

USAID ASSISTANCE FOR UGANDAN ORPHANS

A Mid-term Evaluation

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LIST OF ACRONYMS

APCP	AIDS Prevention and Control Program (of World Learning Inc.)
AIDS	acquired immunodeficiency syndrome
AWOFS	AIDS Widows and Orphans Support Project of Nsambya Hospital
DNU	Church of Uganda, Diocese of Northern Uganda
DPWO	District Probation and Welfare Officer
DPSW	Department of Probation and Social Welfare of the Ministry of Labour and Social Affairs
FIDA	The Ugandan chapter of the Federation International d' Abogadas (Spanish for the International Federation of Women Lawyers)
GMU	Grant Management Unit (of World Learning, Inc.)
HIV	human immunodeficiency virus
LIDDA	Lira District Development Association
MLSA	Ministry of Labour and Social Affairs
SCF	Save the Children Fund (of the United Kingdom)
UCOBAC	Uganda Community Based Association for Child Welfare
USAID	United States Agency for International Development
UWESO	Uganda Women's Effort to Save Orphans
WLI	World Learning Inc.

EXECUTIVE SUMMARY

Since the 1970's, Uganda has suffered civil disruption and armed conflict at varying degrees of intensity. It is being seriously affected by AIDS. By 1991 well over a million of the country's children (almost 12%) had lost one or both parents to these and other causes. In response to the large and increasing number of orphans in Uganda, USAID has provided a total of \$1,675,000 since 1989 to support a variety of interventions. In 1990 the Agency sent a team to the country to review the situation of orphans. Their report, "Managing Uganda's Orphans Crisis," made recommendations that were used in programming \$1,000,000 from USAID's Fund for Orphans and Displaced Children that were provided to World Learning Inc. (WLI).

Using an umbrella grant mechanism, USAID provided \$1,000,000 to WLI, which made five sub-grants and 15 small grants to Ugandan organizations, administering these through its USAID-funded AIDS Prevention and Control Program. In addition, the mission provided \$600,000 to the Save the Children Fund of the United Kingdom (SCF) over the period 1989-1994 to address the needs of children without parental care. SCF's approach was to work with and through the Ministry of Labour and Social Affairs, building their capacity in the process. USAID also provided \$75,000 to the Uganda Women's Effort to Save Orphans (UWESO) to furnish their pilot children's village over the period 1989 -1991.¹ The latter group was not included within the scope of the evaluation.

Anticipating the programming of additional funds for orphans in Uganda, USAID sent a team of three to perform a mid-term evaluation of the efforts being carried out. The Team was also asked to review the current applicability of the 1990 report, determine what lessons have been learned, and identify cultural factors that affect the situation of orphans in Uganda. The Team spent three weeks in the country, visiting program activities in seven districts.

The Team found the recommendations of "Managing Uganda's Orphans Crisis" to remain valid, particularly in terms of the general approaches suggested for assessing and responding to the needs of vulnerable children. As the earlier report had anticipated, the situation of orphans has deteriorated even while organizational responses to children's needs have become more sophisticated and better coordinated. One area the earlier report gave too little attention to is psychosocial needs of children whose parents are terminally ill or who have died.

Through an umbrella grant mechanism, WLI is administering five sub-grants to Ugandan NGOs: UWESO, Nsambya Hospital's AIDS Widows and Orphans Family Support program (AWOFS), the Lira District Development Agency (LIDDA), the Church of Uganda's Diocese of Northern Uganda (DNU), and the Uganda Community Based Association for Child Welfare (UCOBAC). A review of the funding provided to these organizations showed that, collectively, the sub-grantees had used 44% of the funds that have been allocated for capacity building and administrative expenses and the balance (56%) for direct services to beneficiary children and families. The relatively high administrative costs resulted from efforts to strengthen the capacity of the sub-grantees in financial management and other areas and to provide them the equipment

needed to implement services effectively. The sub-grantees have also used the USAID funds they have received to leverage other funds and resources, only a portion of which had been quantified.

LIDDA and the DNU projects in northern Uganda are paying school expenses for orphans, providing a variety of agricultural inputs to families caring for orphans, and facilitating AIDS awareness and legal training. The DNU also provided small grants to HIV-positive parents to help them start small businesses. The Team found the DNU project had done an efficient job of helping orphans get into school but urgently needed technical guidance and support regarding the income-generating components of the project. The LIDDA project is generally progressing well.

The AWOFS project serves families with four or more children, at least one of whose parents is attending the weekly AIDS clinic at Nsambya Hospital. It provides income-generating assistance to the families, counselling, and vocational training for some of the children. The project is generally progressing well, but could benefit from technical support. AWOFS has raised 46% of its project budget from sources other than USAID.

Through its widespread network of branches, UWESO is paying for primary school expenses of 1,100 children in 24 districts, and vocational training expenses of 152 adolescents in 15 districts. Payment for these expenses was being done with reasonable effectiveness. UWESO also operates a vocational training program in fishing which has proven to be fairly expensive on a per capita basis.

Through UCOBAC's grants bank mechanism, WLI has provided 15 grants of about \$5,000 each to grassroots organizations for income-generating and vocational training initiatives to benefit orphans and the families caring for them. While the amounts have not been quantified, these small grants have leveraged significant community resources. WLI has made a separate sub-grant directly to UCOBAC to monitor and support these projects. These were the best examples seen by the Team of measures to strengthen community capacity to aid children whose families cannot provide adequate support. In view of the way the AIDS epidemic is eroding the capacity of extended families to provide for their children's needs, such strategies were seen as particularly important.

In reviewing the different interventions funded through the sub-grants, equal proportions had been directed to the payment of school fees and to income-generating initiatives. While recognizing the importance of school attendance, in view of the growing impact of the AIDS epidemic, the Team concluded USAID's resources can be better used to benefit Uganda's orphans by improving family and community capacity to provide for children's school expenses, as well as for their more basic needs. The Team encourages allocating a higher proportion of any future funding to income-generating activities and less to the payment of school expenses. The Team also recognized that initiating effective income-generating initiatives is difficult and requires solid technical guidance, which is lacking in the current program. The Team also saw a need for introducing revolving credit schemes.

Vocational training was seen as potentially having value, but greater attention is needed to determining whether a course is likely to lead to employment. Also, provisions need to be made for all graduates to have access to necessary tools or equipment.

All of the sub-grantee projects, with the exception of UWESO's, include AIDS and legal training components. While these were seen as worthwhile, the team did not see them as sufficient to have much impact and recommended additional measures.

The team looked at both WLI's effectiveness as the umbrella grant manager in Uganda at the potential utility and cost-effectiveness of the umbrella grant mechanism *per se*. It was advantageous that WLI could administer the funds through the management structure already in place for the USAID-funded AIDS Prevention and Control Program. WLI has been effective in building the capacity of the sub-grantees in financial management. The Orphans Coordinator has been very active in monitoring the activities of the sub-grantees and providing them support. Weaknesses identified were insufficient technical guidance for income-generating activities and poorly designed baseline surveys. Also, three of the four baseline studies commissioned by WLI were found not to have produced information that will be of significant use in evaluating the impact of the orphan's program.

The flexibility of the umbrella grant mechanism was found to offer some important advantages in programming for the evolving orphans crisis in Uganda and elsewhere, however, the dual administrative structures inherent to this approach make its cost-effectiveness is questionable. Circumstances that can justify its use are identified.

The main interventions SCF has supported with USAID funds have included resettling 1,418 children from residential institutions to families, establishing an open and distance learning program to train personnel of children's homes, and building the capacity of the Ministry of Labour and Social Affairs department responsible for the protection and development of vulnerable children. SCF has worked through the Ministry, progressively taking a less operational role as the Ministry's capacity increased.

The resettlement program was seen as exceptional. Few countries in the developing world have tried to help children move from institutions into families. A weakness in implementation had been inadequate preparation and follow-up of both children and families. The training material developed for use by staff study groups in residential institutions for children was found to be appropriate and had proven useful in upgrading their knowledge about children. A total of 220 individuals working in 40 institutions had completed the course, and others were still engaged in it. A weakness of the program is that staff in the institutions frequently change, and there is no provision for the training to be carried out on an ongoing basis. SCF capacity building activities with Ministry staff have been appropriate and technically sound.

The report includes a series of lessons drawn from the evaluation that are potentially applicable in other situations. It also identifies cultural traditions in Uganda that affect the welfare of orphans.

It concludes with the Team's principal observations and recommendations, which are summarized in the following pages.

Observations

It is imperative that a major portion of available resources be used to build the capacity of families and communities to provide for the welfare of their children. For donors in Uganda this is not a long-term goal: it is the only hope they have for making a real difference over the next few years. Unless available resources are used to build family and community capacity to meet children's needs in sustainable ways, the funds donors will be able to provide for direct assistance will progressively fall further and further behind the needs.

The Team would encourage directing the bulk of available resources to interventions that increase the productivity and income of families caring for orphans and to revolving credit schemes to support these.

Many children live in families whose productive potential is practically non-existent and whose survival depends upon outside support. The primary approach to their needs should be mobilizing and enhancing the ability of the surrounding community to respond.

Vocational training and other measures to enable adolescents to support themselves and their younger siblings also deserve attention. The payment of school expenses for children can be justified for children beyond family or community support.

While the Team believes priority should be given to supporting sustainable activities to benefit orphaned children, there is also immediate suffering that cannot be ignored. Child-headed families, children living with elderly adults unable to provide for their needs, and children living on the street are all particularly vulnerable and require special attention. Some smaller portion of available funding should be used for direct assistance to children whose survival is at immediate risk.

The roles the MLSA has played in promoting appropriate, community-based responses to the needs of vulnerable children, helping institutionalized children re-integrate in families, and developing policies and plans for child protection stand out as very positive examples when the situation of children in Uganda is viewed from a global perspective.

Recommendations

A. Strategies for Intervention

1. USAID should continue to support and facilitate implementation of Uganda's policy in favor of community-based care of orphaned children.
2. USAID funding to benefit orphans in Uganda should be directed to three primary objectives in the following order of priority:
 - enabling orphans to gain the skills and resources necessary to support themselves,
 - increasing the capacity of communities to help children, on their own or in families, whose needs are not being adequately met, and
 - increasing the capacity of families to meet on an ongoing basis the needs of orphans and vulnerable children for which they are providing care.
3. Efforts directed at the community level should concentrate on mobilizing local resources to assist children without adult care or who have particularly critical needs.
4. Resources that can be made available to assist orphans and other vulnerable children in Uganda should be directed to the districts with the largest concentrations of orphaned children, particularly where AIDS is creating orphans and eroding family and community capacity to provide for their care.
5. Within the districts selected, priority attention should be given to the families with the most vulnerable children.
6. The UCOBAC grants bank approach should continue to be part of the approach used in directing assistance to orphans. It is the most promising approach identified for increasing community capacity to address the needs of vulnerable children in sustainable ways at the grassroots level.
7. USAID/Uganda should explore ways to achieve greater impact in the geographic areas targeted through collaborative efforts with other development and relief efforts.
8. Additional support should be provided to enhance the capacity of the Ministry of Labour and Social Affairs (MLSA) at district and central levels to carry out its essential child protection, policy development, training, and monitoring roles.

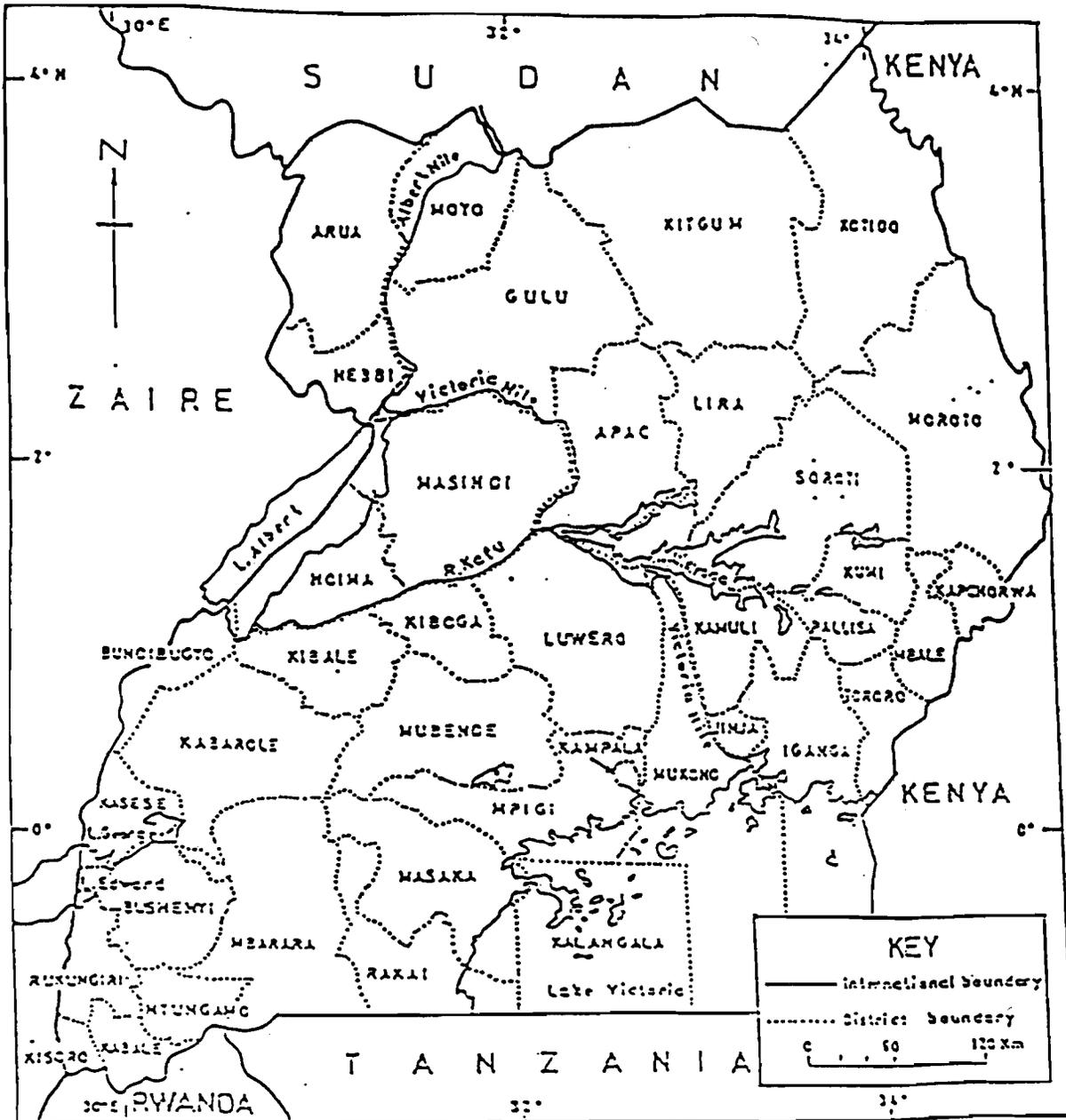
9. USAID should continue to ensure that District Probation and Welfare Officers and supervisory personnel of the MLSA can travel to carry out resettlement and children's home inspections.
10. USAID should support efforts to increase awareness and understanding of the needs of children generally and orphans in particular among relevant government personnel, Resistance Council Members (in particular the Vice Chairpersons who are designated as being responsible for children's issues), and community-based organizations concerned with children.

B. Specific Interventions

11. In addition to the provision of specific inputs to increase the productive capacity of families (e.g. ram oil presses, oxen), careful consideration should be given to developing revolving credit schemes.
12. Efforts to increase family or community agricultural productivity and/or income must be guided by personnel with training and experience in these areas.
13. Before any students are supported in vocational training the organization(s) concerned should determine that it offers strong prospects for leading to employment.
14. Where vocational training is provided, projects should make provisions for graduates to obtain the tools or machines necessary for them to use the skills they have learned.
15. If primary school expenses are to be paid through the program, such assistance should be reserved for the most destitute children (giving priority to girls in the higher grades) who lack the possibility of generating the necessary income through other program inputs to their families, their communities, or themselves.
16. Where school expenses are paid, the amounts provided should take into account not only the fees required but also the other expenses such as uniforms and educational supplies.
17. Efforts to reduce the risk of HIV infection among orphans and their families should include a combination of direct training to convey information and promote behavior change as well as the establishment of community-based systems for counselling, peer motivation, and the provision of condoms.

