Female Educators in Uganda

UNDERSTANDING PROFESSIONAL WELFARE IN GOVERNMENT PRIMARY SCHOOLS WITH REFUGEE STUDENTS
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We would also like to thank the late Renuka Pillay, Creative’s consultant in Kampala. Renuka helped us connect with the right people on the ground, including Ken Wabutaya, our local guide, who was instrumental in setting up meetings with key people in Kampala and Arua and ensured the success of our trip. Finally, we appreciate all of the NGOs, government officials, and teachers who spoke to us about their experiences. We are especially grateful to Gladys and Geoffrey for their persistence in setting up meetings with teachers in Arua.

SAIS Women Lead

The Johns Hopkins University SAIS Women Lead Practicum Program collaborates with government, corporate, and nongovernmental organizations to provide students with professional experience through action-oriented research projects that advance women. A team of students works closely with a client to produce a high-quality output in the form of a publishable report, policy or program that they present publicly, and that the client organization may publish and implement. Students translate their knowledge into practice and contribute to women’s advancement within the organizational culture of the client organization as well as the global communities in which it operates.
### Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>ALP</td>
<td>Accelerated Learning Program</td>
</tr>
<tr>
<td>CPD</td>
<td>Continuing Professional Development</td>
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<tr>
<td>EiE</td>
<td>Emergency in Education</td>
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<tr>
<td>FAWE</td>
<td>Forum for African Women Educationalists</td>
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<tr>
<td>IO</td>
<td>International Organization</td>
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<tr>
<td>KII</td>
<td>Key Informant Interview</td>
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<tr>
<td>NGO</td>
<td>Non-Governmental Organization</td>
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<tr>
<td>PTA</td>
<td>Parent-Teacher Association</td>
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<tr>
<td>PTC</td>
<td>Primary Teacher College</td>
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<tr>
<td>SMT</td>
<td>Senior Male Teacher</td>
</tr>
<tr>
<td>SWT</td>
<td>Senior Woman Teacher</td>
</tr>
<tr>
<td>SMC</td>
<td>School Management Committee</td>
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<tr>
<td>UNATU</td>
<td>Uganda National Teachers Union</td>
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Map of Uganda

The map below\(^1\) depicts the location of the team’s field research. Several interviews were conducted with NGOs, UNATU, and ministry officials in Kampala in addition to interviews and meetings with Arua District officials and NGOs. In addition, surveys and interviews were conducted with local teachers in both Arua Town and at Rhino Refugee Settlement Camp, a refugee settlement approximately 60 kilometers east of Arua Town.

\(^1\) https://en.wikipedia.org/wiki/List_of_cities_and_towns_in_Uganda#/media/File:Ug-map.png
Executive Summary

This report uses a vertical case study\(^2\) of teachers, NGOs, and Ugandan government officials in Kampala and Arua to identify key factors that affect female teacher welfare in government schools with significant refugee student populations. Through this lens, one can identify potential strategies for improving teacher welfare in refugee education contexts. This information is significant because it informs Creative Associates International’s educational development initiatives in northern Uganda, where there are large refugee populations from bordering South Sudan and the Democratic Republic of the Congo. In addition, it contributes to a growing conversation and the development of programs focused on teacher welfare in the education sector, especially in Emergency in Education (EiE) contexts.

Recent conflicts in these countries have caused refugees to flee to cities by the Ugandan border, such as Arua. The influx of refugees has put a strain on Uganda’s education system, especially given that the country both hosts the largest number of refugees in Africa and is among the world’s poorest countries. Creative Associates International partnered with the SAIS Women Lead team to examine how these migration patterns have affected female teacher welfare as this population has historically received the least attention and support.

Section 1 provides context for the study by introducing the story of Gladys,\(^3\) the Principal of the Arua Primary Teacher’s College (PTC) and highlighting key statistics about refugee populations and the state of teachers in Arua District, such as the 36:100 female to male primary teacher ratio.

Section 2 examines existing literature, which highlights the need to include teacher welfare in education initiatives and connects teacher performance to student outcomes. Existing literature primarily focuses on teacher welfare, Education in Emergency (EiE) contexts, and barriers to female teacher leadership. The SAIS Women Lead team identifies the need to better understand challenges for female teacher welfare in northern Uganda as a value-added area of focus in the larger discussion about teacher welfare in EiE contexts.

Section 3 outlines the report’s methodology, survey results, and lessons learned. The methodology includes the implementation of 19 surveys and 18 key informant interviews (KII) with primary school teachers and headmasters, as well as interviews with government officials and NGO stakeholders. This section also includes lessons learned from this research that could serve as a foundation for future research.

Section 4 presents key themes that the team identifies as contributors to female teacher welfare after conducting qualitative and quantitative analysis of the results. These include classroom dynamics, nutrition and health, safety, dual and dueling responsibilities, infrastructure, institutions and support structures, preparation, and motivation.

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\(^2\) A vertical case study takes an approach of studying different factors from macro, meso and micro perspectives.

\(^3\) With the exception of Gladys, who gave her express written consent to use her name, all other interviewee names have been changed to protect their privacy.
Section 5 provides six recommendations for Creative Associates to consider when addressing female teacher welfare in EiE contexts based on the team’s limited research from Arua District. These initial recommendations include developing the sustainable provision of in-school meals, facilitating sustainable and sufficient teacher accommodation, mobilizing community organizers to enhance childcare, providing financial incentives for female teachers to work in rural areas, encouraging investment in provisions for menstruation, and promoting a non-monetary recognition program.

Section 6 concludes that the key themes identified are critical factors for Creative Associates to consider when developing programs to promote and maintain teacher welfare. In addition, while the recommendations are based on a small case study in Arua, Uganda, these factors may be applicable in other parts of Uganda and other regions with large refugee populations.

Appendices I and II include survey data, survey instrument and interview guides, which complement the methodology and results outlined in Section 3.
1. Introduction

Amid civil war in South Sudan, the number of refugees from Uganda’s northern neighbor has swelled in the last five years, significantly impacting the northwestern district of Arua. With the high influx of children, the demands on Arua-area schools have soared. Teachers in the nearby Rhino Camp Refugee Resettlement (“Rhino Camp”) can be responsible for as many as 200 students at a time in classrooms designed to fit 40. Although international organizations have implemented programs and constructed buildings to supplement limited education funding and services provided by the government, schools still struggle to develop adequate facilities.

The principal at Arua Core Primary Teacher’s College (PTC), Gladys, works and lives in northwest Uganda, less than 10 miles from the borders of South Sudan and the Democratic Republic of the Congo. She is an educator, and a former primary school teacher turned chief trainer of aspiring primary school teachers. She is also a former refugee.

Gladys fled to the DRC for several years in the late 1980s amid the conflict in northern Uganda. She attended school in the Congo as a child, taking most of her classes in French. Today, more than 20 years after the end of the war in Uganda, Gladys hosts Congolese and South Sudanese refugees in Arua Core PTC’s classrooms. She works with these young adults who are fleeing violence at home to become teachers in the nearby refugee camps. There, refugee and Uganda-national students take classes together.

“We are using our own experience to understand these people and help them.”
- Gladys Abuko

Gladys’ perspective, as a former refugee turned teacher of refugees, is common among the region’s educators old enough to remember the war. Understanding the plight of refugees is key to educating this growing population — and sharing this experience with younger teachers is part of what motivates Gladys’ work. The other parts are more complicated.

Government officials, NGOs, and teachers agree: Better teachers enable a better community. Yet, the same stakeholders recognize that the reality for teachers in classrooms complicates this ideal and the challenges compound when these educators are women. Interviews and surveys with each of these stakeholders illuminated clear factors that contribute to teacher welfare. Essentially, teacher welfare is composed of the material and intangible support structures that educators need to do their job efficiently and effectively.
There is broad acceptance that relationships formed between educators and pupils play a critical role in educational and social outcomes; yet little research exists exploring the variables that define those relationships. While there is significant research on pupils and the factors that shape their learning outcomes, variables that impact teacher performance and their relationship with students such as teacher welfare and support available to teachers in crisis and conflict-affected contexts, remains largely unexplored. These variables significantly shape teacher effectiveness, which informs pupils’ educational outcomes.

Welfare is about the basics. Food. Shelter. Safety. Hygienic facilities. Welfare is also about cultural norms. Female teachers generally are expected to take care of their children. Yet -- as the lowest paid profession in Uganda -- primary teachers are usually unable to afford childcare and are not allowed to bring their kids with them to work. Further, husbands sometimes do not allow their wives to teach in rural areas. Redressing this may help to increase the number of female teachers in Uganda’s cities and reduce the male to female teacher ratio in more remote areas like Arua District.

In addition, female teachers contribute to the retention and performance of female students, with female teacher welfare directly impacting the presence and welfare of female students. From this gendered perspective, female teachers may require unique support systems to promote their welfare. In Uganda’s northwestern district of Arua, only 36 percent of the 4,364 primary school teachers are women. Qualitative differences between female and male teacher welfare exist as well, with female teachers reporting additional responsibilities regarding food preparation and accommodation.

