Commission

8. Have you heard of the Equal Opportunities Commission?

Yes

No

If No, continue to question 14

If yes, from what source?

9. What is the Equal Opportunities Commission?

10. What is the mandate of the Equal Opportunities Commission?

E: Recommendations

11. What should be done to improve equal opportunities in your district/sub county?

Thank you for your time

Appendix D: Tool III: Key Informants Interview Guide for District sector Heads

Key Informant Interview Guide for District Sector Heads IG No. _____

District Position _Sector ___.

A: Status of equal opportunities

12. What do you understand by Equal Opportunities?

13. What systems and structures are in place to ensure Equal Opportunities for people like you in your district?

14. How effective are the systems and structures for ensuring Equal Opportunities for people like you in your district/sub county?

Very Effective Effective Not effective

Explain your answer _____

15. Do you have any system(s) of data collection, compilation and analysis on vulnerable groups?

Yes No

If Yes, at what intervals?

B: Status of participation of vulnerable groups in promoting equal opportunities

16. Who do you consider to be the vulnerable groups in your district?

17. Do vulnerable groups get involved in ensuring equal opportunities in your district/sub county?

No Yes If No, *Skip to question 7*

If Yes, How?

18. What is your sector doing to ensure equal opportunities to vulnerable groups in the district?

19. What provisions are there in your Sector Plans to ensure equal opportunities?

20. How are vulnerable groups involved in promoting equal opportunities in your sector?

Youth

Women

Ethnic Minorities

Persons with disabilities

People living with HIV/AIDS

Older persons

21. How many vulnerable groups are involved in promoting equal opportunities in your sector?

Vulnerable Group	Gender	Number	How?
Youth	M		
	F		
Women			
PWDs	M		
	F		
PLHIVs	M		
	F		
Ethnic Minority	M		
	F		

	M		
	F		
	M		
	F		

22. What challenges do you face in ensuring equal opportunities in your sector?

C: Awareness of the Equal Opportunities Commission

23. Have you heard of the Equal Opportunities Commission?

Yes No *If No, continue to question 15*

If yes, from what source?

24. What is the Equal Opportunities Commission?

25. What is the mandate of the Equal Opportunities Commission?

E: Recommendations

26. What should be done to improve equal opportunities in your district/sub county?

Thank you for your time

Appendix E: Tool III: Focus Group Discussion Guide

Focus Group Discussion Guide for Vulnerable Groups FGD Guide No. _____

District ____ Sub County _____ Village _____

Number of participants ___ Gender _____

B: Status of equal opportunities

12. What do you understand by Equal Opportunities?

What systems and structures are in place to ensure Equal Opportunities for people like you in your district?

How effective are the systems and structures for ensuring Equal Opportunities for people like you in your district/sub county?

Very Effective Effective Not effective

13. What challenges do you face in accessing equal opportunities in your district/sub county?

C: Status of participation of vulnerable groups in promoting equal opportunities

14. Do you get involved in ensuring equal opportunities in your district/sub county?

No (#)_____ Yes (#)_____

If No, Skip to question 7

If Yes, how?

15. What provisions are in place to promote equal opportunities in?

Agriculture/NAADS_____

Health_____

Education_____

Community Services_____

Law and Order_____

Others (specify)_____

What measures are in place to promote equal opportunities in?

Youth participation in equal opportunities

Women participation in equal opportunities

Ethnic Minorities participation in equal opportunities

Persons with disabilities participation in equal opportunities

People living with HIV/AIDS participation in equal opportunities

Older persons' participation in equal opportunities

D: Awareness of the Equal Opportunities Commission

16. Do you know the Equal Opportunities Commission?

Yes

No

If No, continue to question 11

17. What is the Equal Opportunities Commission?

What is the mandate of the Equal Opportunities Commission?