18. Support should be provided at the community level in the target districts for legal education on the protection of orphans' and widows' inheritance rights.
19. Culturally adapted counseling techniques should be a part of the orientation for new staff of the DPWOs and the subject of in-service training for those already on board.
20. SCF and the DPSW should review the provision of "self-sufficiency" kits to families of children resettled from institutions. They should explore alternative means of strengthening the capacity of families to absorb children and provide for their needs.
21. Funding should be reserved for interventions to address the psychosocial needs of orphans and children whose parents are sick as a result of AIDS.
22. Those projects whose staff deal regularly with the effects on families of terminal illness and death should include as part of the project design provision for measures to reduce staff burnout (and consequent loss of valuable personnel) such as time off, staff retreats, and opportunities for staff to provide mutual support in dealing with stress.
23. The Department of Probation and Social Welfare should be assisted to monitor in each of the country's major cities and towns both the numbers of children living and working on the street and the factors that have pushed them there.

MAP OF UGANDA



I. INTRODUCTION

A. Background

With good soil, a favorable climate and a population that has not yet outgrown the capacity of the land to support it, Uganda is a country with genuine potential for development. It is also a country that through the 1970's and 80's suffered chronic social and political strife, frequent armed conflict and the devastation of government services. Tens if not hundreds of thousands of Ugandans were killed by fighting or political murder during these years. In some parts of northern Uganda fighting still takes place. Many orphans and widows have been left as a result.²

Since the 1980's the country has been experiencing an additional disaster. AIDS has been taking an increasing toll in Uganda and is creating unprecedented child welfare problems. Unlike other epidemics, armed conflict or natural disasters, AIDS selectively kills adults in their most productive years, and leaves children and the aged. Uganda is one of the countries most heavily affected by AIDS, but it has not yet seen the worst of the epidemic. The Ministry of Health has estimated that 9% of its population is HIV positive. The Ugandan AIDS Commission recently projected that between 1994 and 1998 the number of children under age fifteen whose mother has died as a result of AIDS will almost triple, increasing from 300,000 to over 886,000.

Children's vulnerability begins to increase long before a parent dies from AIDS. Material deprivation usually begins with a parent's illness, the loss of income, and the use of the family's remaining resources for medical or traditional treatment. There are psychological as well as material effects on children. The parent may become less able to nurture the child and the child is blocked by cultural constraints from even asking the question, "What will happen to me when my parent dies?" Usually when one parent is sick from AIDS, the other is infected as well. The children in a family affected by AIDS typically experience several years of increasing hardship as one parent then the other gradually sickens and dies. Then children often have to go to live with relatives, experiencing displacement from their home and frequently separation from their siblings.

Almost 90% of the country's population is rural, and its economy has an agricultural base. People in cities and towns generally maintain close links with relatives in rural villages. While HIV rates are highest in urban areas, children are generally sent to relatives in their father's home village if both parents die. AIDS is killing even larger numbers of people in rural areas, so villages are absorbing most of the children orphaned by AIDS. Although the capacity of Uganda's families to provide care for increasing numbers of orphans is being eroded by the epidemic, the relatively small numbers of children in institutions or living on the street indicates that, for now and with difficulty, most families are coping in some fashion.

In 1989 the USAID mission in Uganda began directing assistance to orphans and other children affected by armed conflict through the Save the Children Fund (SCF) of the United Kingdom. In July of that year USAID signed an agreement with SCF for the provision of \$300,000 to assist

children to resettle from residential institutions to families and, through a variety of other measures, to improve the situation of children without parental care. The agreement was subsequently amended twice to increase the total to \$600,000, extend its termination date to March 30, 1994, and change the services to be provided. Activities added to the project included capacity building for staff of the government department responsible for the welfare and protection of vulnerable children and a distance learning program in child care methods for workers in residential homes. The latter initiative has involved the preparation and distribution of self study materials. In 1989 USAID signed a grant agreement with UWESO for the provision of \$75,000 to furnish a pilot children's village.

In July 1991 USAID sent a team to Uganda charged with reviewing the situation of orphans in the country and recommending to the Ugandan Government strategies and policies, particularly with regard to those children being orphaned by the AIDS epidemic. The report prepared by that team, "Managing Uganda's Orphans Crisis," endorsed the Ugandan policy of community-based care and recommended the government focus its efforts on providing policy guidance and monitoring needs and services. It recommended that NGO programs concentrate on strengthening family and community capacity to provide for the care of orphaned children. Mr. Williamson was a member of this team.

In September 1991 the grant agreement (No. 617-0127) for AIDS Prevention and Control between USAID and the Experiment in International Living was amended to add \$500,000 to be used to address the needs of orphans. In 1992 a second amendment was made to increase this amount to \$1,000,000. These funds were allocated from the fund for orphans and displaced children administered by USAID/Washington and managed in Uganda through an umbrella grant mechanism. The recommendations in the 1991 report, "Managing Uganda's Orphan's Crisis," were subsequently used by the USAID mission in Uganda and the Experiment in International Living in programming the use of these funds. The report was also used as the central document in a national conference on orphans in Uganda in April 1992. In 1992 the Experiment in International Living changed its name to World Learning Inc. (WLI).

B. A Mid-term Evaluation

Since 1989 USAID has provided a total of \$1,675,000 to address the needs of orphans in Uganda through grants to SCF, UWESO, and WLI. In February and March 1994 a team of three consultants carried out "broad-brush" assessment of these efforts and identified lessons for use in programming additional resources. The Team was also asked to document experiences that might be relevant to similar work in other countries.

While the grant provided to SCF was coming to an end at the time of the evaluation (the UWESO grant ended in 1991), the one for which WLI is responsible continues until January 1996. Consequently, for the majority of the funds concerned, the Team carried out a mid-term evaluation.

Between February 23 and March 11, the Team traveled to sites in seven districts in the country, meeting with the principal staff of the grantees and sub-grantees as well as government personnel and officials, project beneficiaries, and other informed individuals. The Team's itinerary and list of contacts is included in Appendix A.

The Team included Shimelis Adugna, former Deputy Prime Minister in Charge of Social Services and Administration and Commissioner for Relief and Rehabilitation for the Government of Ethiopia; Carole J. Jones, USAID Executive Officer (on leave of absence) and clinical social worker; and John Williamson, private consultant on social welfare and development activities.

C. Scope of Work

The Team's specific tasks were to:

- 1) re-assess the original "Managing Uganda's Orphans Crisis" report and comment on any revisions, additions and/or deletions which now may be appropriate, and which should, therefore, be considered for inclusion in future assessments in other countries;
- 2) assess the appropriateness of goals, purposes and interventions of SCF and of the WLI subgrantees;
- 3) assess the performance of SCF in assisting the MLSA to re-settle children in the community;
- 4) assess the effectiveness of SCF in providing support to the MLSA to facilitate the training of caretakers, monitoring children's homes, and implementing closures;
- 5) assess the appropriateness and the cost-effectiveness of the "Umbrella Grant" mechanism (as employed by WLI) as a vehicle through which USAID is able to access and strengthen indigenous, grassroots level NGOs for this type of intervention;
- 6) determine the effectiveness of WLI as the "Umbrella Grants" manager in strengthening the sub grantees' administrative, managerial, supervisory and technical capabilities;
- 7) examine the specific interventions employed by the WLI sub-grantees as follows:
 - a. determine if income-generating activities such as tailoring, baking, agro-processing and crop production enable foster parents to increase their income, resulting in improved diet, medical treatment, and/or education for orphans;
 - b. determine if support to orphans for two years of primary school enables those attending to attain basic literacy and numeracy;

- c. determine if vocational training (such as in tailoring, carpentry and fishing) enables older orphans to find employment and consequently contribute significantly to their own self-sufficiency;
 - d. assess the impact of HIV/AIDS training of short duration in large group settings;
 - e. determine whether legal education/aid for parents and foster parents (with emphasis on inheritance law) has actually resulted in the protection of property for widows and orphans;
- 8) identify specific aspects of Ugandan traditional culture which have been positively utilized for assisting children, families and communities in responding to the crisis, and identify aspects which have been obstacles to the realization of program objectives;
- 9) identify and highlight specific, innovative interventions which may be applicable to other situations, such as:
- * Appropriate technologies
 - * Financial institutions/mechanisms
 - * Vocational training/employment/income generation
 - * Training
 - * Health services
 - * Formal/informal education
 - * AIDS awareness and prevention
 - * Legal protection
 - * Communications dissemination strategies;
- 10) present a "stand-alone chapter of lessons learned" for practitioners as well as decision- and policy-makers. This presentation should be in a form that can be easily understood and does not require specific knowledge of Uganda nor the programs under evaluation there.

II. CHANGES 1991-1994

The Team found that the recommendations of the 1991 report, "Managing Uganda's Orphans Crisis" remain valid, particularly in terms of the general approaches suggested for assessing and responding to the needs of vulnerable children. In the following paragraphs aspects of the earlier report found to be particularly important in the current context are noted as well as changes and developments since 1991 that have a bearing on the continued use of the earlier report.

The 1991 report stressed the importance of maintaining a focus on the efforts of extended families to provide care to vulnerable children. It noted that when assessing orphans needs, there is a tendency to "miss the forest for the trees" by focusing on the activities of NGOs and the government. It stressed that families and communities are the real front line responding to children's needs, and that the primary role of others who intervene should be to help support them in their efforts. This perspective is of central importance and underlies the work of the current Team.

With the large numbers of children being orphaned by AIDS, the 1991 report found Uganda to be "in the early stages of a disaster whose principal victims are orphaned children and whose dimensions and duration are uncertain." Even though organizational responses to children's needs have become more sophisticated and much better coordinated in the last three years, it was the Team's impression that the situation of orphans has deteriorated. For example, the AIDS-affected families with whom the Team met tended to stress more basic needs than had the families interviewed in 1991. While school fees were still mentioned by many of the community members in areas heavily affected by AIDS, there was more stress on need for such basic items as food and blankets than was the case in 1991. The rusty hair color, indicative of malnutrition, of some of the children in these families gave weight to the concerns expressed by their parents and guardians.

When "Managing Uganda's Orphans Crisis" was written, the number of children in the country who had lost one or both parents was the subject of much research, calculation, and speculation. Although, regrettably, it took until 1993, information collected in the 1991 national census provides a valuable snapshot of the overall magnitude of the orphans problem and the areas where the burden is the most concentrated (see Appendix B). The 1991 report placed the number of orphans in the country between 400,000 and 1,100,000. The census results showed the actual number at that time to have been at the upper end of that range at just under 1,037,000.

The 1991 report stressed the importance of quickly obtaining the census figures to provide a basis for directing available resources to those parts of the country carrying the heaviest orphans burden. This was based on the recognition that family and community capacity to care for children generally is stretched thinnest in those areas with the highest proportion of orphaned children. While it was understood that orphans with pressing needs could be found in any part of the country, outside resources are most needed where the proportion of children who are orphans is

the largest. This point of view remains valid, and the availability of the census data makes possible better geographic targeting of resources.

The 1991 report also stressed the importance of directing assistance for vulnerable children to the communities most seriously affected by AIDS. While the 1991 report used AIDS case data to suggest which parts of the country were most affected, the validity of such data is highly questionable, given the significant under-reporting of AIDS cases, particularly in rural areas. A better indicator from the 1991 census for comparing the relative orphans burden of districts is the percentage of children both of whose parents are dead. Not only are these children likely to be at greater risk than those who have lost only one parent, but double orphans are most likely to be concentrated in those districts most heavily affected by AIDS. Other available statistics such as HIV prevalence rates (where available) and infant mortality rates can be combined with the percentage of double orphans to identify those districts where children's problems are likely to be greatest.

The strengthening of UCOBAC and the consequent improvement in coordination of services for vulnerable children is another significant development since the 1991 report. UCOBAC has formal links with affiliated groups in 34 of Uganda's 39 districts. This network of local NGOs offers donors the opportunity to direct funds to the grassroots in a way that did not exist before. The "grants bank" mechanism UCOBAC established has been used by WLI to channel grants of around \$5,000 each to 15 organizations in three districts.

While the Ministry of Labour and Social Affairs (MLSA) has not promulgated a national policy on orphans and vulnerable children as recommended in the 1991 report, very significant steps have been taken that address this need.³ The "Uganda National Programme of Action for Children" was issued in September 1992. A National Council for Children has been established and is helping districts to develop their own plans for the implementation of the "Programme of Action." The Department of Probation and Social Welfare of MLSA has prepared a detailed "Draft Social Welfare Policy" to be used as the central working document of an inter-ministerial group whose first meeting was scheduled to take place in March 1994.

Since 1991 decisions about allocation of government funds have been decentralized to 13 districts with another 14 to be given this authority by July 1994. It is not yet clear, however, just how this will affect the situation of orphans and the government's child protection and monitoring roles. There is some concern that District Probation and Welfare Officers, who have been receiving very limited resources from the Ministry to cover travel expenses, may receive even less in some of the decentralized districts.

An area of concern only briefly touched on in the 1991 report that deserves greater attention is the psychosocial risks faced by orphans and children whose parents are terminally ill. In general there are two overlapping areas of concern: trauma resulting from illness and death of parents and the developmental risks resulting from children's loss of nurture. Those who are working with

AIDS-affected families frequently recognize at least the immediate suffering of children who fear the impending loss of a parent, yet due to cultural constraints are unable to express their fears for their own future. There is also recognition that some orphans receive inadequate care or are even exploited by guardians and that siblings are often separated after a parent's death, but there are very few examples of efforts to respond to such needs.

III. OVERVIEW OF THE WLI-ADMINISTERED ORPHANS PROGRAM

WLI manages \$1,000,000 allocated for orphans through an umbrella grant mechanism. With these funds it has made five sub-grants as well as 15 small grants. Table I provides an overview of the allocation of these funds. The amount in the table for the Uganda Community Based Association for Child Welfare (UCOBAC) includes \$75,008 allocated in 15 small grants to grassroots organizations and \$94,592 is to strengthen UCOBAC's capacity to provide technical support to these groups.

Table I. Sub-grants for Orphans Assistance

Sub-grantee	Dates	Amount
Nsambya Hospital, AIDS Widows and Orphans Family Support (AWOFS)	8/17/92 - 8/16/94	\$ 132,939
Uganda Women's Effort to Save Orphans (UWESO)	8/24/92 - 8/23/94	262,449
Lira District Development Agency (LIDDA)	1/8/93 - 1/7/95	245,021
Church of Uganda, Diocese of Northern Uganda (DNU)	4/12/93 - 4/11/95	211,492
Uganda Community Based Association for Child Welfare (UCOBAC)	5/7/93 - 5/6/95	169,600

For each of the sub-grants administered by WLI, Table II provides a breakdown of how funds were allocated among budgetary categories. Table III presents the same information as a percent of each sub-grant, providing a useful overview of the priorities assigned by each of the sub-grantees to these activities as well as for the WLI-administered orphans program as a whole.