Political instability in neighboring countries along with relatively friendly refugee policies has made Uganda host to the third largest refugee population in the world. As a result, its education system must find ways to support the influxes of refugee and internally displaced children in already crowded schools. In 2016, the national average student-teacher ratio was 54:1, only slightly down from 2002 levels of 56:1. The ratio was larger in Arua, 72:1, where there are over 270,000 refugees, with children representing 64 percent of the refugee population. Of the 260,000 students enrolled in primary school in Arua, 6,700 are South Sudanese, and 600 are Congolese.

This study contributes to understanding the welfare of female teachers in Uganda by drawing from existing research and then focusing on how teachers employed in Arua schools are affected by government and informal support systems, such as community

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and peer to peer support. This case study provides evidence-based data that Creative Associates can use to inform their future work in Uganda and globally. As volunteer consultants to Creative Associates, the team examined teacher perceptions and preparedness for working with refugee students as well as school, community, and institutional level efforts to assist teachers. These dimensions were used to identify gendered nuances in teacher support systems and to understand factors that could affect teachers’ professional welfare in the context of refugee education programs.
2. Background and Literature Review

Existing literature related to empowering female educators in Uganda may be divided into three categories: teacher welfare, Education in Emergency (EiE) contexts, and barriers to female teacher leadership. Within these categories, researchers have generally focused on understanding the variables that contribute to teacher welfare, the role of teachers in EiE contexts, and the variables that specifically affect female teachers. Recent research has taken a more holistic approach to teacher performance and student outcomes, evaluating not only student enrollment and access to education, but also how teacher welfare influences their ability and desire to perform as educators. This expanded focus has highlighted the need to include teacher welfare as a core component of education initiatives that are supported by the international development sector.

The literature defines welfare as "the provision of basic necessities, including salary, teaching materials, and healthcare" according to a recent Ugandan study on teacher motivation. Teacher support includes formal support structures such as training, health care, and school resources, and informal support structures such as peer to peer collaboration and community support. With low salaries, long hours, understaffed schools, and a lack of resources, 59 percent of Ugandan teachers said they would change professions if they could. This likely contributes to Uganda’s 30 percent absenteeism rate for teachers, which ranks as one of the highest in the world. In addition to absenteeism, teacher welfare contributes to motivation and retention, which has a direct impact on student outcomes. The unique plight of female educators, a population with growing representation in the teaching community, is of particular concern. Female teachers when supported, may have a direct positive effect on girls’ enrollment and engagement in school.

In northern Uganda, most schools have a high number of refugee students. These schools include those in refugee and IDP camps and government-funded schools. While there are bodies of research on teachers in refugee and IDP camps, there is limited research on teachers in government-run primary schools with a significant refugee student population.

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In addition, while research has established that welfare is connected to female teacher motivation and retention, in-depth research on the unique needs of female teachers is lacking. This nexus was the focus of the SAIS Women Lead team’s field research in Arua, Uganda, building on insights drawn from existing research.

**Teacher Welfare in Uganda**

Although there is limited research on teacher welfare in Uganda, available data enhances the global metrics that the Organization for Economic Co-operation and Development (OECD) and other international organizations have developed to determine best practices. EIE contexts present unique challenges for teachers that historically have been limited to understanding the impact of EIE settings on student outcomes with little attention or understanding of the impact on teacher welfare. Moreover, female teacher leadership has not been sufficiently explored by existing literature.

In general, studies have found that teacher welfare plays an essential role in teacher motivation, retention, and learner outcomes. Definitions of what criteria compose teacher welfare vary depending on regional and other contextual factors. In a study on teacher motivation and retention, Edge et al. (2017) found that, in Uganda, teacher autonomy, teacher working relationships, and creativity are essential components of teacher’s welfare. These factors are also key to teacher motivation, teacher retention, and learner outcomes.

Globally, researchers have found that other important factors of teacher welfare include salary, security and safety, school infrastructure and resources, professional development opportunities, and access to sanitation facilities. Of particular interest, Shriberg (2007) found, during a study on teacher well-being in conflict zones in Liberia, that while many welfare issues applied across genders, some varied. For example, though both men and women expressed major security concerns, men feared non-sexual bodily violence and peer pressure towards corruption, while women primarily feared sexual violence and/or sexual pressure from employers. In a report conducted by the OECD, Schleicher (2018) reports that teachers around the world generally have low job satisfaction and a poor view of their profession. The report found that improving the classroom environment, relations with colleagues and students, offering professional development opportunities, and appraisals and feedback are among the key elements of improving welfare.

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20 Ibid.
21 Ibid.
In addition to its positive impacts on teachers, improving teacher welfare also affects the welfare and learning ability of students. Studies show increased effectiveness in teachers with high welfare and confidence, enabling students to demonstrate improved welfare as well. A study by Atayi (2008) on barriers to girls' primary education in Arua emphasized the importance of qualified female teachers on the retention and performance of female students. Furthermore, promoting the welfare of female teachers can advance gender parity among students. The Women’s Commission for Refugee Women and Children (2005) found that a lack of female teachers has contributed to the lower number of girls enrolled in school, suggesting a correlation between the welfare of female teachers and the presence and welfare of girl students.

Working in EiE Contexts

In EiE contexts, where teachers often live through and are expected to support others through traumatic events, psychosocial training is a necessary element of welfare. McNatt and Wessels (2018) found a positive correlation between lifetime refugee outcomes and refugees’ psychological welfare in early education. Kirk and Winthrop (2005) also found there is usually a shortage of teachers in EiE contexts. Still, more than just psychosocial training is needed to maximize their impact as there is great difficulty integrating training into classrooms. There tends to be a disconnect between the delivery of training and its practical impact on teachers’ welfare. This highlights one of the challenges facing policymakers and humanitarians targeting this element of EiE contexts.

Working in EiE contexts also presents specific challenges to teachers. Richardson and Naylor (2018) found that refugee settings present unique challenges such as overcrowded classrooms, limited resources, and transportation complications. Research by Spreen and Topher (2013) in post-conflict zones in northern Uganda further identified the need for teacher accommodation, material resources, quality training, and other support structures such as feedback and follow up, to improve teacher recruitment and retention. Additionally, working in EiE contexts makes teachers especially vulnerable to violence in the community. Teachers and schools are often initial targets of attack in EiE and post-conflict targets by perpetrators, such as repressive regimes or rebels. Motives for attacks on teachers are varied but could include wanting to prevent education as a whole or specifically the education of girls, undermining the function of

the government or education system, or attacking teachers who are symbols of an alien culture, religion or ethnic identity.

**Barriers to Female Teacher Leadership and its Impact on Girls**

Several writers have noted how a lack of female teachers in leadership and mentorship roles affects girls’ education in particular. The 2005 Women’s Commission for Refugee Women and Children found that the small number of female teachers and limited training of senior women teachers (SWTs) has played a role in the low levels of girls’ enrollment in northern Ugandan schools. Although the Ugandan government developed the National Strategy for Girls Education, including affirmative action policies to encourage more women to work as teachers, the inequality persists. Okudi (2016) highlights a UNESCO’s 2015 Global Education Monitoring Report, which recommends that the focus in schools should shift from student-focused gender parity programs to teacher-focused gender equity programs that can remove barriers and discriminatory social norms.31 For example, in Uganda’s 2009 Gender in Education Policy, creating roles for SWTs is recognized as key to achieving gender equity in schools because SWTs provide services such as counseling, advocacy, skills development, and role modeling to support gender equity and help girls complete school.32

In addition, Okudi33 (2016) and Atayi34 (2008) found that only half of Ugandan schools have a SWT, with SWTs often having more responsibilities and lower pay than a regular teacher. While many of the female teachers in Uganda express interest in leadership positions,35 these educators often lack the requisite training to ascend to a higher career level. In addition to a lack of training, some female teachers find they lack the mentoring and confidence to attain leadership positions. Sperandio and Kagoda (2008) note that gender-specific training for teachers could help female teachers fulfill these professional aspirations.36 They also argue that the inclusion of women in leadership could help support the recruitment of more female teachers while promoting girls’ enrollment in these schools.

Stromquist, Klees, and Lin (2017) write about the significant role of female teachers in Sub-Saharan Africa.37 Distinct from industrialized countries where elementary education has become a feminized profession, women comprise less than half of teachers across the African continent. The authors explain how gendered family obligations and limited formal sector job opportunities have hindered women’s access to careers in teaching. Nevertheless, the literature describes the benefits — in particular to girls’ enrollment and retention — of hiring female teachers. Of particular note to EIE contexts, Stromquist, Klees,

32 Ibid.
33 Ibid.
36 Ibid.
and Lin (2017) highlight how the socialization of women better equips these teachers to support students dealing with difficult situations outside the classroom.\(^\text{38}\)

Previous research on teacher welfare in Uganda, working in EIE contexts, and barriers to female teacher leadership has provided key insights into the relationship between teacher welfare and outcomes for students, especially those in EIE contexts. Researchers have identified key factors such as job satisfaction and good working relationships, which impact teacher welfare and ultimately affect student welfare. Further, the knowledge that female teachers globally have lower job satisfaction, a critical factor in welfare, compared to careers requiring similar levels of education, suggests the potential impact of education reform. In EIE contexts, the literature shows teachers face unique challenges that require additional support structures. Finally, existing literature shows that female teacher leadership is an important element of teacher recruitment and retention that also impacts girls’ enrollment. These insights, combined with research that has identified quantifiable variables that help measure teacher satisfaction and welfare, offer a basis with which the SAIS Women Lead team conducted its research on female teacher welfare in primary schools with large refugee populations in Arua, Uganda.