E: Recommendations

18. What should be done to improve equal opportunities in your district/sub county?

Thank you for your time

Appendix F: Tool IV: Key Informant Interview Guide for MoGLSD and SAGE

Key Informant Interview Guide for MoGLSD and SAGE Interview Guide No. _____

Position-----Date -----

1. What is the mandate of the Equal Opportunities Commission?

2. What legal, policy and normative frameworks are there for Equal Opportunities in Uganda?

3. How effective are these frameworks in ensuring Equal Opportunities in the country?

4. What systems and structures are in place to ensure Equal Opportunities to in your office?

5. Do you have a system of tracking Equal Opportunities to vulnerable groups?

A) Yes B) No C) Not sure

If Yes, which one?

6. How effective are the systems and structures mentioned above in ensuring Equal Opportunities in the country?

7. What is this office doing to ensure Equal Opportunities to vulnerable groups in the country?

8. What challenges does your office face in ensuring Equal Opportunities?

9. What provisions are there for vulnerable groups themselves to participate in ensuring Equal Opportunities in the country?

10. Is there a system of capturing the numbers of vulnerable groups involved in promoting Equal Opportunities in the country?

Yes No

If Yes, which one?

How effective are the systems and structures mentioned above in ensuring Equal Opportunities in the country?

11. What challenges do vulnerable groups face in accessing Equal Opportunities in Uganda?

12. What possible options would you suggest for improving Equal Opportunities in the country?

Thank you for your valuable time

Appendix F: Tool V: Key Informant Interview Guide for EOC

Key Informant Interview Guide for EOC Interview Guide No. _____

Position-----Date -----

13. Which aspects of the Equal Opportunities Act 2007 have so far been operationalised?

14. Are the current legal, policy and normative frameworks adequate for equal opportunities in the country?

(A) Yes (B) No (C) Not Sure

If yes, which ones

If no, what are the gaps?

15. Are there adequate systems and structures for ensuring equal opportunities for all in Uganda?

(A) Yes (B) No (C) Not Sure

If yes, which ones

If no, what are the gaps?

16. How effective are the systems and structures mentioned above in ensuring equal opportunities in the country?

If Yes, What systems and structures are in place to ensure equal opportunities to all Ugandans?

17. What would you say on the capacity of the Commission vis-à-vis its mandate?

18. What are the gaps in the capacity of the Commission?

19. Do you have a system of data collection, compilation and analysis on vulnerable groups in the Commission?

(A) Yes (B) No (C) Not Sure

If in place, what is the interval?

20. What is your department doing to ensure equal opportunities to vulnerable groups in the country?

21. What challenges does your office face in ensuring equal opportunities in the country?

22. What provisions are there for vulnerable groups themselves to participate in ensuring equal opportunities in the country?

23. What possible options would you suggest for improving equal opportunities in the country?

24. Is there a system of capturing the numbers of vulnerable groups participating in promoting equal opportunities in the country? Yes No

If Yes, which one?

25. How effective are the systems and structures mentioned above in ensuring Equal Opportunities in the country?

26. What possible options would you suggest for improving equal opportunities in the country?

27. What possible options would you suggest for improving equal opportunities in the country?

Thank you for your valuable time

Appendix F: Tool VI: KII Guide for Parliamentary Committee on Equal Opportunities

Interview Guide for Parliamentary Committee on Equal Opportunities IG No. _____

Name ----- Position-----

28. What frameworks, systems and structures are in place to ensure Equal Opportunities to all Ugandans?

29. Is there a mechanism for tracking Equal Opportunities in Uganda?

A) Yes B) No C) I am not sure

If Yes, which one?

30. How effective are the systems and structures mentioned above in ensuring equal opportunities in the country?

31. What is the Committee doing to ensure Equal Opportunities to vulnerable groups in the country?

32. What challenges does the Committee face in ensuring Equal Opportunities for all Ugandans?

33. What provisions are there for vulnerable groups themselves to participate in ensuring Equal Opportunities in the country?

34. Are there systems for capturing the numbers of vulnerable groups involved in promoting Equal Opportunities in the country?

A) Yes B) No c) I am not sure

If Yes, which one?

If No, what are the gaps?

35. How effective are the systems and structures mentioned above in ensuring Equal Opportunities in the country?

36. What challenges do vulnerable groups face in accessing Equal Opportunities in Uganda?

37. What possible options would you suggest for improving Equal Opportunities in the country?

Thank you for your valuable time