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Table II. Breakdown of Umbrella Grant Expenditures for Orphans Program (US Dollars)

	LIDDA	DNU	UCOBAC	AWOFS	UWESO	TOTAL
Personnel	\$ 28,377	\$ 19,475	\$ 19,034	\$ 11,506	\$ 52,813	\$ 131,205
Training & T/A	\$ 7,703	\$ 8,350	\$ 4,645	\$ 7,449	\$ 14,949	\$ 43,096
Travel & Transport	\$ 14,395	\$ 21,777	\$ 20,043	\$ 10,250	\$ 37,281	\$ 103,746
Equipment	\$ 13,980	\$ 22,010	\$ 23,100	\$ 31,060	\$ 15,100	\$ 105,250
Other Overhead	\$ 16,708	\$ 7,500	\$ 12,613	\$ 8,200	\$ 21,197	\$ 66,218
School Expenses	\$ 52,938	\$ 85,500	-	-	\$ 90,398	\$ 228,836
Vocational Training	-	\$ 10,378	\$ 10,000	\$ 10,884	\$ 30,711	\$ 61,973
Other Direct Assistance	-	-	\$ 5,000	-	-	\$ 5,000
Income Generation/Crop Production	\$ 92,866	\$ 20,963	\$ 60,008	\$ 53,590	-	\$ 227,427
AIDS Education	\$ 10,189	\$ 8,764	\$ 6,638	-	-	\$ 25,591
Legal Education	\$ 7,865	\$ 6,775	\$ 5,868	-	-	\$ 20,508
Other Training	-	-	\$ 2,651	-	-	\$ 2,651
TOTAL	\$245,021	\$211,492	\$169,600	\$132,939	\$262,449	\$1,021,501

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Table III. Percentage Breakdown of Umbrella Grant Expenditures

	LIDDA	DNU	UCOBAC	AWOFS	UWESO	TOTAL
Personnel	11.6%	9.2%	11.2%	8.7%	20.1%	12.8%
Training & T/A	3.1%	3.9%	2.7%	5.6%	5.7%	4.2%
Travel & Transport	5.9%	10.3%	11.8%	7.7%	14.2%	10.2%
Equipment	5.7%	10.4%	13.6%	23.4%	5.8%	10.3%
Other Overhead	6.8%	3.5%	7.4%	6.2%	8.1%	6.5%
School Expenses	21.6%	40.4%	-	-	34.4%	22.4%
Vocational Training	-	4.9%	5.9%	8.2%	11.7%	6.1%
Other Direct Assistance	-	-	2.9%	-	-	0.5%
Income Generation/Crop production	37.9%	9.9%	35.4%	40.3%	-	22.3%
AIDS Education	4.2%	4.1%	3.9%	-	-	2.5%
Legal Education	3.2%	3.2%	3.5%	-	-	2.0%
Other Training	-	-	1.6%	-	-	0.3%
	100%	100%	100%	100%	100%	100%

The first five rows of Table III ("Personnel" through "Other Overhead") reflect the funds allocated by the sub-grantees for building their own capacities and for administrative purposes. The combined total of these categories is 44%. The total of the remaining categories reflects their allocations for direct services to children and families ("School expenses" through "Other training"), 56% of the funds provided to the sub-grantees. The team found the relatively high percentage of funds allocated for capacity building and administration reasonable when seen as an initial investment in a longer term strategy to improve the capacity of families and communities to provide for the needs of orphaned children.

The USAID mission in Uganda had two basic options for directing resources to needy orphans: to fund one or more international NGOs with strong administrative capacity to provide direct services or to channel funds to local organizations. Given the long-term nature of the problems being addressed, the latter option was a reasonable choice, but it required significant expenditures for vehicles and equipment to enable the sub-grantees to operate at the scale demanded by the extensive problems to be addressed. It also required significant resources, not reflected in Tables II and III, for WLI to build the capacity of these local organizations to administer the funding provided (see Section VI on the umbrella grant mechanism).

Tables II and III also show that roughly equal amounts have been allocated to the payment of school fees and to activities for income generation and crop production. The team has recommended that this balance be shifted heavily in favor of the latter when additional funding for orphans is allocated.

These tables also raised a concern on the part of the team regarding needs not addressed. None of the sub-grantees allocated any funds for such basic subsistence requirements as food, medicine, shelter, blankets, or basic household supplies. There are significant numbers of destitute orphaned children in the country with critical needs in these areas. There are child-headed households in need of adult care and supervision. These needs deserve serious attention and, in the view of the team, should also be given higher priority than the payment of school fees.

Tables II and III reflect only funds provided by USAID, but these have enabled the sub-grantees to leverage significant additional resources. The project budgets of both AWOFS and LIDDA include funds from other sources. The total budget for AWOFS is \$ 239,886, of which \$ 106,947 (45.6%) comes from smaller grants and donations from other sources. LIDDA's total budget for the project is \$251,671, of which \$6,650 (2.6%) comes from other sources. The 15 grassroots projects supported through UCOBAC's grants bank mechanism, have used USAID funds primarily for specific capital inputs for income generating and training activities. The time of the personnel implementing the projects has either been donated or covered from other sources. Similarly, while the budgets of the UWESO and DNU projects were covered entirely by USAID, both organizations have secured significant amounts of volunteer time.

IV. SUB-GRANTS UNDER THE ORPHANS PROGRAM

This section describes the projects initiated by Ugandan NGOs through the five sub-grants made by WLI. For each of the sub-grants there is an overview of the grantee and the key elements of the project, followed by the observations of the Team.

A. The Lira District Development Agency

1. Overview

Based in Lira town in northern Uganda, the Lira District Development Agency (LIDDA) is a non-sectarian NGO formed in 1991 to address the socio-economic needs of people of the district. The number of orphans has increased in the district in recent years as a result of attacks by well-armed cattle raiders from the neighboring Karamoja District and members of the Lakwena Movement (a fanatical mystical/religious group) as well as the increasing incidence of AIDS. The 1991 census found that 12% of the children in the district had lost one or both parents, slightly above the average for the country as a whole. See Appendix B for comparisons with other districts.

Already addressing orphans' needs through activities funded by the World Bank's Programme to Alleviate Problems of the Social Costs of Adjustment (PAPSCA), LIDDA sought USAID funding to reach the most vulnerable children in this group, those who have lost both of their parents. LIDDA was the only one of the sub-grantees to target this group. The sub-grant from WLI is \$245,021 for the two-year period from January 8, 1993 through January 7, 1995.

With a total staff of 16, the following LIDDA personnel are involved in the project either full- or part-time: the Coordinator (the head of the agency), the Controller, an Accountant, a Project Officer, a Counsellor, an Agricultural Equipment Maintenance Specialist, and five support staff.

The agreement with LIDDA specifies the following Project Goal:

To improve the social and economic conditions of vulnerable children and their foster families in Lira District.

The purposes specified for the project are as follows:

1. Increased income levels of foster families in LIDDA's target population.
2. Improved literacy and numeracy levels among vulnerable children between primary one and primary seven whose school fees will be supported by LIDDA.
3. Increased awareness of modes of HIV transmission and safer sex behaviors among orphans and members of their families within LIDDA's target group.

4. Increased awareness of inheritance laws and increased number of formalized wills among LIDDA target group members.

2. Project Activities

The grant agreement specifies the outcomes expected for each area of project activity. Achievements reported by LIDDA are presented below for each area of project activity.

a. Primary School Expenses

The grant agreement indicates that 550 children will each attend two years of primary school. LIDDA carried out a selection process that ensured the assistance provided would be spread evenly throughout the district. An equal number of children were chosen in each of the 28 sub-counties. Almost all of those selected had already lost both parents and were living with another family. A few of the children included have mothers who are HIV positive. LIDDA spread the selection evenly between males and females, within the age span of 6 - 14 years, and among grades one to seven. For each of the 550 children selected, LIDDA pays directly to their schools 23,100 shillings (\$22) per year for basic school expenses. It also provides each of their families with school supplies that can be shared by the children within the family. In addition it is supposed to provide an agricultural package consisting of two hoes, a panga, and seeds. At the time of the Team's visit only the hoes and seeds had been distributed. The intention of providing the agricultural inputs is to improve the ability of families to pay school fees from their own resources.

b. Income-generating Activities

In addition to the support for school expenses and the family help packages, the project agreement states that 505 of these families will receive additional support to increase their income. Without amending the agreement but after discussion with WLI, this target had been reduced to 325 families and some of the interventions modified.

i. Grinding Mills

The number of families expected to benefit from this area of activity has been reduced from 200 to 125. The agreement specifies that eight maize grinding mills would be purchased, but due to inflation only five mills could be procured. Although the motors for the mills had recently been received, the lengthy time required for procurement and duty-free entry meant that none of the mills were in place at the time of the visit.

Based on their experience with a maize mill purchased with PAPSCA funds, LIDDA anticipates that one mill will serve 6,000 people, process 150,000 kilograms of grain, and annually generate a gross income of 6,500,000 shillings (\$6,075). Their plan is that five groups of 25 families will be

trained by LIDDA to manage and maintain each of the mills. These groups will be responsible for building a structure to house their mill and to staff it in rotation. Profits from the mill can be used by each group to establish a pool of funds for making agricultural loans to members of the group. It is the only one of its kind in northeastern Uganda.

ii. Oil Presses

The agreement specified that one electric oil press would be purchased and managed to benefit 25 families and that another five manual ram presses would be distributed and used by 25 families each. Due to procurement difficulties, plans to purchase the electric press were cancelled. Instead, ten additional manual ram presses were planned for purchase, of which seven are in place, making a total of 15. Before these were distributed, LIDDA decided that it was unrealistic for a group of 25 families to share each manual press, and lowered this to five families, reducing the number of families to benefit from 150 to a more realistic 60.

Nine of the ram presses, which are made in Uganda, had been distributed. Presses considered most effectively were manufactured through World Learning's Agricultural Processing and Manufacturing Project. These machines work best on one particular variety of sunflower which grows well in the area. LIDDA has estimated that a weekly average of 80 kilograms of seed can be processed each year by each ram press resulting in an income of \$1,560,000 shillings (\$1,457), assuming the families are themselves growing the seed that is pressed. The cake that is a by-product of the process can also be sold to dairy farmers, potentially generating another 300,000 shillings (\$280). LIDDA estimates half of the income will be required for running costs, leaving a profit of 930,000 shillings (\$869) for five families to divide.

iii. Simsim Cleaning Machine

LIDDA is installing an electric simsim (sesame) cleaning machine that it will operate at its headquarters to benefit 25 families. They estimate it will produce 16,800,000 (\$15,701) annually in gross income, half of which can be made available to the beneficiary families.

iv. Animal Traction Units

Each of these units is to consist of four oxen with a yoke and plow. One unit is to be provided to two families. A total of 120 families are expected to benefit from the sixty units provided for in the agreement. The provision of these units should enable families to cultivate more of their own land and also earn additional income by plowing for their neighbors. LIDDA estimates that each unit will be able to plow 40 hectares per year. A total of 94 families had received oxen at the time of the assessment and training was being conducted both for the oxen and for one person from each of the beneficiary families.

v. Dairy Farming

Five dairy cows have been purchased and are to be distributed to ten families. Families will be able to produce milk for their own consumption and sell the excess. LIDDA estimates that each cow will produce 15 liters per day and a yearly gross income of 1,260,000 shillings (\$1,178), half of which will be required for feed, veterinary services, and drugs. Five Friesian/Zebu cross-bred, in-calf heifers were purchased. Three had calved successfully. The fourth calf died. While people in the district traditionally kept cattle, there are very few left as a result of cattle raiding.

c. AIDS Awareness Training

The approach originally proposed by LIDDA and specified in the project agreement was for the training of 120 AIDS Awareness Educators who in turn were expected to train 2,400 adults. An additional 1,200 orphans and their families were also expected to attend workshops on AIDS. At the request of the mission's AIDS advisor, the approach was changed to the provision of direct training exclusively. The revised targets are for 120 youth (selected from the 550 orphans receiving school assistance) and 600 adults. At the time of the Team's visit, the APCP trainers had conducted six adult training sessions and seven for youth, with a total of 332 young people and 492 adults taking part.

d. Legal Education

The project agreement calls for 450 individuals from the target families to receive training in inheritance law and the preparation of wills. Earlier in the month the Ugandan chapter of The International Federation of Women Lawyers (FIDA) had carried out training sessions in six different counties. A total of 327 adults participated, with slightly more women than men attending. The participants were from all the five counties and the Lira municipal area. The newspaper article in Appendix C describes one of the sessions.

3. Observations

LIDDA impressed the Team as the most technically competent of all the sub-grantees. While some of their projections for income may be overly optimistic, they had done much more careful economic analysis of the agricultural and income-generating activities than any of the other organizations. They had arranged for appropriate technical expertise in veterinary services and ox training. By directing all project inputs to 550 orphans and the families with which they live, LIDDA appeared to be in a good position to achieve measurable impacts.

In addition to the LIDDA headquarters, the Team visited an ox training session, two groups of families that had received oil presses, the dairy project, a family scheduled to receive a dairy cow, and the AIDS awareness training.

The ram presses seemed to offer good promise for helping families generate additional income. The machines cost 320,000 shillings (\$299) and procurement is simple. They can be adjusted and maintained by the families to which they are given. There appeared to be a ready market for sunflower oil. The Coordinator believes, however, that even the reduced groups of five families sharing a ram press are too large and that two families per press would be more ideal.

While the changes that have been made in beneficiary targets for the project seem realistic, they should be reflected in an amendment to the project agreement.

Two members of the Evaluation Team were able to observe an AIDS awareness training session for youth in Lira. The participants took an active role in the discussion and seemed to be able to respond accurately to the trainer's questions about HIV and AIDS. They also spoke of their responsibilities to inform others and share their knowledge about AIDS. Forty youth had been invited to the session, but 65 came, suggesting a strong interest.

LIDDA staff have benefitted from training arranged by WLI. The Coordinator and another member of the staff have had computer training. The Counsellor received useful training in AIDS-related counselling from The AIDS Support Organization (TASO). The Coordinator was also sent to a three month executive management course at the Harvard School of Public Health, which he found very useful. His leadership has enhanced the effectiveness of the project.

LIDDA's Counsellor made some important observations about the situation of those children in the area who have lost both of their parents. While she believes that 60 - 70% are well integrated into the families with which they are living, perhaps 30% are neglected or even chased away by their relatives. This does not diminish the importance of the traditional cultural pattern of care for orphaned children within the extended family, but it does caution against assuming that children will automatically be cared for in a way that adequately meets their needs. It suggests the importance of someone from the clan, community, Resistance Council, religious group, or an NGO giving particular attention to children who lose both their parents. She feels the assistance LIDDA is able to provide is especially important to children who are neglected, because in addition to benefiting from school assistance, they feel better because someone cares about them.

B. The Church of Uganda, Diocese of Northern Uganda

1. Overview

The geographic area covered by the Church of Uganda's Diocese of Northern Uganda (DNU) includes the districts of Gulu and Kitgum. Civil war, attacks by the Lakwena Movement, cattle raiding, and AIDS have created many orphans in the area. The 1991 census found 16.37% of the children in Gulu and 15.81% of those in Kitgum had lost one or both parents, two of the highest district rates in the country. See Appendix B to make comparisons with other districts.

The DNU did not initially seek funds from WLI, but was approached by them to carry out the orphans program in the area. The sub-grant from WLI is \$211,492 for the period April 15, 1993 - April 14, 1995.

The goal of the project is:

To improve the social and economic circumstances of vulnerable children and their foster families in Gulu and Kitgum districts through formal and non-formal education and income-generating activities.

The project purposes are:

1. Increased income level of foster families.
2. Improved literacy and numeracy levels among vulnerable children between primary one and primary seven for whom school fees will be paid.
3. Increased number of female school leavers who provide at least 50% of their own financial support after receiving vocational training.
4. Increased awareness of modes of HIV transmission and safer sex behavior among adolescent orphans and foster parents.
5. Increased awareness of inheritance laws and increased number of formalized wills.

2. Project Activities

a. Family Help Packages

The grant agreement specifies that 615 orphans will each attend two years of primary school. WLI reported that DNU had done the most efficient job among the sub-grantees of getting beneficiary children into school. Arrangements were made quickly to pay school fees and to have uniforms made through the DNU vocational training program. In addition to paying school fees and providing uniforms and scholastic materials, DNU provided two hoes and 15,000 shillings (\$14) to the families of these children. Six hundred of the children are orphans identified by local parishes as being particularly needy, while 15 are primary students in the program for the blind in the Diocese's school.

b. Vocational Training

A total of sixty orphans are to complete one year of vocational training at the Women Development Center run by the Diocese. The courses offered are in sewing and in secretarial

services. The first group of 30 are currently enrolled, 15 in each course. They started in October 1993 and are due to have examinations in June 1994 and to graduate in August 1994.

c. Income-generating Activities

i. Grinding Mill

The Diocese is in process of importing a diesel-powered maize grinding mill that is to be located in Kitgum. Because of the lengthy process for international procurement and duty-free entry, it is not yet in place. DNU plans to establish a management committee of 60 families from 14 parishes who would hire staff to run the mill. The Diocese has estimated that each family can receive 80,000 shillings (\$74) profit per year from the mill. They plan to import a second mill also.

ii. Ram Presses

Six ram presses for producing oil are to be provided to groups of ten families each. Three had been distributed and three more were due to arrive. None of those provided to families was in use, however. There had been no production of sunflowers in Kitgum because of the weather so the press there had been idle. The press in Gulu had only recently been given to a group of families.

iii. Increased Crop Production

The agreement specifies that 240 families caring for orphans are to increase the amount of land they have under cultivation and the amount of crops produced. The Diocese reported, however, that they had provided a total of 1068 families with varying combinations of cash, hoes and ground nut seeds. The amounts of cash provided ranged between 12,000 shillings (\$11) and 15,000 shillings (\$14). Families were given one, two or three hoes. Most were given a sack of ground nut seeds.