There remain knowledge gaps which prevent the application of this research for EIE contexts in Northern Uganda. Additionally, there has been little research on how female Ugandan EIE educators perceive their role, as well as what specific issues may result in barriers to their welfare. The SAIS Women Lead team addresses this gap in knowledge by surveying and interviewing educators and educational administration officials operating in EIE settings.

The team’s research findings contribute to the study of other EIE settings with similar historical and contextual factors. This information is primarily intended to inform Creative Associates International’s educational development initiatives in northern Uganda where there are large refugee populations from bordering South Sudan and the Democratic Republic of the Congo. In addition, other international organizations operating in EIE contexts or seeking to understand factors that impact female teacher welfare can use these findings, lessons learned and recommendations to inform their work and programs. Finally, this study contributes to a growing conversation around teacher welfare in the education sector, especially in EIE contexts.

3. Methodology & Results

The findings of this study draw from surveys and interviews over the course of ten days in Kampala and Arua, Uganda in January 2019. This section outlines the methodology, results, and lessons learned from field research. The full survey results, survey instrument and interview guides are in Appendices I and II.

Methodology

Limitations

Due to the timing and nature of the research, several limitations were present in this study. The study was exploratory with a small sample size, which allowed the researchers to gain a better understanding of the problem but prevents it from making broad conclusions about the state of teacher welfare in Uganda. In addition, the research took place in January when schools were not in session and teachers were on holiday. This severely restricted access to teachers, especially female teachers who are typically responsible for taking care of their families and were at home. Many teachers work second jobs during this holiday time and could not meet because of their work schedules. Despite these limitations, the results of the surveys and interviews reveal many of the challenges that teachers in Arua District schools face and could potentially be used as a starting point for further research.

Sampling

The results of this study were drawn from a non-experimental survey and interviews from a purposive convenience sampling of 19 teachers (12 males and 7 females). Additionally, several interviews were conducted with key stakeholders such as government officials and NGOs. All of the teachers surveyed and interviewed represent five different government-run schools in the Arua District, a part of northern Uganda with a high concentration of refugees from South Sudan and the Democratic Republic of the Congo. Three of these schools were located near the Rhino Camp Refugee Resettlement, which is located approximately 60 kilometers from Arua Town, and one school was located within Arua Town.

Since the Arua Primary Teacher College (PTC) is primarily responsible for supporting and managing teachers in the region, the Principal of the Arua PTC, Gladys, and the Arua PTC representative for schools near the Rhino Camp Refugee Resettlement, Geoffrey Bada, were tasked with selecting three schools near the refugee camp that had a high number of refugee students. Within each school selected, the school’s head teacher organized three to six teachers from their school to be interviewed and surveyed. A total of 15 teachers (11 males and four females) were surveyed in these schools and of these 15, six (four males and two females) were interviewed. These interviews and surveys took place at one of the schools, Yoro Primary School, because of its central location. While the original research plan was to interview first and fourth grade teachers at four predetermined schools, the timing of the trip restricted access to teachers since schools were not in session. As a result, the teachers interviewed range from the P1 to P7 level.

39 Since the research took place in January when schools are not in session, teachers were difficult to reach.
40 The timing of the trip was restricted to the winter intercession break since the researchers were graduate students and travel in other months would have required them to miss mandatory classes.
One additional school was later selected in Arua Town to compare the challenges and number of refugee students with the more rural schools near Rhino Camp. At this school there were four teachers (three females and one male) surveyed and three of these teachers (two females and one male) were interviewed.

**Figure 2: Summary of Teachers Surveyed & Interviewed**

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<tr>
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<th>Rhino Refugee Camp</th>
<th>Arua Town</th>
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<tr>
<td><strong>School(s)</strong></td>
<td>Ocea, Odobu, and Yoro</td>
<td>Mvara</td>
</tr>
<tr>
<td><strong>Number of Teachers</strong></td>
<td>15 teachers (11 male, 4 female)</td>
<td>4 teachers (3 female, 1 male)</td>
</tr>
<tr>
<td><strong>Interviewed</strong></td>
<td>6 teachers (4 male, 2 female)</td>
<td>3 teachers (2 female, 1 male)</td>
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</table>

**Methods**

Face-to-face surveys and interviews with teachers were administered one-on-one in English by a team member in order to ensure confidentiality and to help participants respond openly and honestly. Each survey and interview took approximately 20 minutes and all teachers who were interviewed were also surveyed. Each teacher received reimbursement for their transportation and refreshments after the interview. The survey instrument was developed based on survey questions asked in previous research studies41 on teacher welfare in developing countries as well as Uganda specific literature and statistics that provided insight into country-specific factors and informed the survey questions. With limited time in Uganda, there was not an opportunity to pilot the survey before speaking with teachers and other interview sources.

The survey instrument addressed:

- **Demographic information**: To categorize the responses, teachers were asked questions about their gender, age, work experience, salary ranges, and other categories deemed to be culturally appropriate.
- **Perceived benefits and challenges**: These questions identified to what extent teachers experience benefits and challenges of integrating refugees into their classrooms, managing working hours and conditions, accessing school supplies, and more.

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41 Questions were adapted from the previous year’s SAIS Women Lead field research in Nigeria as well as the Teaching and Learning International Survey (TALIS) 2018 Conceptual Framework from the OECD.
• **Services currently provided:** teachers were asked about the organizational support and services available to them, as well as their perceptions of the quality and accessibility of these services. These included health care, professional development opportunities, peer support groups, and more.

In addition to interviews with teachers, nine interviews were also conducted in English with the following key stakeholders:

- **Government**
  - Ministry of Education and Sports, Office of Primary Teacher Education
  - Ministry of Education and Sports, Office of the Special Needs Education
- **NGOs**
  - Windle Trust
  - FAWE
  - Zoa International
  - Aga Khan Foundation
- **Arua Primary Teacher College**
- **Rhino Camp administration officials**
- **Uganda National Teachers’ Union (UNATU)**

These interviews included questions about how the entity defines welfare, the benefits and challenges that teachers face in Arua District schools, the gendered differences between male and female teacher challenges, how these challenges can be alleviated, and more. Each interview with the above key stakeholders was conducted as a group with one lead interviewer, one facilitator, and one note-taker.

**Analysis**

The transcripts from the interview provided a significant portion of the data used in this study. After completing an interview, the note-taker transcribed the interview and notes. The transcripts were thematically analyzed across interview subjects. For example, each group was asked about the challenges that teachers in the region face. Responses were grouped together under commonly discussed challenges such as “accommodation” or “food.” Answers from key stakeholders were analyzed first with a comparison of their responses and then the most frequently mentioned themes were identified. These themes were cross-checked in additional conversations with stakeholders and teachers, who spoke about similar challenges and experiences. The themes most frequently found in both interviews with key stakeholders and teachers were selected as key findings for this study.

Similar to interview results, all survey results were transcribed into one Excel sheet at the end of the surveying day. The data were analyzed by tallying the number of responses given for options on a particular question. These results corroborated with the results from the interviews and similar themes emerged. The data were also uploaded into Tableau, where responses to questions could be easily visualized. After analyzing the data in Tableau, charts that revealed interesting or more uniformed analysis were chosen to include in this report.
Survey Demographic Results

Fifteen teachers were surveyed near the Rhino Camp Refugee Resettlement representing three schools: Ocea, Odobu, and Yoro Primary Schools. Four additional teachers were surveyed in Arua Town at Mvara Primary School. In total, the majority of the teachers were male because of males make up the majority of teachers in Arua District. Additionally, due to the limitations described above, female teachers were more difficult to access. The survey population consisted of 63% of males, while 37% were females (see Figure 3). An average of 43% of primary school teachers in Uganda are female, but this number is typically lower in rural parts of Uganda like Arua.

On average, the women surveyed were younger than the men surveyed (see Figure 4).

Additionally, the women surveyed had an average lower education than the men surveyed (see Figure 5).

Lessons Learned

Results

The survey yielded valuable insights about the challenges that teachers face in northern Uganda schools. For example, question 12 on the survey (see Appendix I) asked teachers to select three things from a list of options that could be improved in their school environment. All of the selections were chosen by at least one teacher. This question revealed that the highest number of teachers felt that salary, school supplies, and safety in particular could be improved in their schools.
Other questions designed to gather quantitative data confirmed that schools near refugee camps in Arua District have high numbers of refugee students and large average class sizes. Questions 13 and 14 on the survey found that the school with the highest number of students and the largest proportion of refugees in the classroom was Ocea Primary School, which hosted a large number of South Sudanese students. In Ocea Primary School, the average class size was 251 students and approximately 92% of these students were refugees. This was in stark contrast to the Mvara Primary School, which is located in Arua Town where only 4% of its students were refugees. The other schools fell in the middle of Ocea and Mvara with 66% at Odobu, and 87% at Yoro.
Question 16 also revealed challenges that teachers face with having refugees in the classroom. For example, 100% of the teachers surveyed said that language barriers are a major concern and 89% of teachers said that refugees regularly miss class, often to go pick up their food ration at Rhino Camp.