The Diocese has also purchased 50 steers and is distributing them in pairs along with a yoke and plow to groups of five families. While some had been distributed, the process had been delayed by a quarantine imposed in the area. No arrangements had been made for training the steers.

iv. Small Business Grants

In keeping with the agreement, the Diocese reported that 50 HIV-positive parents had each received a grant of 50,000 shillings (\$47) to engage in petty trading.

d. AIDS Awareness Training

The agreement specifies that 675 adolescent orphans and 615 adults from the targeted foster families will receive training about AIDS. The Diocese reported that five one-day training sessions

had been carried out in Gulu District and six in Kitgum. Each of these had separate groups for youth and adults. A total of 482 youth and 671 adults had participated.

e. Legal Education

The agreement says that a total of 150 people from the two districts are to receive training in inheritance law and the preparation of wills and that 50 families are expected to complete wills. The legal training was scheduled to take place shortly after the departure of the Team. WLI reported that, because of the insecurity in the area, the five workshops planned had to be held in Gulu town and that a total of 180 people participated. Workshops are also to be held in Kitgum when circumstances permit.

3. Observations

The DNU has made a determined effort to respond to the needs of orphans and the families caring for them. They have been very efficient in getting children into primary school. The number of people to receive legal training has already been exceeded and more workshops are to be held. The number of adults participating in the AIDS awareness training exceeded that in the agreement, but the number of adolescents fell short. The income-generating activities, however, do not show evidence of the technical planning and support they will need if they are to be effective. DNU has experience in humanitarian work but not in development activities.

The seeds, cash, and hoes intended to help increase agricultural production were distributed too late in the season and did not yield good results. Of the 296 families that had reported to the Diocese, only 22% said they had made at least some profit; the rest made none.

Unless the steers are trained to work as oxen, they will be of no use in increasing the amount of land under cultivation. It did not appear from the group of families visited that much attention had been given to whether those receiving the steers had someone physically able to do the plowing. The ratio of two oxen for five families does not seem realistic, either. LIDDA was giving teams of four oxen to two families as well as providing training for the recipients and the oxen.

Giving ram presses to groups of ten families is very questionable. With a group of that size, the organizational effort necessary to share the mill would be cumbersome, and it seems unlikely that anyone would assume responsibility for maintenance and repair of the machine. LIDDA has provided ram presses to groups of five or fewer families. They think a more appropriate arrangement would be one press for two families.

Another issue is the availability of the kind of sunflower seeds that work well with the ram presses. In both Gulu and Kitgum Districts simsim is more commonly grown than sunflower. The Team was informed that the ram press could be adjusted to produce oil from simsim. While the introduction of a new variety of sunflower may produce good results, there are obvious risks of

crop failure. It would also seem to be worth exploring whether ram presses adjusted for simsim might be another alternative. This would require some analysis of how simsim is being marketed and processed in the area now as well as projections about the labor required to produce a given amount of oil and the marketability of simsim oil.

A major source of difficulties with the agricultural components of the DNU project is that the Diocese tries to spread its resources as widely as possible. It is difficult for a church to assist some people and not others when many have serious needs. The problem is that when resources are stretched beyond a certain point it is unlikely that there will be much impact or that the initiatives will become economically viable. This problem is seriously compounded when adequate planning and technical guidance are lacking. The agricultural initiatives of the project have to be guided by a development orientation, rather than one of sharing relief inputs to as many people as possible.

Based on several visits to rural homesteads, the Team also questioned whether the local parishes had always selected the most needy families. In all cases, though, the families visited were caring for orphans.

DNU was not able to provide any overview of the rate of success among the HIV-positive individuals who had received cash grants to start small businesses. Two recipients and the shop of a third were visited. The first woman visited had used her grant to pay school fees, but the second had a very successful little shop in the town market. Her children are able to help her in the shop and stand to inherit a business that is doing well.

When asked what she thought about the shop, she said, "It keeps me busy and makes me not worried." Her observation points to the important psychological benefit this kind of initiative can have for families living with AIDS. The sense of hope and dignity it can foster literally helps people to live longer, in addition to helping a family to support itself.

AWOFS has found that 50,000 shilling grants in Kampala were probably too small. For example, they were not sufficient for someone to rent a shop or stall in a market. It would appear, however, that in Gulu grants of this amount may well be adequate. What is needed, however, is a better process to increase the chances of economic success. Some training could have been done with potential recipients and a market assessment and business plan required before grants were given. DNU should systematically follow-up with the recipients to determine not only the overall success rate, but more specifically what worked, what failed, and why.

The Team questioned how effectively the sewing program could train students when their ratio to machines was about three to one. There appeared to be a similar problem with typewriters in the office skills program. There was not enough time, however, to explore how seriously this affected the training or how the instructors dealt with the problem.

The project of the DNU had a number of shortcomings that reflect a lack of technical analysis, planning, and monitoring. This project continues until April 1995. It would still be possible through support from relevant ministries, organizations implementing similar USAID-funded projects, or qualified consultants to address some of the technical short-comings and improve the project's impact.

C. The Uganda and the Community Based Association for Child Welfare and the Grants Bank Projects

1. Overview

The Uganda Community Based Association for Child Welfare (UCOBAC) was established in October 1990 in response to concerns about the increasing numbers of orphans in the country, the need to promote effective community-based responses to their needs, and the lack of coordination among the proliferating local and international NGO efforts. It seeks to improve the capacity of local NGOs to use community-based responses to the needs of Uganda's most vulnerable children, especially orphans from war and AIDS. To accomplish this UCOBAC:

- promotes information sharing;
- facilitates collaboration among NGOs, the government, and donors;
- helps link local NGOs with donors; and
- provides a voice for NGOs at the national level.

UCOBAC's secretariat in Kampala includes five professional staff, including a Technical Assistance Officer whose salary is covered through the sub-grant, and five support staff. The secretariat's work is guided by a Management Committee whose members are elected at an annual meeting of all members. The membership includes 165 local and 10 international NGOs, 6 donor organizations, and 58 individuals.

UCOBAC has a network of district-level affiliated groups in 34 of the country's 39 districts. Each of these affiliates is an association of at least five groups addressing children's needs in the district. The regular exchanges among NGOs at district and national level have greatly improved coordination among child-oriented programs. Staff of the MLSA commented to the Team that the establishment of the district affiliates has also resulted in significant improvements in child protection in the country.

As each of the district affiliates has been formed, UCOBAC has organized a five-day residential training workshop for the local groups. These provide training in basic programming skills as well

as a review of national laws concerning children. Trainers stress the government's policy in favor of community-based responses to the needs of vulnerable children.

UCOBAC also is an advocate for children at the national level. It promotes the exchange of information among its members through its newsletter, "The Vulnerable Child," and disseminates information about children's needs through weekly radio programmes in five languages.

To link grassroots NGOs with donors, UCOBAC established a "grants bank" mechanism. UCOBAC does not receive and channel these funds. It works with the donor to define the parameters within which it wishes to provide funding, then mobilizes its district affiliates in the geographic areas concerned to solicit and screen local proposals. At the national level it assists the donor to select the proposals to be funded, then takes a direct role in monitoring and providing technical support during implementation.

WLI used the grants bank mechanism to make 15 grants of approximately \$5,000 each to organizations in the districts of Kabarole and Kasese in western Uganda and Mbale in the east. The grants total \$75,008. Appendix D includes a list of these grants. The three districts were selected based on the request of USAID that WLI, having already provided funding in the north and the south, direct assistance to the east and west as well. The percentage of children in these districts who, in 1991, had lost one or both parents was as follows: Kabarole (11.63%), Kasese (7.42%), and Mbale (7.64%). See Appendix B to make comparisons with other districts.

To enable UCOBAC to monitor and support these projects WLI established a sub-grant with them for \$94,592, covering the period May 7, 1993 to May 6, 1995. It provides for a Technical Assistance Officer, a driver, a vehicle, transportation costs, a computer and printer, training for the local organizations, and other support costs.

The agreement with UCOBAC specifies the following goal:

To strengthen the capacity of UCOBAC to extend to grassroots NGOs in Mbale, Kabarole and Kasese technical know-how and resources so that they can help vulnerable children more effectively.

The following Project Purposes are identified in the agreement:

1. Increased capacity of NGOs to bring about improvements in the lives of vulnerable children.
2. Improved financial management of projects by NGOs in Mbale, Kabarole and Kasese.

3. Increased awareness of family and inheritance law and increased number of formalized wills among beneficiaries.
4. Increased awareness of modes of HIV transmission and safer sex behavior among adolescent orphans and foster parents in the targeted areas.

The Expected Outputs specified in the agreement with UCOBAC are as follows:

1. Two staff members recruited by UCOBAC and two staff members provided with computer skills.
2. UCOBAC Training Program expanded by 12 AIDS education workshops, 3 legal education workshops, and financial management seminars for 12 indigenous NGOs.
3. Approximately 12 NGOs in the targeted areas selected and funded with grants of \$5,000 - \$7,000. Approximately 240 children - 20 children per project - benefitting in accordance with each sub-grant agreement.
4. 40 NGO personnel proficient in the following areas through participation in training courses designed and coordinated by the Technical Assistance Officer:
 - project identification and formulation,
 - financial management, and
 - monitoring and evaluation.
5. 120 foster parents and community members and 120 vulnerable children will have received HIV/AIDS awareness education in the transmission and prevention of HIV/AIDS.
6. 120 foster parents and community members will have received training in inheritance law, family law, and how to write a will.
7. 10 foster families among the target groups of local NGOs will have formalized wills.

3. Observations Regarding the Small Grants

Two members of the Team and the UCOBAC Technical Assistance Officer traveled to Kabarole and Kasese where they visited six of the eleven projects funded by WLI in these districts. There

was not sufficient time to travel to Mbale. The Team was very favorably impressed with both the progress of the individual projects visited as well as the grants bank mechanism as an effective way for USAID to mobilize community resources to address the needs of orphans.

Of the 15 projects, seven are group income generation schemes whose profits are to be used to benefit vulnerable children in the community, two are for vocational training, five combine both approaches, and one was for the construction of a bore hole for a babies home. The grants provide primarily for material inputs with staff time and other project expenses being covered from other sources or provided on a volunteer basis. The proposals submitted reflect a combined total of 1,490 children expected to receive assistance from the projects. This includes some unrealistically high targets, however. It would be helpful to the projects if the Technical Assistance Officer would review with each the results their efforts can be expected to produce in the near term, so each can set a realistic goal.

Proposals were requested in March 1993. The agreement between WLI and UCOBAC was signed in May. Funding decisions were made in July, and in September WLI and UCOBAC carried out in Kampala six days of residential training in financial and business management for a total of 40 participants from the fifteen NGOs. The training also included project identification and formulation, monitoring and evaluation.

The Team found project accounts to be well kept in the sites visited. Funds were transferred to projects after they completed the training and had established bank accounts. Each project reports quarterly on the use of the funds provided. Also, the Technical Assistance Officer completes a detailed quarterly monitoring report on each of the grantees.

Funds had been transferred to the 15 projects just six months prior to the Team's arrival, so projects were still in an early stage of implementation. Even so, UCOBAC reported that nine projects have started to generate income. One of the projects did not use the grant in keeping with its proposal, deciding to purchase land instead of sewing machines. WLI recovered the funds and the budgeted sewing machines were purchased.

The first project the Team visited was a well drilled for the Toro Babies Home in Kabarole at a cost of \$5,000. The home has a capacity for 30 children and had 20 at the time of the visit. Since 1976 the home had had severe problems with lack of water which had to be brought in by truck. This was not a dependable arrangement and the variable quality of the water caused health problems among the children. Since the bore hole was drilled the home has had ready access to clean water.

The second project visited in Kabarole was the Catholic Women's Association. Established in 1986, its aim is to unite women for self-reliance. It provides training in literacy, sewing, handcrafts with local material, and home management. Their clients are women and girls who have dropped out of school between primary two and senior three. The \$5,000 grant was used to

establish a bakery, which had 20 trainees at the time of the visit. Another 20 are to be trained next year. Income from the bakery is about 930,000 shillings (\$869) per month. While this is a bit less than what was projected, the project appears economically viable. They are building a good market and the quality of the bread is very good. Each girl can earn 46,500 shillings (\$43) a month. They intend to advance credit to those who complete the training, but the details had not been worked out.

The third project visited in Kabarole had received a grant of \$3,099 for training and income generation in brickmaking. Run by the Dari Al Havan Moslem Association, project activities had just started so there were no results to assess. The Association projected that they could eventually earn 1,000,000 shillings (\$935) per month if 50,000 bricks were sold per month.

The fourth project visited was a poultry raising initiative run by volunteers from the Holy Childhood Catholic Church in Kasese. The project is just starting, but has made arrangements with three hotels that have agreed to buy eggs and broilers from them on a regular basis. Having received a grant of \$5,000, those in charge estimate that initially they will be able to earn a profit quickly with possibilities for expansion. The income generated is to be used to support orphans as well as to initiate vegetable growing for which the hotels, a seminary, and a convent would provide a market.

The fifth project, run by the Kaghorwe Children Education Centre in Kasese, was producing passion fruit juice. They are growing passion fruit on three acres of land and have built a stand at the taxi terminal for selling the juice. The \$5,000 grant was used to buy a fridge, freezer, blender, and utensils. The power connection had just been made and they were about to begin selling juice. The area is hot and consumption of liquids is high. They anticipate initially selling 50 liters a day and hope to make a profit of 100,000 shillings (\$93) a month. The beneficiaries will be 38 orphans and 19 foster parents.

The sixth project visited was the Child Care and Nutrition Farm in Kasese, which had received a grant of \$5,000. The goal of the project is to raise goats and to grow such cash crops as cotton and ground nuts as well as food crops such as maize, beans and cassava. They have 35 goats and 30 acres of land under cultivation. Their harvest of cotton should sell for about 300,000 shillings, ground nuts for 120,000 shillings, beans for 160,000 shillings, maize for 168,000 shillings, and cassava for 100,000 shillings (an expected total of \$792). A storm had affected production, so the total is lower than might be expected in a good year. They had been able to help 20 children with school fees, medical care, and scholastic materials. They have plans to cross-breed their goats to increase milk production.

The Team found the projects visited were proceeding well and intent upon becoming self-reliant. They would benefit, however, from additional technical assistance to help increase their productivity, managerial capacity and marketing competence. UCOBAC could explore what expertise might be available through relevant ministries or other NGOs.

While there are orphans in each of the three districts with genuine needs, the percentages of children who are orphans in Kabarole, Kasese, and Mbale are all below the national figure of 11.57%. Funds were directed to these areas in the interest of maintaining a geographic balance in their distribution. The mission indicated that this was done to ensure ethnic groups in all parts of the country would benefit from the assistance being provided. However, since some parts of Uganda are dealing with much greater concentrations of orphans than others, allocation of funds based on respective levels of need would seem to be a more efficient basis for allocating limited resources.

4. Observations regarding UCOBAC's Role

While it was relatively expensive to provide UCOBAC with the resources to monitor and support the recipients of the small grants, the investment has made possible the provision of the small grants and, through these, leveraged a great deal of community resources. It would be very instructive, in terms of potential future use of this funding approach, if the Technical Assistance Officer, in addition to determining how many orphans benefit from these projects, would calculate for each of the small grants what matching resources (e.g. staff and volunteer time, community facilities, in-kind contributions, and funds) have been provided by grantees.

If the grants bank mechanism were to be used again, the administrative costs would be lower because the costs for the vehicle, computer, and printer have already been covered. Given UCOBAC's demonstrated capacity to train, assist, and monitor the grantees, to reduce administrative costs USAID could consider using the grants bank mechanism directly, without channeling funds through an umbrella grant structure.

The sub-grant to UCOBAC has strengthened its capacity as well as that of the 15 small grant recipients. The latter are in a better position to seek and manage funds from other sources, and UCOBAC is better able to help these and other member groups.

Ten AIDS awareness training sessions for youth and the same number for adults have been carried out in the three districts with a total of 105 youths and 130 adults participating. WLI has reported that the first of the three scheduled legal training sessions was held in Mbale in March with over 40 participants. The legal training in Kabarole and Kasese is to take place within two months.

D. The Uganda Women's Effort to Save Orphans (UWESO)

1. Overview

Founded by the First Lady, Mrs. Janet K. Museveni, while she was in exile in Sweden, UWESO was launched in Kampala in May 1986. Its primary goal is to trace relatives, recruit foster parents and encourage adoption in order to avoid institutionalization. In Kampala, UWESO has a

secretariat of six professional and nine support staff, all of whose salaries are paid through the sub-grant from WLI. The organization has 32 district-level branches in the country, staffed entirely by volunteers. These branches have registered some 4,000 orphans throughout the country. UWESO assists as many of these children as their resources permit. In addition to these funds, UWESO receives contributions from its members, secures donations from other donors, and carries out fund raising activities. Their activities to benefit orphans include:

- providing food, clothing, and medical assistance;
- counselling children and their guardians (the staff includes two social workers);
- paying school fees;
- funding income-generating projects for guardians and for children's homes; and
- operating a children's village close to Kampala.

The sub-grant from WLI totals \$262,449 for the period August 24, 1992 through August 23, 1994. It was amended June 30, 1993, to delete some of the training and work-related components of the original agreement, shift funds within the budget, and correct the number of children whose school fees were to be paid.

The goal of the project is:

To improve the social and economic conditions of orphaned children through self-sustaining development programmes for orphans and foster families.

Its purposes are:

1. Increased number of orphans in UWESO's target groups between the ages of 15 and 18 years who are providing at least 50% of their own financial support.
2. Increased number of orphans between primary two and seven attending school among UWESO's target groups.
3. Increased number of school leavers within UWESO's target groups between the ages of 15 and 18 years who obtain employment after receiving vocational training.

2. Project Activities

The activities through which the above goal and purposes are addressed include payment of school expenses for orphans in primary and vocational schools and a project for teaching young people to fish. The original sub-grant also included projects in weaving, carpentry, and growing trees. During the base-line study, however, it was determined that the beneficiaries of these activities were over age 18 and had not necessarily orphans. The sub-grant was amended to delete provision for these projects and to shift the funds originally allocated to them to the fishing project.

a. School sponsorship project

i. Primary school

Provision is made for primary school expenses to be paid for a total of 1,100 orphans for two years. Information provided by UWESO indicates that, in the first year of the project, 1,123 children attended primary school with assistance provided through the sub-grant, 67 completed primary grade seven, and 1,056 are continuing. The schools are in 24 different districts. UWESO is paying 15,000 shillings (\$14) per term for every sponsored student. There are three primary school terms per year. Payments are made directly to the schools.

ii. Vocational training

A total of 152 orphans between the ages of 15 and 18 years are to receive vocational training. UWESO provided information indicating that 155 students are attending vocational schools in 15 districts. A total of 40,000 shillings (\$38) per term is paid for each student for three terms each year.

b. Fishing project

This project was established at Busabala village on Lake Victoria to train boys to catch and process fish. The intention was to train two groups of 10, each for a year. The first group started in August 1992; however, eight dropped out after they completed classroom training because they did not like going out on the lake to fish. Recruited from Kampala, none had any previous background related to fishing. A second group was selected from the area close to the lake and started the second round of training late in 1993. They are producing income and have expressed their desire to continue fishing.

The two boys who completed the first year's training continue with the program receiving a stipend of 7,500 shillings (\$7) per week. Facilities were nearly complete that will enable the project to provide training in how to salt and smoke fish. Preserving fish could be an alternative way for those trained to earn income or a way to enhance their income from fishing.

3. Observations

UWESO is seriously committed to responding to the needs of orphaned children. Their strength and limitation is that they are primarily an organization of volunteers organized in a country-wide network. The network, in principle, makes it possible for UWESO to identify the most needy orphans in the country and extend some form of assistance to them. The volunteer nature of the branch structure and its wide geographic spread make it difficult for UWESO to provide concentrated assistance in some areas. There is pressure from the branches to share as widely as possible whatever resources are available. Branches operate with their own resources and their mobility is limited.

Given the wide geographic distribution of the children assisted by UWESO, it was impossible to do more than a few spot checks in two districts and to review information provided by UWESO and WLI. One member of the Team, accompanied by UWESO social workers, visited two primary schools in Kampala and one in Rakai District, discussed the project with headmasters and verified the presence of the sponsored students. The same was done with one vocational program in Kampala and two in Rakai District. Two Team members accompanied by UWESO staff visited the Busabala fishing project and discussed it with a group of the trainees and the instructors. The Team as a whole met twice with senior UWESO staff, two board members, and the founder.

Based on these contacts, it was possible to form only general impressions regarding the degree to which the goal and purposes of the sub-grant, as amended, are being achieved. None of the activities currently being carried out under the sub-grant can be said to be "self-sustaining" as specified in the project goal. It probably should have been amended when the income-generating components were deleted from the project agreement. Regarding project purposes, the school attendance of orphans is being increased through the project. However, it will only be some time after the completion of the sub-grant that it would be possible to measure the impact of vocational training on orphans' employment or provision for their own financial support.

The system UWESO uses to request funds from WLI and to pay school fees includes safeguards against potential abuse by schools, but also ensures that fees will not be paid until well after they are due. As a first step in this process, UWESO verifies through its branches the number of students actually in school before requesting transfer of the necessary funds from WLI. Funds are transferred to sub-grantees on a quarterly basis.

The baseline research done for this sub-grant identified problems with the late payment of primary school fees in Rakai District. UWESO and WLI reported that these had been corrected.

The amount paid per student is in some cases well below the amount required for fees and other school expenses (e.g. uniforms and supplies). UWESO's approach has been to assist at some level as many students as possible in a large number of branches. UWESO'S acting Administrator said that if they were to receive another grant she would prefer not only to pay school fees, but also to

provide some type of family assistance package as has been done by the other sub-grantees that are paying primary school fees.

UWESO monitors the attendance of the sponsored primary and vocational students, both through its branches and its two social workers. Over a year's time the social workers try to visit every school and facility where there are sponsored students. UWESO has also sought to coordinate with district government officials, keeping them informed of local activities.

The fishing project has some promise, but has proven to be very expensive. The total budget for the two years is \$19,418 with only 12 beneficiaries. There are two options for the future: either the two boats, motors and nets can be turned over to the boys who complete the training, enabling them to establish a joint fishing enterprise, or UWESO can keep the boats and train more orphans to fish. However, unless some provision is made for those trained to have access to boats and nets, they are not likely to fare very well in becoming self-supporting. After the Team's visit, with help from Ministry of Labour and Social Affairs advisors, UWESO was reported to be forming the boys into a cooperative with UWESO as a shareholder. They will investigate credit facilities for boats.

One area of concern among the boys in the fishing project is their constant risk of *Bilharzia* infection. The fishing instructor said providing gum boots to the boys would greatly reduce the risk. This certainly should be done. WLI has also looked into arranging regular check-ups for the trainees.

One problem has been the lack of any provision for the mobility of branch members expected to monitor the school attendance of sponsored children or carry out other activities. Providing bicycles for those branches dealing with school expenses under the sub-grant is under discussion and needs further review.

Since it was established, UWESO's primary efforts to assist orphans have been to provide direct assistance in the form of school fees and basic household items. Its leadership has come to see, however, that orphans' needs continue to outstrip their best efforts to provide such assistance, and they are trying to develop more sustainable approaches. Its current staff expertise, however, is in the area of social welfare assistance. To improve their capacity to help families generate income, UWESO is arranging for the placement of five Peace Corps volunteers in branches that are initiating credit schemes (not part of the sub-grant). UWESO has also received 635 acres in Gulu District from World Vision where cotton growing was attempted as a means of generating income. Due to weather problems, however, the first effort was not successful.

E. The AIDS Widows and Orphans Project (AWOFS)

1. Overview

AWOFS is based at the Nsambya Hospital in Kampala and is operated by the Catholic Church. The families who benefit from the project are selected from among the 3,000 patients attending the hospital's weekly HIV/AIDS outpatient clinic. The hospital initiated the project with the recognition that AIDS is a disease that affects the whole family and that care for patients requires social support, particularly within the family. While the adult patient is AWOFS' initial point of contact, the project's focus is on providing for the current and future welfare of the children. The beneficiary families live within a 10-kilometer radius of the hospital. The 1991 census found that 12,495 of the children below 18 years of age in Kampala had lost one or both parents. See Appendix B to make comparisons with other districts.

The AWOFS staff includes a Project Manager, three full-time and three part-time counsellors, an accountant, and three support staff. The sub-grant from WLI is for \$132,939, which represents 55% of the total project budget. An additional \$106,947 comes from smaller grants and donations from at least nine other donors. The period for the sub-grant is August 17, 1992 through August 16, 1994.

The project purpose is:

To improve the social and economic conditions of vulnerable youth of HIV-positive families through vocational training and income-generating activities.

The project objectives are:

1. Increased income levels of HIV-positive families in AWOFS target groups.
2. Increased access to health care services by AWOFS target groups.
3. Increased number of school-age children among AWOFS target groups who are attending school.
4. Increased number of school leavers within AWOFS target groups who obtain employment after receiving vocational training.
5. Increased number of HIV-positive individuals within AWOFS target groups who are running their own businesses.

2. Expected outputs

There are four areas of activity for which the project agreement (as adjusted through an exchange of letters) specifies expected outputs:

- 95 income-generating projects for which AWOFS provides the items needed for start-up (40 in poultry raising, 20 each in pig raising and tailoring, 10 in bakeries, and five in farming),
- 100 "mini" income-generating projects for which AWOFS provides clients 100,000 shillings (\$95) each to start activities of their own choosing,
- 80 teenage youth completing vocational training in catering, nursery teaching, and tailoring and embroidery, and
- 500 families to have legally recognized wills and bank accounts registered in their children's names.

3. Observations

Nsambya Hospital has seen in its weekly outpatient clinic increasing numbers of patients with little or no income. Initially the hospital tried to respond to their basic needs with direct material assistance, but began to see such an approach as increasingly insufficient. They also hear, particularly among their female clients, a great deal of concern about providing for their children's future. The income-generating activities supported through the sub-grant have been a way for the hospital to respond to these needs and concerns. The small business activities that have been initiated have not only been helpful in meeting material needs, they also contribute to a sense of hope and dignity among the participating parents. AWOFS has recognized that these feelings literally help their clients to live longer.

The clients selected to receive support for income-generating projects funded through the project must have:

- at least four children,
- opened a bank account in the names of their children (with a designated foster parent as co-signatory), and
- attended at least one of the training sessions in business management run by Centenary Bank.

Having started earlier than the other projects and relying less on international procurement, AWOFS was in a better position than other grantees to present at least initial results for the income-generating activities attempted. The Table below shows the outcomes of the different initiatives supported through the project.

Table IV. Interim Results of AWOFS-supported Income-generating Activities as of December 31, 1994

	Target #	# Funded	Successful	Average	Unsuccessful
Poultry Raising	40	24	12	10	2
Pig Raising	20	16	0	14	2
Farming	5	3	1	1	1
Tailoring	20	12	5	5	2
Baking	10	3	1	2	0
Mini-projects	100	94	0	40	54

Of the 95 regular income-generating projects called for in the project agreement, 58 had been funded by the end of 1993, 19 months into the two-year project. AWOFS has judged projects to be successful when they have enabled clients to put money into savings accounts in their children's names and to continue to produce income. They consider the poultry projects the most successful of the types attempted. Results have been limited, however, by a lack of capital for supporting expansion and by a lack of technical personnel to regularly check the projects.

One limitation of the poultry projects is that AWOFS has only provided chickens to clients who own their own home and can provide an adequate shelter for them. With around 200 chickens needed for a viable project, they feel that a renter would not be able to ensure that an adequate place to keep them would continue to be available. While this appears to be a realistic position, it precludes participation of the poorest clients.

AWOFS does not consider the pig projects to have produced good results. The potential for farming is limited due to a lack of available land, and the few attempts have produced mixed results. They consider tailoring to have been successful, but recognize that the increasing local marketing of second-hand clothing is limiting the potential for income generation in this area. They believe bakeries to have potential, particularly for renters who cannot qualify for the poultry projects. However, working around a hot oven could be detrimental to the health of their clients.

Consequently, this type of project is more appropriate for those with children or other family members able to do most of the baking.

AWOFS works with clients to help arrange for their children to take over the running of projects. In the four cases where clients have died, one poultry project continues to be successful while one has failed, and two tailoring projects continue to be successful.

The "mini" income-generating projects have not been an economic success. With the funds provided, clients have engaged primarily in various types of petty trading. AWOFS believes, however, that even those projects that did not generate much profit have yielded both some immediate income as well as providing a constructive activity, which has helped clients to live longer. Parents living longer has a direct benefit on their children.

AWOFS' own overall assessment of their various project activities was consistent with what was observed during the Team's visits to selected projects. Of the income-generating projects listed above, it was only possible for the Team to visit three for poultry raising, one for pigs, and one for tailoring. The first poultry project visited was for egg production. The client and her seven children (between 10 and 25 years of age) were estimated to be making a profit of approximately 21,000 shillings (\$20) per week. They had received from AWOFS 200 female chicks of a breed suited to egg production in local conditions, 180 of which are still alive. They saved enough to expand their project to broilers as well. The other poultry projects visited were also producing income, but less than this one.

The one pig raising project visited was operating at a loss after six months, but this is too short a period in which to tell whether it will eventually begin to produce a profit. The client had received four pigs from AWOFS. The only income she had received was 35,000 shillings (\$33) from the sale of four piglets. She pays about 16,000 shillings (\$15) per month for feed. She has the four pigs, one of which is pregnant, and is to receive two more from AWOFS. Her home is in a village some distance from a main road; consequently, she has found marketing pigs to be difficult. Another difficulty, since AWOFS' clients are HIV positive, is that the time frame required to make pig raising begin to turn a profit is too long for this type of project to be consistently viable.

The sewing project visited was a marked success. Three years ago AWOFS assisted a client to start training students in embroidery and dressmaking. At that point she was sick from AIDS and discouraged. Once engaged in the project her health improved. In the first year she trained 12 students. In the second year she trained 36, and 22 are currently studying with her. Students' work is evaluated by personnel from Makerere University, and graduates receive a certificate indicating they have achieved a standard skill level. It was reported that most of the graduates are self-employed. Each has received a sewing machine from AWOFS after completing the course. One of the graduates is now training students on her own.

Apart from this sewing project, the only vocational training program visited with AWOFS-supported students was the home economics and tailoring program at Nsambya Hospital. Work produced by recent graduates was inspected in a brief, unsystematic way. It did not appear to be of the same quality as the above-described embroidery and sewing program. Graduates are not given sewing machines, and it was reported that they have not been able to secure employment.

Lawyers from FIDA come to Nsambya Hospital every Wednesday when the outpatient clinic is held. Clients have been very keen to get information about inheritance and how they can protect their children's inheritance rights. There is strong cultural reluctance to make wills, however. Ugandans often feel that "making a will is the same as signing your own death warrant." Even so, one of AWOFS' counsellors reported that between 50 and 70 wills have been made. See Section VIII on Social and Cultural issues.

In addition to the activities for which specific outputs are specified, AWOFS provides counselling support to its clients and their family members. This has contributed to the success of the more measurable project activities, as well as provided psychological and emotional benefits to clients and family members. Counselling has helped parents accept the fact that they have a terminal illness and make decisions about how to provide, as much as possible, for the future of their children. In the last two years the counsellors have been able to help five widows, forced out of their homes by in-laws following the husband's death, to recover their property. They also help place children after a parent's death, often with relatives in a rural area.

V. ORPHANS PROGRAM INTERVENTION METHODS

A. Payment of School Fees

School expenses pose a dilemma. Their payment is a strongly-felt need, frequently expressed by families caring for orphans. They represent the largest single area of cash demand faced by most poor rural families. School attendance is seen by parents not only as having value for children, but also as an investment in their own social security.

If Uganda were experiencing a disaster with a foreseeable end, the payment of school expenses for orphaned children might be an investment with reasonable potential for long-term benefit. But AIDS is different. Uganda is experiencing a slow disaster with unprecedented characteristics "which can be expected to unfold year by year gradually, but relentlessly, taxing the capacity of the population and the government to cope."⁴ While the country's orphans burden is already high, the Ugandan AIDS Commission recently projected that over the next four years the number of children whose mother had died of AIDS will almost triple. The funds that USAID could provide for the payment of school fees are unlikely to keep pace with the rate at which the number of orphans will grow, and any lasting impact achieved would be very limited.