What could have been improved [Fold into larger limitations section]
Study Limitations
After analyzing the data, some survey results yielded more questions than answers. For example, question five asked how recently teachers had participated in formal training or professional development support. However, there was no option in the survey to record what type of training the teachers had participated in, which could have yielded more interesting results about the types of training focused on and existing gaps in teacher training.

This question could be reworded to include the different types of training opportunities and frequency of training opportunity. It would also have been interesting to understand the topic of the training (i.e. curriculum, special needs, etc.) as well as what entity organized the training.

In addition to clarifying questions on the types of training, it would have been helpful to ask more about the types of psychosocial training that teachers received. It was assumed these trainings taught teachers how to deal with refugee students, but it would have been helpful to learn if these trainings also included topics such as PTSD or discipline.

Language or cultural barriers
While all of the teachers surveyed spoke English as it is the language of instruction in all government schools, some questions might still have caused confusion because of language or cultural barriers. For example, the researchers found that many teachers did not understand the word “stress” or the concept of “experiencing stress” in question 10, which required additional explanation and makes this particular question difficult to measure.

In question 13, some teachers initially gave us the number of students in the whole class (i.e. all of grade 3) rather than the number of students in their classroom at one time. This required clarification with teachers that the survey meant number of students in a classroom at one time, not the population of the entire grade.

The survey was not piloted or reviewed by a local Ugandan before administering it, so there is a possibility that these issues could have been prevented. Future research should be piloted and reviewed specifically by someone who lives in Arua District.

Delayed Knowledge
Additional information and variables that would have been helpful to include in the survey was discovered after talking extensively with the teachers. For example, question 18 on the survey asked teachers if their schools lacked electricity, but some of the schools relied completely on solar panels. Knowledge of this information prior to administering the survey, would have required the addition of solar panels or a clarification of what electricity entailed in the survey.
This also applied to some of the more culturally nuanced difficulties women face in Uganda. For example, one of the reasons many women do not travel to rural areas for teaching positions is because of family obligations. These women often have to stay home and care for their children or their husbands do not let them go far from home. Since the lack of accommodation was a key challenge that these teachers faced, it would have been quantifiable how many teachers lived in provided teacher accommodations and whether they brought their spouse and children with them.

It was also discovered that to offset the small salaries that teachers are paid in Uganda, many teachers work side jobs. It would have been helpful to ask teachers if they made money on the side to supplement their income and if so, what they did. In side conversations, one female teacher said she sells things in the local market, while a male teacher grows vegetables and hopes to sell them. Another female teacher interviewed said that many male teachers in Arua Town drive motor bikes called “boda bodas” after work, but because of family obligations at home, many female teachers do not.

Lastly, it would have been helpful to learn more about the structure of schools in Arua District once on the ground by gathering data about the following:

- Whether each school had a SWT and SMT
- How many male and female teachers in each school
- How many of the teachers were refugees themselves
- How many male and female teachers live in provided accommodation
- What language teachers teach in and whether or not they have language assistants in their classrooms
- Clarify whether they have a shower or changing room for females in addition to separate latrines for males and females, and whether they have separate latrines for students and teachers
- Who funds the teacher salaries (i.e. government, PTA, or NGOs)
- Whether the school had a feeding program and whether that included a sustainable garden, breakfast, lunch, a chef, etc.
- Whether each school had a School Management Committee (Q7)
4. Key Themes

Based on the field research and using the methods of analysis previously described, eight key themes that affect female teacher welfare (see Figure 8) were solidified. These themes are further explored in this section.

**Figure 8: Key Themes for Female Teacher Welfare**

<table>
<thead>
<tr>
<th>Classroom</th>
<th>Nutrition and Health</th>
<th>Safety</th>
<th>Dual and Dueling Responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Language • Class Size • Resources • M:F Teacher Ratio • Classroom Safety • Integration of Refugees</td>
<td>• Food • Sanitation Facilities • Access to Healthcare</td>
<td>• School Security • Transportation</td>
<td>• Domestic • Professional</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Infrastructure</th>
<th>Institutional and Support Structures</th>
<th>Preparation</th>
<th>Motivation</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Accommodation • School Facilities</td>
<td>• School Support • District / Regional Support • National Support • International Support</td>
<td>• CPD • Refresher Courses • Workshops • In-Service Training • Primary vs. Secondary Preparedness</td>
<td>• Salary • Partner Organizations • Recognition</td>
</tr>
</tbody>
</table>

**Classroom Dynamics**

Classroom dynamics were a key theme for all interviewed teachers. These dynamics can vary widely depending on whether the schools are in refugee settlements or more urban areas such as Arua Town (see Figure 9).
Figure 9: Urban and Refugee Settlement School Comparison

<table>
<thead>
<tr>
<th></th>
<th>Refugee Settlement Schools</th>
<th>Urban Schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proportion of refugee</td>
<td>High</td>
<td>Medium to Low</td>
</tr>
<tr>
<td>students</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teacher Salaries</td>
<td>Government NGOs such as</td>
<td>Government PTA</td>
</tr>
<tr>
<td></td>
<td>Windle Trust</td>
<td></td>
</tr>
<tr>
<td>Other Services (Feeding,</td>
<td>Relies more on NGOs, then</td>
<td>Rely more on PTA, then</td>
</tr>
<tr>
<td>Teacher Housing, etc.)</td>
<td>PTA</td>
<td>NGOs</td>
</tr>
<tr>
<td>Male:Female Teacher</td>
<td>Generally more male</td>
<td>Generally more female</td>
</tr>
<tr>
<td>Ratio</td>
<td>teachers</td>
<td>teachers or equal ratios</td>
</tr>
</tbody>
</table>

**Language:** While the influx in refugee students has created a demand for multilingual teachers, the influx in refugee teachers — with certification, partial certification, and no certification but interest in the profession — has created a new pool of teachers in Arua District. These refugee teachers fill diverse roles in the classroom such as assistant educators, nursery school caregivers, and primary teachers. Most of those refugee teachers who have studied at the Arua Core PTC come from South Sudan and speak Arabic as well as some local Sudanese languages. These teachers not only bring a unique perspective to the classroom, but they can also fill a critical gap between the languages spoken by Ugandan teachers and their South Sudanese refugee students. Once a week in P2 at Ocea Primary, for example, the school’s P3 teacher — a refugee from South Sudan — helps the P2 students understand lessons they missed from their Ugandan teachers by explaining the concepts in the students’ native language. In other classrooms, trained South Sudanese refugees work as assistant educators who translate lessons into a language more familiar to the South Sudanese refugee students. Students who do not speak English are restricted to the primary schools, as proficiency in the language is required for entry into secondary school.

**Large class sizes:** The influx in refugees at the Rhino Camp has increased the number of students in each grade-level, particularly in the settlements’ primary schools. Teacher-to-student ratios range from 1:80 to 1:200 whereas the standard ratio in Uganda is 1:45. On average, primary school classrooms in Rhino Camp were built for 40 students. Classrooms are not just overcrowded, Yoro principal Ken said. The space constraints also require some students to sit in inappropriate grade levels where there are available seats. “The number of children is overwhelming teachers,” he said. “Imagine 389 children and one teacher.” Yoro’s P6 teacher John also noted discipline challenges in a class with hundreds of students. “When there are more than 200 kids in one class it is hard to identify where the problems are coming from,” he added. Such large numbers of students in one class makes it hard for teachers to manage the classroom, including attending to the needs of every student and maintaining order and discipline.

As the number of refugee students has grown, partner organizations have hired and paid additional teachers to supplement those on the government payroll. Most of these
teachers are required to make the same salary as government-teachers, according to a national Ugandan law. Before that regulation, the NGO-paid teachers made a higher salary than those paid by the government. Still, amid growing numbers of students, the demand for teachers has exceeded their hiring. Yoro’s principal and Odobu’s headteacher cite a possible explanation: a disconnect between the difficulty in reaching schools at the rural Rhino Camp and the government’s decision not to classify the region as “hard to reach.” When the government designates a school as such, the Ministry of Education and Sport gives teachers in the region additional money on top of their salary. The teachers at Rhino Camp do not receive this allowance. According to Ken, this partly explains the high rate of teacher-turnover at Rhino camp, usually within two years. At the same time, Arua PTC principal Gladys says the teachers who graduated from her program had faced higher unemployment rates before NGOs hired teachers in the region. In the past, while the government allocated a specific teacher count based on the number of students, not all schools were able to afford salaries for their respective teacher count. Recently, NGOs have started stepping in to help pay for teacher salaries that the school or PTA could not otherwise afford, and teachers in Arua District have had less trouble finding a job in education.

**Resources:** Lack of resources and school supplies continue to be a challenge for all schools. Overcrowding in schools means that there are not enough desks and books for students, and many students cannot afford to provide their own textbooks. In Yoro Primary, Ken says he often finds six students sharing a desk meant for two. Without a room where all students can convene for Yoro’s daily morning assembly, teachers bring their students outside to sit on the field for announcements. Some teachers noted, however, that one benefit of having more refugees in their schools is that they receive more supplies and textbooks from NGOs. Despite additional NGO support for schools with refugee students, 47% of teachers cited school supplies as one of the top three things that could be improved in their school environment.