School attendance is very important, and the Team believes USAID's resources can best be used to benefit Uganda's orphans by improving family and community capacity to provide for children's school expenses, as well as for their more basic needs on an ongoing basis. The payment of school expenses for some of the most vulnerable children who are beyond the reach of family or community support, however, could be justified.

If school expenses are to be paid, priority should be given to girls. Research in Africa found that increasing female literacy by 10% lowered the infant mortality rate by the same percent. Also, it was found in Kenya that two maternal deaths and about 45 infant deaths would be prevented for every 1,000 girls completing one additional year of schooling.⁵

Another potential advantage of helping girls to stay in school longer is that it can help postpone marriage. Early marriage for girls has been traditional among most of Uganda's ethnic groups. Economic difficulties, exacerbated by the AIDS epidemic, cattle raiding, and other problems, create pressure for girls to marry even earlier. Enabling girls to stay in school helps them avoid early marriage and the attendant health risks.

B. Income-generating Activities

The Team's observations served to underscore the importance of the following admonition in the 1991 report:

Planning and implementing viable village projects requires expertise with a broad understanding of technical and economic factors. Their complexity is often underestimated. Therefore, great care must be paid in examining their feasibility, design, implementation and potential profitability.

In most of the income-generating initiatives there is a clear need for technical assistance to improve the prospects of beneficiary families and community groups making a profit. Economic analysis of plans for income generation initiatives and technical guidance in agriculture are particularly needed.

Each of the sub-grant projects, except UWESO's, has an income-generating component. As shown in Table II, of the \$1,021,501 funds obligated to sub-grantees for the Orphans Program, \$227,427 (22.3%) was allocated for income generation. In the view of the Team, in any future allocation of funds this area of activity should have a higher share.

During the field visits in Lira, Gulu, Kasese, Kabarole and Rakai it was evident that, where project staff had an economic orientation or were given guidance and training, they had more success than those with good will but who lacked skills in development work. In Lira, where the staff were development-oriented, their income generation inputs were very well directed. The beneficiaries should be able to increase their income. In Gulu, however, the ratio of inputs to beneficiaries was not enough to produce self-reliance.

For each type of income-generating initiative sub-grantees should be assisted to develop a profile including such elements as the cost of the various inputs (tools, equipment, materials, raw materials, supplies), labor required, skills and any training needed, any climatic requirements, market availability, marketing modality, measures needed to enhance the chances of success, and realistic income-generating potential. This kind of framework could help them plan and implement projects with a greater chance of economic success.

Providing access to credit can be an important addition to the provision of material inputs for income generation. The Team was informed that credit schemes for small enterprise development have not had a good track record in Uganda, except in cases where they have been linked to a large enterprise that could deduct repayment amounts from payments to entrepreneurs. However, women's revolving credit schemes have reportedly had reasonable success in Kenya. A similar approach could work in Uganda. The Team was informed that Technoserve, FINCA, and Appropriate Technology International, organizations that have produced good results with credit and income-generating initiatives in other countries, are working in Uganda. Relevant expertise should be available.

The provision of grants to HIV-positive parents to enable them to start small businesses has produced benefits beyond the income produced. Project staff of the two sub-grantees concerned believed these grants helped parents to live longer with more dignity and suffer less from

depression. This has been a direct benefit to their children. The small businesses provided parents a way to help their children and to feel their lives had more value. The likelihood of financial success of these initiatives could be improved through relevant training of the beneficiaries. Each beneficiary should prepare a business plan before receiving a grant.

Another approach worth exploring would be improving crop storage methods to reduce losses to insects and rodents. This can improve family food security, enabling families to benefit more from what they already produce as well as from any increased production due to project inputs.

C. Vocational Training

The Team visited vocational training programs in Gulu, Kampala, and Rakai. While there was not sufficient time to assess any of them in depth, it was possible to identify key issues requiring attention in any future programming in this field.

The most important question regarding vocational training is "Does it lead to jobs?" Some of the programs visited, notably the Kitteredi Construction Institute in Kyotera, Rakai District, and the Centenary Academy in Kampala had tracked graduates' efforts in finding employment and were able to report high rates of success. Other programs tended only to be able to point to isolated examples of graduates finding jobs, or in some cases, their general lack of success. Before a grantee decides to support students in a given course, it should require of the school some evidence of the success of previous graduates and consider any information that may be available locally from the Department of Labour.

A factor that programs consistently cited as a critical link between training and employment was having the necessary tools or equipment. Where no such provision was made, the training was much less likely to lead to jobs. Unless provision is made for graduates to have access to the necessary tools and equipment, the value of providing orphans with vocational training is highly questionable.

Another step sub-grantees should take before deciding to place students in a given program is checking the skill level of previous graduates. In the area of sewing, for example, a cursory review of samples of the work on which students had been tested suggested that proficiency levels vary among graduates of different programs. Where the ratio of students to sewing machines is high and/or the instruction poor, graduates cannot be expected to attain a marketable skill level. The Centenary Academy, for example, had student work evaluated by personnel from Makerere University, ensuring achievement of a designated standard of proficiency. The skill level in sewing is important because imported second hand clothing is reducing the demand for tailored clothes.

Apprenticeships are an approach that deserve consideration in the use of future funding for orphans. In addition to receiving training in technical skills, an apprentice gains practical experience in how a business is run. Also, it is possible for young people to be trained while

continuing to live in their own communities, a particular advantage for orphans who themselves head a household and are responsible for looking after younger siblings. As with other forms of vocational training, however, care must be taken to determine in advance the potential marketability of the skills and to avoid training more young people than a local market can absorb. UNICEF's experience with supporting apprenticeships in Rakai District could give USAID an indication of whether this approach is worth trying elsewhere in the country.

D. AIDS Awareness Training

AIDS awareness training was included as part of the orphans program in view of the threat the epidemic poses to the health and welfare of Ugandans generally and because it has already claimed the parents of many of the children assisted. WLI's APCP Training Unit has carried out separate training for orphaned children and the adults responsible for their care through the DNU, LIDDA, and UCOBAC projects. Such sessions were not feasible for the children assisted by UWESO because they are scattered throughout the country. AIDS-related training is an integral part of the services AWOFs provides, as all of the families assisted by the project have at least one member who is already HIV-positive.

The APCP Grant Agreement specified that a peer educator method would be used for AIDS training. However, before training began in the orphans program, at the request of the USAID AIDS Advisor, the delivery model was changed to direct training in communities by the APCP Trainers. Her position was that the quality and appropriateness of delivery cannot be guaranteed as it trickles down through peer educators.

The APCP trainers conduct one or two day workshops for youth between 12 and 20 years of age and separate sessions for foster parents and community leaders. The workshops include a mixture of participatory techniques, like values clarification, to examine prevailing attitudes and knowledge about HIV/AIDS and to convey basic information. Role playing, personal testimonies and films are used to promote changes in attitudes and behaviors regarding modes of HIV/AIDS transmission, risk factors and self-protective behaviors. The numbers of sessions and participants are shown in the table on the following page.

To address the question of which approach to AIDS training offers the best hope for reducing risky sexual behavior, the Team sat in on one of the APCP training sessions in Lira, talked with the trainers, discussed alternative approaches with the World Health Organization advisor to the National AIDS Control Program, talked with sub-grantees, and reviewed USAID's experience in Uganda with the mission's AIDS advisor. Based on these limited contacts, the Team's conclusion was that there is no single approach to AIDS training that is likely to have sufficient impact on the participants' sexual behavior to significantly reduce their risk of HIV infection.

Table V. AIDS Awareness Training Carried Out through the Orphans Program

	Adult Sessions	Youth Sessions	Adults Attending	Youth Attending
DNU	11	11	671	482
LIDDA	6	7	492	332
UCOBAC- Mbale	2	2	39	39
UCOBAC- Kabarole	4	4	43	34
UCOBAC - Kasese	4	4	48	32
Total	27	28	1293	919

Group training sessions can ensure that participants are exposed to accurate information. They also offer the possibility of using role playing and other methods to develop group support for positive behaviors. It is unrealistic, however, to think that without ongoing reinforcement through the development of a social climate supportive of healthy behavior that significant changes in traditional sexual behavior can be achieved. Likewise, although peer education has proven effective in addressing other public health issues, recent experience in Uganda with this model suggests that it alone may not be sufficient to produce significant changes in risky sexual behavior. A combination of the two approaches would seem more likely to produce results.

The African Medical and Relief Agency (AMREF) has developed a primary school curriculum for AIDS education that is in use in at least one district in Uganda. The APCP could explore whether it might be introduced in schools in other districts.

E. Legal Training

While Ugandan national law specifically protects the inheritance rights of orphans and widows when a man dies intestate, traditional practices often hold sway that may leave them vulnerable. Four of the sub-grantees have arranged for the Ugandan chapter of the International Federation of Women Lawyers (FIDA) or the Legal Aid Society to conduct sessions to inform people about the protection provided by statutory law. In Lira, Gulu, and the three districts receiving assistance through the UCOBAC grants bank, one-time sessions have or will be held, but AWOFS has arranged for FIDA volunteers to come to the outpatient HIV/AIDS clinic at Nsambya Hospital each week to provide individual counselling. It was not possible for the Team to observe any of the legal training sessions, but they were discussed with the chairperson of FIDA. The Team also reviewed FIDA's reports from Lira.

Other than a rough estimate of 50 to 70 provided by an AWOFS counsellor, no figures were available on the actual numbers of wills prepared, even though this was one of the indicators included, perhaps unrealistically, in the project agreements.

FIDA did a needs assessment in Lira District that illustrates the problems common in Uganda. While women work with spouses to accumulate wealth, customary practices deny them the right to deal with such property after the death of their husbands. Everything is left in the control of the customary heir. Children are considered property of the clan, so if a widow remarries outside of her former husband's clan, she will lose custody of her children. Female children do not share in the estate of a deceased father. There was no awareness of the law on defilement, which prohibits sexual relations with a girl below age 18.

Topics covered in the legal training subsequently done in Lira included inheritance, marriage, divorce, and the maintenance and fostering of children. They found the film "Neria" to be a useful tool in changing attitudes regarding inheritance issues. While participants were interested in the booklet compiled by FIDA, "A Simple Guide on How to Make a Will," most found the selling price of 550 shillings (\$.47) prohibitive.

While FIDA's training sessions have been useful in raising awareness, without some ongoing source of information and support it is unlikely that they will have much impact. In principle such support should be available through District Executive Secretaries. The 1991 report recommended the Administrator General's office organize training for them on inheritance law. This did not happen, however. While such training might still be useful, it is questionable how much it would actually increase widows' access to information and support. Paralegal training is another approach that FIDA believes could be effective. As has been suggested regarding AIDS awareness training, a better approach would combine large group sessions to raise awareness with the training of community paralegal workers to provide information and support on an ongoing basis.

AIDS is compounding inheritance problems, particularly for widows. The issues are illustrated by an article in *New Vision* that concerned the FIDA training session conducted in Lira District (see Appendix C). Some integration of AIDS and legal awareness training would be beneficial in addressing the problems associated with the traditional practice of widow inheritance.

VI. THE UMBRELLA GRANT MECHANISM

The scope of work calls for the team to assess both WLI's effectiveness as the umbrella grants manager and the utility of this mechanism *per se*.

A. WLI's Effectiveness as Umbrella Grants Manager

Programming the funds for orphans through WLI was an advantageous arrangement for the USAID mission in Uganda, because it made possible using local NGOs and providing them needed support using a structure already established and funds already allocated. The expenses for WLI's management of the sub-grants were absorbed by the Grant Management Unit (GMU) of WLI, which was established in 1991 to manage a USAID umbrella grant for an AIDS Prevention and Control Program (APCP). An economy of scale was achieved because no increase was made in the GMU budget to provide for the expenses related to administering the funds for orphans. The only change in the GMU structure to accommodate this additional responsibility was to establish the position of Orphans Coordinator.

The GMU includes professionals who provide ongoing technical assistance to the five sub-grantees in financial management, training, and monitoring and evaluation. When specific technical inputs, like the project baseline surveys are required, local consultants are used. The *raison d'etre* of the GMU is to build systems that facilitate the attainment of set goals and objectives in an accountable manner.

1. Financial Management

WLI's strongest technical input to sub-grantees has been in financial management. It has been instrumental in assisting sub-grantees to select their accounting staff. Through monthly training sessions, WLI has provided the sub-grantees, whose initial accounting knowledge and practices were limited, ongoing training in basic and standard financial practices and procedures. WLI's former Controller produced an easy to understand illustrated manual, *Financial and Accounting Guidelines for Sub-grant Agreements*, that provides clear guidance on WLI's accounting policies and procedures and on USAID standard provisions. With the support they have received, the sub-grantees now have sufficient financial systems in place not only to manage the USAID funds, but also to solicit and handle funds from other donors. There has been an unexpected problem due to WLI's effectiveness in this area. Once trained sub-grantee accountants have been recruited by banks and other NGOs with higher salaries, especially in areas in the north where qualified personnel are limited.

2. Training

In contrast, the WLI's Training staff does not train the sub-grantees. Rather it provides direct services to the beneficiary population by conducting AIDS awareness workshops for school age

children, their relatives, and community leaders. From the limited observations the team was able to make, they appeared to be doing this appropriately and competently.

3. Monitoring and Evaluation

Only AWOFs' program was sufficiently in place to participate in the October 1992 workshop conducted by the Monitoring and Evaluation section of the GMU. It provided technical training in the collection, processing and use of program data based on sub-grantee experiences. To date, this section's work with other sub-grantees has been limited to their participation in the design of baseline surveys; reviewing the questionnaires, interviewing the targeted population and attending consultant briefing and debriefing meetings.

The team found that the baseline studies, while providing some information for use in adjusting the design of projects, had not produced indicators that will be useful for monitoring and evaluating the impact of the sub-grants. Three of the four studies reviewed provide general socio-economic profiles of the areas where project activities are carried out. Project inputs are not sufficient enough, however, that their impact is likely to be measurable at that level.

The studies could have produced useful information for measuring impact if they had focused on the income and standard of living of samples of beneficiary families and children and if this had been done before project inputs were provided. The baseline study for the UWESO sub-grant was the only one of the four that did focus on specific beneficiaries. It identified the fact that participants in several of the training and income generating activities were over age 18 and most were not orphans, which led to amendment of the project agreement.

B. Observations on WLI's Performance as Grants Manager

WLI has been effective in building the capacity of the sub-grantees in financial management. The Orphans Coordinator has been very active in monitoring the activities of the sub-grantees and providing them support and guidance. The team was impressed with the Coordinator's thorough knowledge of the operational details of each of the sub-grantees. She has also been active in networking with other organizations addressing the needs of orphans, notably through UCOBAC and the UNDP micro-grant program. In some cases she has been able to secure donations for sub-grantees from other donors to complement USAID funds.

What has been lacking is technical guidance to the sub-grantees regarding agricultural/income-generating activities. Economic analysis of plans are needed as well as technical advice to improve the results of the specific activities. Among the sub-grantees, DNU is urgently in need of technical guidance regarding implementation of the agricultural components of their project. To varying degrees the three other sub-grantees carrying out income-generating activities could also benefit from technical support.

The quality of the baseline studies carried out for the major sub-grantees varies considerably and their utility in measuring project impact will be very limited.

C. Appropriateness of the Umbrella Grant Mechanism Structure

1. Programming Considerations

From a programming perspective, the umbrella grant mechanism offers particular advantages for responding to the unprecedented child welfare problems caused by the AIDS epidemic. It lends itself to experimenting with community-based problem-solving to address orphans' needs. Because there are no standard models for responding to this situation, it is important to experiment carefully with different interventions, service delivery structures, and types and numbers of implementing entities to identify those best suited to a given socio-economic and cultural context. A variety of approaches can be monitored to determine what works and which activities are sustainable, and the capacity of local organizations can be increased in the process.

The umbrella grant mechanism has made this possible in Uganda. The five sub-grantees of the Orphans Program in Uganda are using a multiplicity of different approaches. The 15 small grants funded through UCOBAC's grants bank provide examples of sustainable schemes for grassroots groups to care for orphans.