**Male vs. female teacher ratio:** The interview with the Forum for African Women Educationalists (FAWE) highlighted that recent Ugandan policies have empowered more female teachers – that is, the Ugandan government has facilitated more recruitment of women as teachers in general, specifically in the science field. In addition, the number of women who run schools and participate in school leadership is rising. Behind this backdrop, however, the reality is that the female to male teacher ratio in Arua is only 36:100. In rural districts such as Arua, it is hard to recruit female teachers for a number of factors. First, many schools with refugee students may be farther away and harder to reach than other schools. Also, the responsibilities of raising a family may prevent a female teacher from either leaving her family or moving her family to live in teacher accommodation, which is often inadequate. Husbands of female teachers will sometimes also disapprove of a female teacher moving far away for their profession.

In schools in the refugee settlement camps, often NGOs help supplement the government’s teacher recruitment in schools with high numbers of refugee students. In

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42 Educators in the accelerated learner program are exempt from this law. These teachers tend to make a lower salary than primary school teachers. Darlington quoted the ALP rate as 400,000 Ugandan shillings per month versus the 468,000 Ugandan shillings per month allocated for regular classroom instruction.
one school, 10 out of 25 teachers are female, with three that are funded by the
government, three through Save the Children, and four through Windle Trust. At another
school, six out of 25 teachers are female, with two that are government funded and four
that are funded through Windle Trust. In contrast, at primary schools outside of refugee
camps, NGOs are not allowed to fund teacher salaries. If primary schools need additional
support, the PTA will typically help fund additional teacher salaries. At Mvara Junior
Primary School in Arua Town, for example, 13 out of 18 teachers are female. Fifteen
of the teachers are government funded with the remaining three funded by the PTA. This
confirms the response from teachers and NGOs who noted that it is harder to recruit
female teachers to more remote or rural areas.

**Classroom safety:** Teachers discussed their concerns about how unaddressed trauma
may affect how their refugee students behave in the classroom. Teachers noted concern
for these students and described how some were child soldiers in the war zones in South
Sudan and/or witnessed violence that has shaped their young world view. Teachers
perceived that their earlier experiences may influence how the students respond to
frustration or anger at other students and their teachers. Teachers and NGOs observed
that refugee students’ may resort to “tease, taunt, bully, and physically fight during the
school day” perhaps to express other emotions. According to the teachers we
interviewed, this can be particularly challenging in classrooms where there is a wide
range of ages and younger students may feel more vulnerable.

**Integration of refugee students:** Integrating refugee students into the classroom with
Ugandan national students can present a challenge to teachers, especially since the
recent influx of South Sudanese and Congolese students has contributed to the high
number of students in each classroom. All teachers surveyed agreed that educating
refugee students is the right thing to do and that refugee students form friendships and
encourage local students. At the same time, teachers highlighted the challenges their
refugee students face because they may miss class, especially on food distribution days.
Some refugee students are also unaccompanied minors, and in some cases, families are
child-headed, meaning that refugee children take on many burdens at home in the
absence of caregivers. These burdens often cause refugee students to miss more class
than their Ugandan peers. Overall, most teachers said in the survey that student
relationships between refugee and national students are positive.

**Nutrition and Health**

**Food:** Whether food is provided at school can affect the productivity of teachers’ and
students’ day at school. In schools where breakfast and lunch are not provided at school,
teachers and students at primary schools in Rhino Camp often travel home midday for
food. For female teachers, lunch preparation includes that for her husband and children.
The time it takes to walk from school to home, have a meal, and return to school leaves
classrooms vacant for hours. Sometimes, students do not return for afternoon classes. By
contrast, when food is served at school, students and teachers are more likely to stay for
the full day of classes. ZOA had a program through which it provided porridge in some
Rhino Camp primary schools. The NGO paid for the food, hired a chef, and built a
modern stove at the Yoro Primary School, where it provided meals for the last year. Yet
the end of the program signaled the end of in-school meals. Ken, Yoro's principal, says
the school is waiting for another partner organization to fill ZOA’s role. Until then, students and teachers are responsible for preparing their own meals.

**Sanitation Facilities:** The number of latrines — whether there are different facilities for students and teachers, and men and women — varies from school to school. Each female teacher interviewed cited a lack of gender-separated latrines as a challenge, when specifically asked about the presence of these latrines. Without a women’s latrine, teachers noted that there is no space at the school where women can clean themselves during their menstrual cycle. In addition to menstruation health concerns, one local NGOS reported ases in which female teachers contracted urinary tract infections when their school did not have gender-separated latrines potentially due to bacteria from male urination patterns.

**Healthcare:** Healthcare for teachers widely varies on the school. Some teachers mentioned that they have access to healthcare but that it was very far away. Other teachers said that healthcare, such as a clinic, is readily accessible and near school. None of the teachers interviewed specifically mentioned access to healthcare as a disincentive for teaching at a certain school. However, for women teachers with families, access to nearby healthcare for their children as well as to address sexual reproductive health issues could be an incentive to teach at a given school.

**Safety**

**School Security:** “Safety” was listed as a top three concern for nearly 40% of teachers surveyed when asked to choose the top three concerns that they face in their school. Safety was defined as school safety, such as the presence of a gate or security guards. The results from this survey question can be found in Figure 6 in the Methodology section of this report. While all schools represented in the survey have a security guard present at the school, teachers at one primary school voiced concern that they only have one security guard. In addition, when asked in interviews why they were concerned about safety, one teacher at stated that their primary school does not have a fence and has had issues with people nailing holes into their water tank, tampering with their already limited supply of water causing worries this is a sign that the instructors are not wanted in the community.

**Transportation:** Another concern from the teachers was the lack of transportation to and from school. Teachers who do not live in provided accommodation sometimes travel long distances to get to school. Some have no choice other than to walk. This is a concern particularly for female teachers who have to travel long distances alone and are susceptible to gender-based violence. To reach Arua Town, the hub closest to the Rhino Camp, teachers must pay 30,000 Ugandan shillings for the round trip (roughly $9). This can be cost-prohibitive to teachers, some of whom cannot afford to pay for their own children’s school fees.
Domestic: Women in Uganda are typically responsible for more domestic work at home than their husbands, including cooking, cleaning, and caring for the children. Female teachers are often expected to keep up with these chores in addition to working. Many female teachers with young children also have to bring their children to class if they have no childcare. Some have to take breaks to breastfeed. Schools do not provide childcare and few teachers can afford to hire a babysitter. Most of the female teachers interviewed for this case study brought their young children with them to the interview; another asked to leave early in order to return home to care for her child.

Professional: The presence of female teachers may encourage girls’ enrollment in school. Several NGOs and head teachers say girl students only feel comfortable sharing their concerns with the female, not male, teachers. In each school, a SWT and senior male teacher (SMT) is appointed to provide counseling, guidance, and support to other teachers and students of the same gender. Sarah, the SWT at Ocea, says she encourages all the female teachers at her school to participate in these services. She says she helps them feel comfortable with her by speaking freely herself about issues and concerns that she has as a teacher. However, the low number, or altogether lack, of female teachers in many schools, especially in rural areas, may leave a larger burden to the few female teachers available to girl students. According to Windle Trust, there are often only a couple of female teachers for over 1,000 girls in schools in the Rhino Camp area.

Infrastructure

Accommodation: While many schools in Arua District have teacher housing, the surveyed teachers said the accommodation is often inadequate. When asked specifically about the inadequacy of the accommodation in interviews, respondents said that there is often not enough housing to accommodate all of the teachers. Most houses are constructed as temporary units without sufficient space for a spouse and children, with whom the teachers report living. Many homes also have holes in the ceiling that leak when it rains, limiting space for cooking operations. Since housing is limited, many families have to share homes with other teachers and their families. Places built for two families often house up to four. At the teacher accommodation at Yoro Primary, there is also only one latrine, which, Yoro’s principal Ken says, is not constructed well and is difficult to clean out. As a result of these challenges, some teachers opt to live outside. These accommodation woes disproportionately affect female teachers. Since there are often fewer female teachers than males, some female teachers have to share housing units with other male colleagues and lack privacy. While FAWE acknowledged that there has been increased government financing for teacher accommodation, for which female teachers are prioritized, there is still a large gap in teacher accommodation.

School Facilities: Of the schools surveyed, none have electricity connected to the grid, although some had solar panels connected to some rooms. Two of the schools did not have water, although one of them had a rainwater catching system that provided water to the school only when it rained. For the schools that did have water, teachers say the supply was not enough. While most schools have a staff break room, sometimes these rooms also doubled as teachers’ workspaces. Yoro Primary did not have a staff room at
all and used classroom space for storage, further reducing the limited number of classrooms available to teach.
In the small village where Jennifer grew up, there were no female teachers. Girls married very young, often dropping out of school around sixth grade, and were usually mothers by age 18. When Jennifer graduated from secondary school, a rare accomplishment for the girls in her village, she decided to become a teacher as a tribute to those who invested in her own education. Today, Jennifer has worked at Mvara Primary School for over 20 years. She has two daughters, both of whom have completed secondary education. One of them is now a college student. Jennifer hasn’t forgotten the village she calls home. She regularly returns to Ofaka to encourage the girls that still live there to pursue an education instead of marrying young. Jennifer hopes that some of them will choose to be teachers, too.