2. Cost-effectiveness

Based on the experience in Uganda, however, it is questionable whether these advantages fully justify the expense of the dual administrative structures inherent to the umbrella grant mechanism. The analysis of Table III in Section III indicates that of the funds allocated to the sub-grantees, 44% went to capacity building and administrative costs and 56% to direct services to children and families. The percentage of funds going to direct services would be reduced even further if the expenses of the GMU to administer the sub-grants were taken into account. Unfortunately, the need to track these expenses was not foreseen by the USAID mission, and WLI was not required to distinguish between its expenses for administering the funds for orphans and those for AIDS prevention and control. Other than the salary for the Orphans Coordinator position, WLI has not tracked the resources used to administer the funds for orphans. These would include travel expenses for monitoring sub-grantees; some portion of the time of the Country Director, Financial Controller, Trainer, secretaries, and other staff; the use of office space and equipment, communications costs; and other expenses.

Since expenses within the GMU were not divided between its two areas of activity, it is not possible to be precise about the cost-effectiveness of the umbrella grant mechanism in Uganda. Also, calculation of the cost-effectiveness of this mechanism should also take into account the resources leveraged by the sub-grantees (see Section III) and the direct training services for children and families provided by the GMU trainers. However, to give some idea of the portion

of the GMU expenses allocable to the management of the funds for orphans, the team compared the total of the sub-grants for orphans (\$1,021,501 over two years) with those for AIDS prevention and control (\$9,694,750 over five years) and calculated that on a proportional basis 20.8% of the \$4,283,749 budget for the GMU could be considered as applicable to capacity building of the sub-grantees and the management of funds for orphans.⁶

Some portion of the GMU resources are used for the direct training of children and families regarding HIV/AIDS. Taking this into account, it could be estimated that some \$300,000 of the GMU expenses are available for capacity building and administration of the funds for orphans. This is a substantial amount of money, and when added to the funds the sub-grantees themselves have allocated for capacity building and administration, may equal or exceed the funds going to direct services for children and families.

The above analysis does not prove that the umbrella grant mechanism *per se* is not cost-effective, but it does show that if it is to be employed, there must be good justification, careful planning, and an allocation of funds that ensures the bulk will go to the provision of direct services to beneficiaries. Such factors as the following could justify using an umbrella grant mechanism to address the needs of orphans and other vulnerable children where such an approach offers significant advantages for effective programming:

- there is no single NGO with the necessary technical capacity able to commit itself to a sustained effort to improve the capacity of families and communities to provide for the needs of vulnerable children on an ongoing basis;
- when assessed over the time frame needed to make a significant impact on family and community capacity (e.g. three or four years), the potential sub-grantee NGOs can deliver effective services with marginal inputs to increase their capacity; and
- the total funds committed to administration by the umbrella grant manager and the sub-grantees can be kept to a minimum.

VII. RESETTLEMENT, IMPROVING INSTITUTIONAL CARE, AND CAPACITY BUILDING BY THE SAVE THE CHILDREN FUND

A. Grant Background

Save the Children Fund's involvement in Uganda began in 1953 and continued into the 1970's, when they withdrew from the country. In 1986 they returned and began working with displaced children, primarily in institutions, to protect them from war conditions. In addition, they assisted unaccompanied children to return to their home communities as conditions permitted. Through their work they recognized problems that existed in children's institutions and the overall need for a legal framework for child protection.

In July 1989 Save the Children Fund (SCF) received a grant from USAID for \$300,000 to assist Ugandan orphans and displaced children to relocate from residential institutions to families. Rather than providing this assistance directly, SCF has worked through the Ministry of Labour and Social Affairs. As part of the initiative, District Probation and Welfare Officers (DPWOs) received motorbikes to facilitate tracing families and monitoring the welfare of resettled children. The grant was amended in June 1990 to increase the total to \$600,000 and was given three time extensions. To help improve care for children remaining in institutions, a provision was added to the grant for a "distance learning program" for child care for personnel of children's homes. Provisions were also added to build the capacity of Ministry staff through training. The grant terminated March 31, 1994.

B. Evaluation Approach

The Team assessed the appropriateness and effectiveness of SCF's work with the Ministry of Labour and Social Affairs (MLSA). Within the Ministry, SCF has worked with the Department of Probation and Social Welfare (DPSW), which is the government office most directly concerned with the protection and welfare of vulnerable children. The DPSW is responsible for operation of government-run residential institutions for children, oversight of children's institutions run by NGOs, and support for the child protection responsibilities of DPWOs. Attention was given to SCF's approach to capacity-building, the direct services provided to children, and the types of interventions.

In addition to several discussions with SCF and DPSW staff individually and collectively, the Team visited the Lira Babies, Toro Babies, and Kyakatara Children NGO homes. They were accompanied on these visits by the DPSW's Acting Principal Probation and Welfare Officer. The Team also went to the government's Naguru Reception Centre and Kampiringisa Boys' Approved School (KBS).

The two direct service activities, resettlement and the distance learning program, had previously been evaluated by local consultants. The Team used their findings as a basis of inquiry during site

visits and interviews with DPSW personnel and beneficiaries. The focus in this report is on those activities SCF has carried out primarily using USAID funds, with mention being made of complementary activities funded from other sources.

C. Resettlement of Children

SCF's focus for resettlement in 1989 was assisting children in the Luwero Triangle area left unaccompanied by the civil war to locate and reintegrate into families. As these needs were met attention shifted to children living in institutions, most of whom, SCF discovered, had parents or relatives living elsewhere. The objectives of the program are:

- to return as many children as possible from residential homes to their parents, relatives or home communities,
- to give DPWOs transport in the form of motorbikes to enable them to achieve this, and
- to provide children who are being resettled with "self-sufficiency kits" which will also benefit the receiving household and help give children a positive start in their resettlement.

A survey organized by SCF found that in 1992 there were about 2,900 children residing in institutional facilities in the country. As of March 1994, 1,481 children had been resettled, with Masaka District having the highest and Kotido District the lowest numbers. The total children resettled includes 601 girls and 880 boys from 50 children and babies homes.

The resettlement program uses contemporary child placement methods. The DPWOs, with the help of the homes' managers, seek to trace a parent or relative using information from the child, home records and long-term home staff. Often the DPWOs will accompany children to home areas and together make inquiries among the residents. This method is most effective on market days. Once relatives are located and agree to assume responsibility, the DPWO is supposed to counsel both them and the child, arrange exchanges of pre-resettlement visits, and make at least three follow-up visits after the child is resettled.

The Team was able to review a draft report of an evaluation of the resettlement program conducted in August 1993 by a local consultant.⁷ The evaluation appeared to have been well done. The evaluator followed up a sample of 70 resettled children and found that 86% of the children and their families thought living in a family was better than in an institution. Almost half of the children had been resettled with one or both parents. Those who preferred institutions based their decisions on the superior material comforts of their facilities in contrast to the poorer family member surroundings. The evaluation also found that some parents and children had not been a part of the decision as to where or with whom the youngster would resettle. Of the 14% of

the resettlement placements that failed, the causes cited were maltreatment by the guardian, poverty, not being placed in the family of the child's choice, and living far from a school. In some cases families felt that adjustment after resettlement was being undermined by visits and sometimes pressure to return from staff of the child's former institution.

For the resettlement program, as well as other child welfare activities of the DPSW and the DPWOs, USAID funded five Land Rovers (\$92,000) and 35 trail bikes with basic spare parts (\$199,000). Under the program, SCF arranged for the DPWOs to be taught to ride safely as well as motorcycle maintenance and simple repair techniques. Major repairs and spare parts, however, have been centrally controlled and managed by SCF. The cost of fifty bicycles and 2,000 "self-sufficiency" kits (\$99,000) were also covered. The kits include household items, such as farm tools, mattresses and jerry cans, and are intended to help off-set the economic pressure on families having to pay school fees and feed the orphans.

Since April 1993, the Department rather than SCF has assumed direct responsibility for implementing resettlement activities. SCF's role has been to manage the fuel and travel allowances, distribute the self-sufficiency kits, and monitor the USAID-funded vehicle usage. Currently, authorization for each resettlement is based on a proposal submitted to SCF by the DPSW. SCF supervises the process.

D. Observations

The resettlement program in Uganda is very exceptional. In many countries there are children living in institutional care who, with assistance, could integrate into families. Rarely though, does this happen in the developing world. The initiative in Uganda deserves international attention.

The Team visited government institutions in Mpigi and Kampala districts, and privately-run children's and babies homes in Lira and Kabarole. DPWOs were interviewed in the latter districts and in Kasese and Kabarole. The Team was impressed by expressions of caring and commitment among DPWOs and the staffs of homes plagued by inadequate resources. One of the two DPSW's field supervisory and trainer slots is vacant, greatly reducing supervisory site visits and in-service training sessions.

The Team interviewed two children resettled from different homes and a parent who thought institutional care was better than life in the family. For one child and an adult, an impoverished family home situation was the reason for the preference. The second youngster, a teenager who had lived in a fanatical religious sect's camp in Masaka District, expressed longing for the camp despite her fairly comfortable home and enrollment in a two-year tailoring course. The camp had been closed by the government.

One shortcoming in the resettlement process noted in the discussion with the DPWOs was that in some cases the child and/or the family had not been adequately consulted and involved. The

reasons cited by DPWOs were limited resettlement options, long distances, limited access to a vehicle, and insufficient time. Further inquiry revealed that while DPWOs are skilled in tracing, and accept the need for follow-up visits after resettlement, many fell short in executing one of the most critical phases: pre-resettlement counselling and home visits.

Pre-resettlement counseling is critically important and can greatly enhance the prospects for successful resettlement. Of the 70 resettled children interviewed in the evaluation cited above, only 30 had received a follow-up visit by a DPWO. Although there are written resettlement guidelines, these have not been well distributed among the DPWOs. Resettlement procedures are in the DPSW's revised handbook in rough draft, but have not yet been issued.

The evaluation further noted that the criteria for eligibility, content, distribution, and control of the self-sufficiency kits provided resettled children was misunderstood by the DPWOs, the children, and their families. All of the DPWOs interviewed voiced dissatisfaction with the kits. They questioned the appropriateness of the items and commented on the envy the kits aroused among the poorer village neighbors. The families, they stated, would prefer having school fees being paid or receiving cash.

DPWOs interviewed affirmed that the motorcycles, fuel and travel allowances for resettlement activities are the most significant of the USAID-funded interventions. Without this support, they would be unable to carry out resettlement and most other requirements of their work. A few of the DPWOs voiced frustration with the time lost waiting for the motorbikes to be transported to and returned from Kampala for repairs.

Just over half of the motorcycles purchased were Honda XL 185s, which proved much more durable and better suited to the Ugandan terrain and long distance travel than the smaller Kawasaki KE 100s. SCF arranged for a technical evaluation of the motorcycle component of the program.⁸ It produced a number of lessons that would be valuable if this sort of assistance is to be provided again.

The limited availability of project-funded vehicles used for resettlement has been a problem. Because DPWOs prefer to resettle school-attending children during holidays, the demand for a vehicle at those times becomes excessive. This lack of sufficient vehicles makes it difficult for young children to accompany staff to trace relatives.

E. Distance Learning Program

Through the work they had carried out in connection with residential institutions for children in Uganda, SCF found the level of care often to be poor and the staff to have little, if any, training. To address this need the 1989 agreement with USAID was amended to provide \$68,100 for a distance learning program.⁹ The program's aims are :

- to provide in-service training to residential child care workers who are working in children homes/orphanages all over Uganda,
- to develop distance learning and training materials for use in study groups in children's homes,
- to encourage the development of study groups in children's homes for the child care staff, and
- to improve the professionalism of the staff through a program of learning/training, and so improve the quality of care for children living in institutional care.

SCF used the findings of a needs assessment to guide several specialist committees in the development of curricula for the training program. Their membership was drawn from the DPSW, government training sections, other NGOs, and the training institutes of Makerere and Nsamizi Institute for Social Development. In workshops directed by SCF, the committees developed learning materials, wrote study texts, and devised a production strategy. The materials consist of five study units: Unit 1, Child Health; Unit 2, Child Nutrition; Unit 3, Children with Special Needs; Unit 4, Skills Training with Children; and Unit 5, Managing Children's Homes. A study guide was also prepared. The materials are only available in English.

Consultants, primarily local experts, were used in planning, implementing, supporting, and evaluating the program. SCF supported training events for DPWOs in how to facilitate groups using the material.

The course materials call for study groups to be formed by institutional staff. Participants meet at the workplace to discuss and learn together. This allows groups to discuss the material in the language of their choice and to progress at their own pace. About 27 of the country's 48 homes have either completed the program or are progressing through it. Four homes have undertaken the program twice, once in the pilot phase and once in the main phase to cater for new staff. As of the beginning of 1994, 220 certificates had been given to individuals who had completed the course.

In cooperation with UCOBAC, NGOs, and training institutions, the training material is being adapted for use by NGOs and community groups addressing children's needs.

F. Observations

An interim evaluation report on the program, dated November 1993, concluded that it has been an appropriate tool for training child care and management staff of homes. However, "more time, resources, and effort are needed to allow participants to internalize and apply what they have learned and for significant impact to be noticed on care of children in the homes."¹⁰

Based on visits to several homes, the Team found that most of those who participated in the course enjoyed the team-building aspect of the study group learning method and believed that they had learned useful information for application on the job. The Warden of the Naguru Reception Center in Kampala observed, for example, that the open and distance learning program had done a lot to change staff attitudes towards the children. A weakness of the program, however, is that there are no provisions to enable new employees to complete the course.

Thought should be given to how to expand the course orientation session and how to support study group members at strategic points in the curriculum. A wrap-up at the end of the course is needed to help reinforce the skills learned and to develop a plan to ensure that the lessons learned will be retained. Tapes and visual aids materials would be useful tools in the source and would help ensure the quality of instruction. If provided fuel and travel allowances, District Probation and Welfare Officers could monitor the use of the materials and provide supplementary support.

Recognizing the continual turnover of staff in institutions, there is a need to make the open and distance learning approach self-sustaining. One approach would be to prepare child care study instructional tapes, incorporating lessons learned on how to use the study material. This could provide some of the support study groups have needed. Tapes could be prepared in several languages. A resource library could be established in the DPSW for the tapes together with the materials in the proposed child care community-based course. A stock of related commercial distance learning courses could provide supplementary study material for course graduates.

In sum, the Team found the course subject pertinent and the text and activities appropriate. The delivery mode is a flexible and cost-effective means of training child care workers with varying educational levels who are geographically dispersed. Nonetheless, a means of making the activity self-sustaining is needed.

Beyond the issue of the open and distance learn program, the Team could not help but observe from its visits to children's institutions managed by the government that efforts are urgently needed to improve conditions in these facilities. If at all possible, as recommended in "Managing Uganda's Orphans Crisis," the government should turn over the management of its children's homes to qualified NGOs who share the MLSA's objectives. In particular, efforts should continue to attract a capable NGO to restore and manage the 350,000 acre farm at the KBS School. A Peace Corps or UN volunteer knowledgeable in grant writing, international NGOs, and commercial ventures might be able to help the DPSW to pursue this.

G. Improvements to the Naguru Reception Center

The Naguru Reception Center is a government facility under the DPSW. It receives children who are abandoned, lost, orphaned, abused, or otherwise without parental care. In principle, their stay at the center should be limited. The Warden of Naguru said that usually children for whom parents or relatives cannot be found are placed in foster care within about two months. This is not

always the case, however. One child has lived at the center for 14 years. Several others have been there for five years.

The conditions in the center are bad, but they have been made somewhat better through the USAID-funded assistance that SCF has provided. This has included the provision of new wood stoves, replacement of asbestos roofs with metal sheets, and installation of new electrical wiring at a total cost of \$11,000.

H. Staff Development Support for the DPSW and the DPWOs

In early 1990 the grant was amended to include support for DPWOs' child liaison meetings and in 1993 additional funds were added for support to the DPSW.¹¹ SCF added a staff development component to their technical training program in order to strengthen the Department's professional profile and assist it to convert to a social casework approach to a community development and prevention focused program.

The assistance strategy has been to reinforce and expand the existing strengths within the Department's top management using collaborative tasks, team-building workshops, and long-term training, both overseas and locally. In September 1992, SCF organized bi-monthly workshops for top management and selected field officers to formulate the Department's purpose and to clarify its values. These qualities are articulated in a document titled "The Values and Principles of the Department of Probation and Social Welfare." Continued efforts have produced a working draft of the Department's "Social Welfare Policy" dated February 2, 1994. The draft awaits the review of a committee representing ministries who plan to use it to develop an overall government strategy concerning vulnerable children.