“Many have left the teaching profession, but I look at the future of our children. If I don’t teach them, who will? Through education, I can transfer what was given to me to others.” - Jennifer
Institutional & Support Structures

From the individual teacher level up to the international level, there are support structures that contribute to teacher welfare. These structures were named and described during interviews with teachers, NGOs and ministry officials.

**Figure 10: Teacher Support Structures**

Based on interviews with both FAWE and Aga Khan Foundation, two crucial support structures for teacher retention and motivation are the Parent-Teacher Association (PTA) and the School Management Committee (SMC) (see Figure 11 for more detailed stakeholder descriptions). While the survey did not specifically ask about SMC support, fifteen of the nineteen teachers surveyed said that PTAs had supported them in the past six months. PTAs and SMCs often assist in areas such as building new teacher accommodation, providing monetary and non-monetary incentives, and recognition to teachers and leading food programs at schools. Schools with both a strong PTA and SMC will typically address more issues related to teacher welfare, thus creating higher performing, better prepared, and more satisfied teachers. Schools without strong PTAs and SMCs often lack programs to support teacher welfare.

Finally, the Ministry of Education has also proposed the creation of a Teacher Council at the national level, which would more directly address the issues teachers face. This Teacher Council would be able to streamline processes related to salary, benefits, and more quickly respond to teacher needs.
## Preparation

One of the most robust areas where Uganda has focused a lot of attention and resources is in teacher training. Each school, regardless of location, must devise a professional development plan for each teacher. Teachers also are required to share what they

<table>
<thead>
<tr>
<th>Stakeholder</th>
<th>Level</th>
<th>Role in Teacher Wellbeing</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNHCR (United Nations High Commissioner for Refugees)</td>
<td>International</td>
<td>They support schools with high populations of refugee students, and sometimes provide additional resources, such as textbooks to the schools.</td>
</tr>
<tr>
<td>INGOS (FAWE, Windle Trust, Aga Khan, etc.)</td>
<td>International</td>
<td>INGOS support schools in various capacities. Windle Trust and World Vision sometimes supplement teacher salaries. Others provide support such as teacher training, refresher courses, feeding and agribusiness programs, teacher accommodation, infrastructure, and textbooks. Aga Khan piloted an SMS management platform for teacher peer support.</td>
</tr>
<tr>
<td>Ministry of Education and Sports</td>
<td>National</td>
<td>They provide support and supervision as well as national curriculum. They also provide the framework for promotions.</td>
</tr>
<tr>
<td>UNATU (Ugandan National Teacher’s Union)</td>
<td>National</td>
<td>They provide moral support and advocacy on behalf of teachers as well as small perks such as a t-shirt.</td>
</tr>
<tr>
<td>Arua Core PTC</td>
<td>District / Regional</td>
<td>They provide refresher courses and continuous professional development in addition to in-service and pre-service training.</td>
</tr>
<tr>
<td>Arua District Education Office</td>
<td>District / Regional</td>
<td>They provide support and supervision, scholastic materials, and sometimes refresher courses.</td>
</tr>
<tr>
<td>Parent-Teacher Association (PTA)</td>
<td>School</td>
<td>The PTA structure began primarily due to teacher welfare problems, and are tasked with taking care of things that the government doesn’t address, such as teacher accommodation and meals. The PTA is made up of teachers and parents, and provides crucial support for teachers, which varies school by school. Often PTAs, SMCs and NGOs work together to provide teacher support. This includes helping to support teacher salaries, providing feeding programs, building teacher accommodation and latrines, providing teacher recognition and teacher incentives in the form of salary bonuses and airtime, and a teacher support fund for miscellaneous teacher related expenses.</td>
</tr>
<tr>
<td>School Management Committee (SMC)</td>
<td>School</td>
<td>The SMC is made up of faith members, government representatives, teacher representatives, and parent representatives. They provide similar support as the PTA but often SMC capacity to implement programs at the school is low. The SMC and PTA work together to support the school's operations and teacher welfare.</td>
</tr>
<tr>
<td>Principal and administration</td>
<td>School</td>
<td>The principal and school administration often facilitate targeted trainings for teachers and hold feedback and reflection sessions to understand what issues teachers are facing. They also hold decision making power for programs that are implemented in their schools.</td>
</tr>
<tr>
<td>Headteacher, SWT, &amp; SMT</td>
<td>School</td>
<td>The headteacher and SWT/SMT are often the first line of defense for teacher issues, especially more sensitive issues such as sexual harassment and other security issues. The SWT/SMT are responsible not only for the wellbeing of female and male students, but also female and male teachers.</td>
</tr>
<tr>
<td>Other teachers / Peer to Peer Support / Informal Socialization</td>
<td>School / Individual</td>
<td>Teachers rely on each other to share issues they go through and serve as key support systems for each other.</td>
</tr>
<tr>
<td>Family and Friends</td>
<td>Individual</td>
<td>Family and friends are often key sources of support for teacher wellbeing, especially for female teachers who often are expected to take care of children and prepare meals.</td>
</tr>
</tbody>
</table>

Preparation

One of the most robust areas where Uganda has focused a lot of attention and resources is in teacher training. Each school, regardless of location, must devise a professional development plan for each teacher. Teachers also are required to share what they
learned at training with fellow teachers when they return. When asked about the last time they participated in training, 89% of teachers said they had received training in the past year. While NGOs play a big part in providing training on specific topics, they work closely with the Ministry of Education, PTCs, and District Education Offices to deliver training according to regional needs. Figure 6 below outlines the types of training that are available for teachers in Uganda.

**Figure 12: Types of Teacher Training**

<table>
<thead>
<tr>
<th>Type of Training</th>
<th>Level</th>
<th>Provided by</th>
</tr>
</thead>
<tbody>
<tr>
<td>Continuous Professional Development (CPD)</td>
<td>Cluster or school-based</td>
<td>NGOs, District Education Office, PTC, UNATU, etc.</td>
</tr>
<tr>
<td>Workshops</td>
<td>Cluster-based</td>
<td>NGOs, District Education Office, PTC, UNATU, etc.</td>
</tr>
<tr>
<td>Refresher Courses</td>
<td>Regional</td>
<td>Ministry of Education</td>
</tr>
<tr>
<td>In-Service Classes or Diplomas</td>
<td>Individual Teacher</td>
<td>PTC</td>
</tr>
</tbody>
</table>

**Continued Professional Development:** Every school has a plan for continuous professional training, including how to manage a large class. This training is typically cluster or school-based and offered by the District Education Office or PTC. Other organizations such as the Ugandan National Teachers Union (UNATU) or NGOs sometimes will also offer continuing professional development (CPD). When asked about the last time they had received professional development training, most surveyed teachers said they attended professional development training within the last two years and would be interested in attending more professional development training in the future. 53% of teachers surveyed said these sessions included information about educating refugee students.

**Workshops:** Workshops are typically cluster-based and can be offered by various stakeholders such as NGOs, the District Education Office, PTC, or UNATU. They are held on various topics that are offered as needs or interest arise, such as how to make menstrual pads out of local materials, how to increase pupil performance, or how to support teachers and give feedback.

**Refresher Courses:** Refresher courses are typically provided by the Ministry of Education and are offered when the Ministry wants to roll out a new policy or curriculum change across the nation.

**In-Service Classes or Diplomas:** Arua Core PTC offers in-service training and diploma programs, which are formal programs for people who want to be trained to teach a different subject or grade. The PTC also offers a training specifically for refugees interested in becoming teachers, predominantly for pre-primary students (for the same age range as US nursery school). For the female trainees, Arua Core PTC offers childcare and “mother-figure tutors” who provide support, guidance, and counseling much like a SWT.
Motivation

Salary: The average salary of a teacher working in a government-run school in Uganda is 300,000 Ugandan shillings per month, which equals only about $US 81 per month. According to a Principal Education Officer in the Ministry of Education, some teachers cannot afford to send their own children to school. Teachers are notoriously underpaid in Uganda, but only about half of the teachers surveyed identified salary as one of their top three concerns about their job. Salary increases and promotions appear to be the primary focus of UNATU, which successfully petitioned the government to raise salaries by 20% last year. Based on interviews, it seems unlikely that the government will be increasing teacher salaries soon. To address low teacher salaries, PTAs and NGOs sometimes compensate in the form of monetary motivation, called ‘airtime’, once or twice a year as an informal bonus. Salaries seem to be equal across genders. When asked if they perceive their salary to be above average, about the same, or below average as the opposite sex, all but one teacher surveyed felt that they were paid “about the same” as their colleagues of the opposite sex.

Partner Organizations: Several partner organizations have implemented non-monetary motivation programs. For example, the Aga Khan Foundation held a campaign in which SMS text messages were sent to a group of over 800 teachers as a peer learning and support program. These messages asked a question about teaching and the teacher with the best response would be recognized and given a t-shirt to thank them for participating. Aga Khan found that such non-monetary programs were beneficial in motivating teachers. Aga Khan also believes that all aspects of a teacher’s welfare should be integrated into their projects. For example, programs like community-based financial savings groups to motivate teachers to save money and find more financial security despite their low salaries. Partner organizations also play an important role in schools with high concentrations of refugees. In Rhino Camp, which has over 40 operating partners, organizations like Windle Trust pay the salaries of many teachers who are added to accommodate the increase in students. Windle also provides materials, helps recruit teachers, and offers other support to the schools and teachers. Other organizations help motivate teachers by providing support such as feeding programs.

Recognition: Teacher recognition seems to be a primary focus of the Ministry of Education’s efforts toward implementing non-monetary motivation plans in schools. The Ministry’s 2017 Teacher Incentive Framework includes goals to provide awards and recognition such as a Wall of Fame in schools. However, government officials have only had discussions on the framework amongst themselves and have not taken any actions to implement it in schools. Some schools have their own recognition plan to increase motivation among teachers. For example, some schools hold a Principal Tea Day, designed to recognize and celebrate teachers for their service. The government has equally held an “Excellence at Work” program in the past, which recognized the best performing teachers and gave them a certificate. However, this award is no longer active. With low salaries and no raises expected in the near future, non-monetary recognition schemes can greatly motivate teachers to work hard. Often, recognition is left to the role of the SMC and PTA. For example, at Mvara Primary School, the PTA recognizes the best teachers at the school every term, and also provides monetary rewards for the best performing teachers.
5. Recommendations

Based on the findings of this study, the SAIS Women LEAD team has identified six key recommendations (see Figure 13) to help Creative Associates develop programs that support female teacher welfare in government schools with large refugee student populations. Additional details for each recommendation are outlined below.

**Figure 13: Summary of Recommendations**

- **Develop a sustainable provision of in-school meals**
  - NGOs in Arua District have organized a variety of in-school food programs. However, each of these initiatives has provided only temporary fixes to a systemic issue. Creative Associates has the opportunity to develop a long-term solution to support teachers’ in-school nutrition. ZOA, in the Rhino Refugee Camp, and Aga Khan, in Arua Town, implemented ideas — such as planting vegetable and herb gardens at schools for students to garden during the rainy season and installing a modern stove — which could form the basis for a sustainable food program. The primary issue would be the delivery and provision of food that cannot be grown on-site. When, for example, the ZOA program ended last year, the schools did not have enough funds to continue serving meals and retain their on-site chef even though they had a modern stove. Collaboration through the Ministry of Education to develop a could enable Creative Associates to develop an innovative approach to mitigate these challenges.

  Such a project would reap a special reward for female teachers’ welfare. Without feeding programs in school, female teachers said they had to go home in the middle of the day to make lunch for themselves and their family. For male teachers, by contrast, their wives tend to prepare lunch for them. When breakfast and lunch are provided at school, female teachers can remain at work with their co-workers to eat and discuss the day’s challenges. These meal provisions could also play a role in encouraging female teachers to work at schools in rural and hard to reach locations.
Facilitate sustainable and sufficient teacher accommodation

Creative Associates could work through the Ministry of Education to play a role in providing teacher accommodation, especially for female teachers. Female teachers with families especially benefit from having teacher accommodation near or on school grounds so that they do not have to go home to prepare lunch and miss crucial hours at school. Moreover, current teacher accommodations are often crowded and do not include separate changing rooms or private spaces for female teachers, as discussed in section 3. Currently, the PTA typically addresses teacher accommodation issues by working with teachers and community members to build additional housing when there is not enough government funding to add teacher accommodation. However, some PTAs do not have the capacity to address teacher accommodation issues and some schools do not have a PTA at all.

Creative Associates could work with the Ministry of Education to partner with Windle Trust and specific schools with teacher accommodation needs to mobilize the building of teacher accommodation facilities. This could include building accommodation on school grounds, building communal accommodation for female teachers and their families in the community, or providing funding for PTAs to build more accommodation. They could also help provide a framework for evaluating the quality of existing teacher accommodation, which would help other NGOs, PTAs, and government partners understand the scope of required repairs. This could include prioritizing schools with the greatest need for accommodation, both new and existing.

Mobilize community organizers to enhance childcare

Generally, the women interviewed said that they are both expected to take care of their children and not allowed to bring their child with them to the classroom. This poses a challenge when a teacher salary is insufficient to pay for a babysitter and affordable childcare options are limited in Arua District. To alleviate this challenge, the Arua Core PTC offers a childcare program for some of its trainees which could serve as a sustainable model for Creative Associates to work with through the Ministry of Education and Arua District Education Office to implement in other parts of Arua District. Over the 2018 holidays, Arua Core PTC offered teacher training to interested refugees — male and female. As an incentive to attend, the women were allowed to bring their children with them to the training. While these women attended training, other women looked after the children as part of their training to become caretakers. Both groups of women learned vocational skills as a result, and Arua Core PTC could keep the cost low. This model of dual training could be one that Creative Associates implements in refugee camps and in-town schools.

Provide financial incentives for female teachers in rural areas

Providing financial incentives to female teachers who are willing to work in remote locations would serve the dual purpose of improving the teacher-to-student ratio and balancing the male-to-female teacher ratio. In Arua District’s overcrowded classrooms, there are fewer female teachers than male teachers, placing a severe burden on the few female teachers who often have to provide
guidance and support for hundreds of female students. The government has difficulty recruiting female teachers for this region and other parts of rural Uganda but providing a financial incentive through scholarships could convince more female teachers to work in the region and alleviate these burdens. One caveat is that Arua District already lacks classroom and infrastructure, so the addition of these needed female teachers would require subsequent work of providing more classrooms for the primary schools.

Currently, teachers who work in designated “hard-to-reach” areas receive a bonus as “hardship compensation.” However, “hard-to-reach” is not well-defined by the Ministry of Education, and currently, Arua District is not included in this definition. Creative Associates could work through the Ministry of Education to partner with Windle Trust to provide bonus incentives that will help recruit female teachers and improve the female to male teacher ratio.

Encourage investment in provisions for menstruation
The lack of single-sex latrines and sanitary pads presents a health concern for female teachers and causes many teachers to miss school during menstruation. Creative Associates can work through the Ministry of Education to help provide separate facilities for female teachers that contain insulated waste bins and space to clean themselves, which would greatly improve the health and welfare of female teachers in primary schools. This would also provide privacy for teachers who are breastfeeding or need to change their clothes. Some teachers have been trained on how to make sanitary pads made of local materials. Creative Associates could also help train teachers on how to make these pads or provide them in schools to lessen these burdens on female teachers and help them be more comfortable in schools. Creative Associates could also explore developing a partnership with Freedom Cups, a company that provides reusable menstrual cups to women in poor communities through a buy-one-give-one scheme. For every menstrual cup purchased, one is donated to a woman in a developing country. Freedom Cups was recently introduced to Ugandan schools through an Obama Foundation Scholar and could easily be piloted to Arua as well.

Promote a non-monetary based recognition program
Incentive and recognition programs are on a school by school basis. Often, PTAs are responsible for providing incentives and recognition, whether in the form of an extra monetary bonus or recognizing the best teachers each semester. During a meeting with UNATU, a representative said that Uganda used to have a national non-monetary based recognition program, but that the former president politicized the program by promising monetary awards as part of the program. After teachers never received their monetary awards, the credibility and meaning of the program declined and did not continue. While a Ugandan paper recently recognized top performing teachers across the nation, none of the teachers were from Arua, with many from top performing private schools. The paper primarily recognized male teachers, showing the need for greater recognition for female teachers.
Research has shown, however, that non-monetary based incentives are important for teacher retention and motivation. While teacher motivation is vital for both male and female teachers, Creative Associates could work through the Ministry of Education to partner with Windle Trust or other NGOs to design a program that focuses on recognizing top male and female teachers at both a school and district level. This could, for example, include categories for teachers nominated by students for taking an extra step, teachers nominated by their peers for support outside of the classroom, or nominating an SWT or SWT that did an exceptional job with student and teacher support.

In addition, Creative Associates could work with the Ministry of Education to implement innovative ways to recognize female teachers, which could ultimately encourage and incentivize more female teachers to take jobs in more rural areas. This could include empowering women teachers through teaching trainings to other teachers, writing articles to be published in local media - perhaps about the importance of educating refugees, leading assemblies or meetings with government and NGO officials.

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6. Conclusion

This report identifies key themes that, based on the SAIS Women Lead team’s field research in Arua and Kampala, are critical factors in promoting and maintaining Ugandan female teacher welfare. While the key recommendations are based on a case study in Arua, Uganda, these factors may be applicable in other parts of Uganda and other regions of the world with large refugee populations. This application outside of Arua could take the form of national programs to build houses for teachers or regional initiatives to train women on reusable menstrual hygiene products.

This research can serve as a foundation upon which international development organizations might consider factors for addressing female teacher welfare, especially in areas with growing student populations, into programming. Amid growing attention on and support for teacher welfare, it is important that implementers understand how to best support educators based on who they are – as women, teachers, and mothers – and the context in which they teach. Gladys, the Ugandan refugee turned educator and Arua Core PTC principal, is a testament to the influence that a female teacher can have when she receives adequate welfare.
Appendix I: Survey

Survey Instrument

Name: ________________________________  School: ________________________________
Gender: ( ) Male    ( ) Female  Grade you teach: ________________________________
Ethnicity: ________________________________  Subject you teach: ________________________________

We are graduate students from Johns Hopkins School of Advanced International Studies. You are invited to take part in a research survey about your experience as a learning facilitator. Your participation will require approximately 15 minutes. There are no known risks or discomforts associated with this survey and your participation with contribute to increased knowledge of the welfare of teachers in Uganda. Taking part in this study is completely voluntary. If you choose to be in the study, you can withdraw at any time without adversely affecting your relationship with anyone at SAIS or Creative. Your responses will be kept strictly confidential, and digital data will be stored in secure computer files after it is entered. Any report of this research that is made available to the public will not include your name or any other individual information by which you could be identified. Completing this survey indicates that you are 18 years of age or older and indicates your consent to participate in the research.

Introductory Questions
In this section, we will ask you a couple of introductory questions.

1. What is your highest level of schooling?
   ( ) DPE (Diploma in Primary Education)
   ( ) Grade 2 Teacher
   ( ) Grade 3 Teacher
   ( ) Grade 4 Teacher
   ( ) Grade 5 Teacher including DSNE, DSE, DTE
   ( ) Graduate Teacher
   ( ) Licensed Teacher
   ( ) Other Training __________________

2. How many years of teaching experience do you have?
   ( ) Less than one year
   ( ) one to five years
   ( ) five to ten years
   ( ) 10 to 20 years
   ( ) 20+ years

Services Currently Provided
In this section, we will ask you about the services at your school.

3. To what extent are you interested in the following types of opportunities? Check all that apply.
   ( ) Professional development groups
   ( ) Peer to peer support groups
   ( ) Parent Teacher Associations (PTA)
   ( ) Teaching workshops or conferences
   ( ) Attending workshops or conferences
   ( ) Socialization with other teachers outside of class
   ( ) I’m not interested in any of these.
   ( ) Other ______________
4. **In the last year, in which of the following have you participated? Check all that apply.**
   - ( ) Professional development groups
   - ( ) Peer to peer support groups
   - ( ) Parent Teacher Associations (PTA)
   - ( ) Teaching workshops or conferences
   - ( ) Attending workshops or conferences
   - ( ) Socialization with other teachers outside of class
   - ( ) I don’t participate in any of these.
   - ( ) Other ____________

5. **When was the last time you received formal training or professional development support? Formal training could include government-required teacher training, continuing education classes, or any other mandatory or voluntary training related to teaching and education.**
   - ( ) Never
   - ( ) Within the last month
   - ( ) Within the last six months
   - ( ) Within the last year
   - ( ) Within the last two years
   - ( ) Longer than two years

   *If you have not received formal training, please proceed to question 6.*

   Did the training discuss ways to support refugee students?  ( ) Yes  ( ) No

   *If you have participated in formal training, skip to question 7.*

6. **In the past year, if you have not participated in scheduled professional development opportunities, what stopped your participation? Check all that apply.**
   - ( ) I have not had any opportunities
   - ( ) Distance from home
   - ( ) Financial constraint
   - ( ) Domestic problems that prevented me from going
   - ( ) Other ______________

7. **In the last 6 months, which of the following has provided you with support in your teaching work? By support we mean financial, emotional, or social support. Check all that apply.**
   - ( ) Headmaster or any other school official
   - ( ) Primary Teacher College
   - ( ) Arua District Education Office
   - ( ) Ugandan National Teachers’ Union (UNATU)
   - ( ) Ministry of Education and Sports
   - ( ) Parent Teacher Association (PTA)
   - ( ) Other teachers

8. **Of the following, which 3 things could help you improve your teaching?**
   - ( ) Curriculum training
   - ( ) Life skills (i.e. effective communication, self-esteem, decision-making, etc.)
   - ( ) Computer or other technology training
| ( ) Counseling or psychological support for children  
| ( ) Integration of refugee students into classrooms  
| ( ) Education for children with disabilities  
| ( ) Cultural awareness training  
| ( ) Health and quality of life topics (HIV/AIDS training, preventing spread of germs, etc.)  
| ( ) Family and friends  
| ( ) Students  
| ( ) Other ______________________ |

**Challenges**

*In this section, we will ask you about the challenges you experience in your job.*

9. On a scale from 1 to 5, to what extent do you agree or disagree with the following statement? “I feel prepared to teach my students.”
   - ( ) Strongly Agree (1)
   - ( ) Agree (2)
   - ( ) Neutral (3)
   - ( ) Disagree (4)
   - ( ) Strongly Disagree (5)

10. On a scale from 1 to 5, to what extent do you agree or disagree with the following statement? “I experience stress in my work.”
    - ( ) Strongly Agree (1)
    - ( ) Agree (2)
    - ( ) Neutral (3)
    - ( ) Disagree (4)
    - ( ) Strongly Disagree (5)

11. On a scale from 1 to 5, to what extent do you agree or disagree with the following statement? “If given the option, I would choose a different profession other than teaching.”
    - ( ) Strongly Agree (1)
    - ( ) Agree (2)
    - ( ) Neutral (3)
    - ( ) Disagree (4)
    - ( ) Strongly Disagree (5)

12. **Select 3 things** that you think should be improved in your school environment:
   - ( ) School supplies
   - ( ) Safety (i.e. gate, security guards, transportation to and from school)
   - ( ) Working hours and conditions
   - ( ) Salary
   - ( ) Equal number of female and male teachers
   - ( ) Student behavior
   - ( ) Integration of refugee students into classrooms (i.e. helping refugees form friendships, understand curriculum, participate in school activities, etc.)
   - ( ) Professional development support (i.e. career guidance, peer to peer support, etc.)
   - ( ) More formal training or continued education for teachers
   - ( ) Other ______________________
| 13. | In the past year, on average how many students are in your classroom at a time?  
     (       ) Record participant answer |
| 14. | In the past year, on average how many of those students were refugees?  
     (       ) Record participant answer |

**Check all answers that apply for each of the following questions.**

15. Which of the following statements about refugee students in your classroom do you agree with?  
   ( ) Refugee students form friendships with and encourage local students  
   ( ) Refugee students do not contribute to a positive classroom environment  
   ( ) Educating refugee students provides more stability to the region  
   ( ) Refugee students are not good students  
   ( ) Educating refugee students is the right thing to do  
   ( ) None of these apply  
   ( ) Other ____________________________

16. Do you experience any of the following challenges with refugee students in your classroom?  
Check all that apply.  
   ( ) Language barriers  
   ( ) Lack of classroom participation  
   ( ) Missing class  
   ( ) Conflict between local and refugee students  
   ( ) Differences in learning levels between native and refugee students  
   ( ) Refugee students have unmet needs (i.e. hungry, sick, etc.)  
   ( ) None of these apply  
   ( ) Other ____________________________

17. Do you experience any of the following benefits of having refugee students in your classroom?  
Check all that apply.  
   ( ) Expose peers to diverse cultures and languages  
   ( ) Bring a different perspective to the classroom  
   ( ) Refugee students participate more in class  
   ( ) Motivate others to succeed  
   ( ) Pick up new skills and knowledge quickly  
   ( ) Mediate conflict better than their peers  
   ( ) None of these apply  
   ( ) Other ____________________________

18. Which of the following is **not** in your school?  
   ( ) Electricity  
   ( ) Water  
   ( ) Room to store supplies  
   ( ) Gate  
   ( ) Internet  
   ( ) Security guard  
   ( ) Presence of other teachers of the same gender
( ) Availability of single-sex bathrooms
( ) Staff room
( ) I don’t lack any of these.
( ) Other ______________________

19. What benefits do you currently receive as a teacher?
   ( ) Access to healthcare
   ( ) Teacher housing
   ( ) Transportation to and from school
   ( ) Teacher office / workspace
   ( ) Teacher training / workshops
   ( ) I don’t receive any of these
   ( ) Other ______________________

20. Which of the following have you experienced in the workplace?
   ( ) I am a woman and I have been told that I am not as capable as men
   ( ) I am a man and I have been told that I am not as capable as women
   ( ) I have not felt comfortable asking my superiors for help
   ( ) Someone has hit me at work
   ( ) Someone has said offensive things to me at work
   ( ) Someone has said sexual things to me at work
   ( ) I have not faced any of these.

Demographic Information
In this section, we will ask you some basic questions about yourself.

21. First we want to ask you a couple questions about teacher salary. In the U.S., teachers often are underpaid and it can vary by region, school, and gender, so we want to learn more about teacher salary in Arua.

   Compared to other schools in Arua, do you think your salary is:
   ( ) Above average
   ( ) Average
   ( ) Below average

   Compared to [male/female] teachers with similar experience and job roles in Arua, do you think your salary is:
   ( ) More
   ( ) About the same
   ( ) Less

22. What is your age?
    ( ) Record participant answer.

23. Are you married?
    ( ) Yes
    ( ) No

24. How many children do you have?
<table>
<thead>
<tr>
<th></th>
<th>Record participant answer.</th>
</tr>
</thead>
<tbody>
<tr>
<td>25.</td>
<td>Does your family own any of the following? Check all that apply.</td>
</tr>
<tr>
<td></td>
<td>( ) Radio</td>
</tr>
<tr>
<td></td>
<td>( ) Refrigerator</td>
</tr>
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</tr>
<tr>
<td></td>
<td>( ) Bicycle</td>
</tr>
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<td></td>
<td>( ) I don’t own any of these.</td>
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