USAID funds have been used to send three senior management staff to the Uganda Management Institute (the government's civil service training body) for nine month courses. Two field officers have been sponsored for a Diploma in Social Work from the Nsamizi Institute for Social Development. Two other staff members were sent for one-month external courses. During a five-month government-wide funding crisis, when the Ministry was only receiving salaries, SCF, with the consent of USAID, provided funds that enabled the DPSW to continue to carry out its day-to-day child welfare monitoring and protection roles.

Management training continues as the Department moves from a reactive to a pro-active mode despite insufficient human and physical resources. Likewise, SCF's role has become less directive and more advisory.

The DPWOs are the government's child protection and welfare staff on the ground, so the government's effectiveness in this area largely depends on them. USAID funding has been used to support training and work sessions for the DPWOs. The issues the training and work sessions have addressed include AIDS, training of trainers, senior management training, development of

DPSW plans and the Values and Principles document, and follow-up to induction. Two annual staff conferences have also been supported.

There are several important initiatives of the DPSW that, while not funded directly with USAID money, have been facilitated through the capacity-building activities described in the paragraphs above. One of these has been the preparation of a National Programme of Action for Children. This document analyzes factors affecting the survival, protection, and development of children in Uganda, identifies policies to address their needs, and sets targets to be achieved during the 1990's. The Plan's goals seek improvement in the key indicators of infant and child mortality, access to basic services such as water and sanitation, education and literacy, and assurance that children are neither abused nor neglected. The document was published in September 1992 and inaugurated on June 16, 1993. Staff of the Department have also played a key role in the preparation of a Children's Act, which once enacted will replace outdated statutes with new legislation consistent with the United Nations Convention on the Rights of the Child.

I. Observations

The overall quality of technical assistance provided by SCF to the DPSW and the DPWOs is impressive. It has been appropriate and sound. Initially, SCF took an active role in information gathering, setting up workshops with consultants and working along side Ministry staff as it proceeded to tackle the broadest national child welfare issues. Gradually SCF's role shifted to that of facilitator and advisor. USAID has not been the sole funder of SCF's capacity building role, but its funding has been of central importance.

With the support provided by SCF, the Department has been able to provide policy leadership resulting in a much more coherent approach to the needs of vulnerable children than in other countries in the region where such leadership has been lacking. Maintaining a focus on community-based approaches to the needs of orphans while monitoring, regulating, and reducing the population of institutions for children has been particularly significant. This has helped direct limited international resources towards building family and community capacity to provide for children's needs.

VIII. SOCIAL AND CULTURAL ISSUES

In any country social and cultural factors influence, positively and negatively, the well-being of children who lose their parents. The Team identified a number of such practices in Uganda.

While the specific patterns vary somewhat among different tribal groups, obligations to care for orphans within the extended family are very strong. These family ties and obligations are critically important because it is the extended families that provide the primary social welfare safety net for orphans in Uganda. This fact is reflected in the government's policy of encouraging efforts to assist orphaned children within the context of their families and communities, while regulating and effectively discouraging institutional care, except as a last resort.

Recognizing Uganda's traditions regarding the care of orphaned children, the principal strategy for assisting children who lose their parents must be strengthening the capacity of families to continue providing such care. Recognizing that the capacity of many families has been stretched to the point that they are not able to provide fully for the needs of the children in their care, two secondary strategies are also crucial: increasing the capacity of communities to supplement and support the care provided by families, and helping orphans to increase their own ability to support themselves and their younger siblings.

While the cultural traditions that prescribe responsibility for the care of orphaned children with the extended family are a major strength in Uganda, they can also lead to cultural "blind spots." Where it is assumed there will be no children without adult care, no effort is made to look for such children. This was seen in Gulu where the Team was informed by DNU that the strong community sense among the Acholi would ensure that any orphaned children would be provided care. Even so, two child-headed households were identified during interviews with vocational training students assisted by the DNU project. This observation does not diminish the importance of the strong traditions within Acholi culture regarding community efforts to provide for children or others in need. It is not safe to assume that cultural patterns are universal within a group and that all children will automatically receive appropriate adult care, particularly when the society is under socio-economic stress.

Cultural patterns that have been adaptive for a group may become problematic under changed conditions. "Widow inheritance" has been a traditional social security mechanism, providing for the care of widows and children in many patrilineal tribes in Uganda and elsewhere in Africa. A deceased man's relatives, having provided or contributed to the very substantial bride price required for a couple to marry, see the inheritance of his property as their right and care for the widow and children, who are seen as belonging to the extended family or clan, as their responsibility. There is little general awareness, particularly in rural areas, of the provisions in statutory law for the inheritance rights of widows and orphans, which contradict these views.

Changing social conditions and values as well as the AIDS pandemic have led many women to question or challenge widow inheritance. Women who have participated with their husbands in accumulating property are coming to see themselves as entitled to retain or control it after a husband dies, rather than have it go to one or more members of their husband's family. The *New Vision* article in Appendix C, "Lira Men Cling to Widow Inheritance," illustrates how AIDS is affecting views on this practice. Many tradition-oriented people want to maintain widow inheritance. Often not understanding or accepting the delay between infection with HIV and development of AIDS, they do not see a risk when the widow appears to be healthy. Some do understand the risk, feel entitled to inherit a man's property, do not want to inherit the widow, and may or may not be willing to provide for the welfare of the widow and/or her children. The AIDS and legal education provided for through the sub-grants each address this complex set of interacting factors. One implication is that the two types of training need to be well coordinated, if not fully integrated.

Many Ugandans believe that it is not appropriate to speak about someone's eventual death, as to do so would invite it. This has discouraged the preparation of wills, one of the primary measures that can help protect the inheritance rights of widows and orphans. Because there is a reluctance to prepare wills, those who do often wait until death is imminent, which tends to reinforce the view that preparation of a will leads to death.

In the context of the AIDS epidemic, Ugandan beliefs about not speaking of an impending death create additional problems for children. Often it is the children in a family who are the first to recognize that a parent, still in a state of denial, has AIDS. Generally they are not able to speak about this to anyone, because to do so would be seen as wishing the parent dead. This creates a great deal of stress and fear because children have to keep to themselves their concerns about what will happen to them, where and how they will live, and how they will stay in school. These same constraints prevent other adults from talking with children about these matters or helping the parent to take practical steps to arrange for the children's future care.

Marriage at 15 or 16 years of age has been traditional for girls in many Ugandan tribes. In Gulu the Team was informed that fear of AIDS was causing parents to push their children into even earlier marriages, increasing the already serious health risks from early childbearing.

IX. LESSONS LEARNED

The orphans program of WLI and the initiatives carried out by SCF represent a great deal of experience in addressing the needs of orphaned children. In reviewing project activities and in discussions with staff of the many organizations involved, the Team sought to identify lessons that are potentially applicable in other situations. These are presented below:

- As the epidemic progresses, relief efforts to assist children orphaned by AIDS become progressively less adequate where government and NGO resources are limited. The strategy should be, first, to strengthen the capacity of families to provide for their children's needs; second, to build the capacity of communities to identify and assist children whose families cannot meet their needs; and third, to help adolescent orphans prepare to support themselves. Child protection interventions by government authorities and relief measures are also needed, and should be directed to the most vulnerable children.
- Where income-generating initiatives are used to build family and community capacity, they require careful planning and technical guidance. Irrespective of their social welfare goals, such activities must be economically sound.
- In a community where the level of needs is high, expectations will also be high for any project responding to children's needs. It is important at the outset for those implementing the project to sensitize the community and key leaders to the limited availability of resources and to involve them in developing criteria for, and selecting, beneficiaries.
- Similarly, it is important for an NGO to keep local government authorities informed of project plans and activities through such steps as regular direct contacts, inviting them to meetings, and providing copies of project reports.
- A network of NGOs linked with government child welfare authorities can be a powerful vehicle for improving child protection, defining needs, disseminating policies, promoting appropriate intervention methods, training small NGOs, linking them with donors, and advocating on behalf of children.
- While cultural traditions for the care of orphaned children within the extended family are extremely important, it should not be assumed they will ensure that children whose parents die will automatically receive adequate care.
- Where government child welfare authorities are open and oriented toward constructive approaches, technical assistance can be an effective way to improve the situation of vulnerable children.

- **Laws and regulations specifying standards for children's institutions and specific procedures for certification and closing of homes are critically important. These need to include time limits for institutionalization and provisions to support placement. Regular compliance monitoring is essential.**
- **Resettlement from institutions can work, but written guidelines and checklists articulating tracing, pre-resettlement counseling of child and family, an exchange of home visits and follow-up are required.**
- **Counseling is the most critical step in the resettlement process.**
- **Distance learning can be a flexible, cost-effective approach to providing essential information and upgrading skills for child care workers, but careful attention is needed to ensure that the participants can understand the materials easily and that they receive support and encouragement as they study the material.**

X. PRINCIPAL OBSERVATIONS

It is imperative that a major portion of available resources be used to build the capacity of families and communities to provide for the welfare of their children. For donors in Uganda this is not a long-term goal, it is the only hope they have for making a real difference over the next few years. The number of children orphaned by AIDS is growing rapidly, not only in Uganda but in other countries and regions as well, increasing demand and international competition for limited donor funds. Uganda cannot expect that outside resources will keep pace with the growing number of orphans. Unless available resources are used to build family and community capacity to meet children's needs in sustainable ways, the funds donors will be able to provide for direct assistance will progressively fall further and further behind the needs.

The Team would encourage directing the bulk of available resources to interventions that increase the productivity and income of families caring for orphans and to revolving credit schemes to support these. LIDDA is demonstrating appropriate measures in a rural area, while AWOFS is doing so in an urban area.

Many children live in families whose productive potential is practically non-existent and whose survival depends upon outside support. The primary approach to their needs should be mobilizing and enhancing the ability of the surrounding community to respond. The small projects funded through the UCOBAC grants bank are good examples of this approach.

Vocational training and other measures to enable adolescents to support themselves and their younger siblings also deserve attention. The payment of school expenses for children can be justified for children beyond family or community support. The UWESO network of branches, for example, might be able to identify and assist the most vulnerable children in priority geographic areas.

While the Team believes priority should be given to supporting sustainable activities to benefit orphaned children, there is also immediate suffering that cannot be ignored. Some children are especially vulnerable. Of particular concern are those in child-headed families and others living with elderly adults unable to provide for their needs. The minority of street children who lack any family support, those living full-time on the street, are also very vulnerable. Some smaller portion of available funding should be reserved for direct assistance to children whose very survival is precarious.

The roles the MLSA has played in promoting appropriate, community-based responses to the needs of vulnerable children, helping institutionalized children re-integrate in families, and developing policies and plans for child protection stand out as very positive examples when the situation of children in Uganda is viewed from a global perspective. SCF's support has been critically important in these efforts.

The problems among orphans in Uganda are too large for any one donor to make a difference country-wide. It is important that USAID continues to collaborate with other donors in reviewing the needs of orphans and other vulnerable children and coordinating their efforts to respond. In doing so, the Team believes USAID should target districts with high needs that have not yet received much assistance.

XI. RECOMMENDATIONS

A. Strategies for Intervention

1. *USAID should continue to support and facilitate implementation of Uganda's policy in favor of community-based care of orphaned children.*
2. *USAID funding to benefit orphans in Uganda should be directed to three primary objectives in the following order of priority:*
 - *increasing the capacity of families to meet on an ongoing basis the needs of orphans and other vulnerable children for which they are providing care,*
 - *increasing the capacity of communities to help children, on their own or in families, whose needs are not being adequately met, and*
 - *enabling orphans to gain the skills and resources necessary to support themselves.*
3. *Efforts directed at the community level should concentrate on mobilizing local resources to assist children without adult care or who have particularly critical needs. The small projects funded through the UCOBAC grants bank are an example of this approach. A relatively small portion of the resources available should be directed to relief assistance to the most destitute children and families, directing the bulk of funding towards increasing family incomes in target areas among priority families. Build on the agricultural base where possible.*
4. *Any future allocation of resources should be directed to the districts with the greatest concentrations of orphaned children and highest levels of need, particularly areas where AIDS is creating orphans and eroding family and community capacity to provide for their care. A composite indicator to identify priority districts can be developed using the percentage of double orphans (both parents dead) in each district combined with its infant mortality rate. Appendix B includes the district rates for double orphans. Infant mortality rates by district are presented in Appendix E. Another factor to consider in selecting priority districts would be the level of assistance for orphans already being provided by major donors and international NGOs. A great deal of assistance is already being directed, for example, to the districts of Rakai and Masaka. Finally, it will be essential to direct resources to areas where effective work can be done. This requires identifying at least one organization with the technical and organizational capacity to do the type of programming required in the area.*

5. *Within the districts selected, priority attention should be given to the families with the most vulnerable children.* The parameters for selecting beneficiaries should be defined by the organization managing the grant and specified in any sub-grants. Because the factors that are creating orphans vary in different parts of the country, the specific criteria for selection of the most needy beneficiaries in a given district may vary, but should be within the overall parameters established. Such criteria should be approved by the organization managing the overall grant. In developing parameters and specific criteria, careful attention should be given to identifying and ensuring material support and protection to children in:
 - child-headed families,
 - families whose head is elderly or seriously disabled, and
 - families with a very high proportion of children to adults.
6. *The UCOBAC grants bank mechanism should continue to be used in directing assistance to orphans. It is the most promising approach identified for increasing community capacity to address the needs of vulnerable children in sustainable ways at the grass roots level.*
7. *USAID/Uganda should explore ways to achieve greater impact in the geographic areas targeted through collaborative efforts with other development and relief efforts.* Examples include coordination with United Nations Development Programme, Northern Uganda Redevelopment Programme, World Food Programme, other bilateral donors, and major NGO programs, as well as other components of the USAID development program. The extent to which another organization in an area is addressing immediate relief needs of the most destitute children, for example, would enable USAID resources to be directed exclusively to increasing family agricultural production and income.
8. *Some level of continued support should be provided to enhance the capacity of the MLSA, at district and central levels, to carry out its essential child protection, policy development, training, and monitoring roles.* The provision of motorcycles to the program has been essential to the resettlement program and the monitoring of children's and babies homes.
9. *USAID should support efforts to increase awareness and understanding of the needs of children generally and orphans in particular, among relevant government personnel, Resistance Council Members (in particular the Vice Chairpersons who are designated as being responsible for children issues), and community-based organizations concerned with children.*

B. Specific Interventions

10. *In addition to the provision of specific inputs to increase the productive capacity of families (e.g. ram oil presses, oxen), careful consideration should be given to developing revolving credit schemes.*
11. *Efforts to increase family or community agricultural productivity and/or income must be guided by personnel with training and experience in these areas. The equivalent of at least one full time staff member with such expertise is needed at the overall program management level. The organization(s) implementing such activities must have staff with demonstrated competence in these areas. Checklists could be developed for different income-generating schemes, drawing attention to such issues as availability of raw materials, equipment and supply costs and availability, labor requirements, rainfall requirements, and marketing options.*
12. *Technical assessment and support should be provided to improve the economic viability of the AWOFS and DNU initiatives targeting families living with AIDS. If effectively implemented, these can address both the economic and psychological needs of children and parents.*
13. *Before any students are supported in vocational training the organization(s) concerned should determine that the training offers strong prospects for leading to employment. The success of previous graduates in finding work is a key issue to assess. From the Department of Labour or other sources efforts should be made to assess current and potential market demand for any skill areas considered for training. Consideration should also be given to initiating apprenticeship schemes as an alternative to school-based training for some children.*
14. *Where vocational training is provided, projects should make provision for graduates to obtain the tools or machines necessary for them to use the skills they have learned. This does not necessarily mean equipment has to be given free but could be provided on credit or hire purchase basis. Consideration could also be given to arranging access to credit for the purchase of raw materials or supplies.*
15. *If primary school expenses are to be paid through the program, such assistance should be reserved for the most destitute children (giving priority to girls in the higher grades) who lack the possibility of generating the necessary income through other program inputs to their families, their communities, or themselves. Provision for school expenses should be a relatively small part of future USAID efforts to assist orphans in Uganda.*

16. *Where school expenses are paid, the amounts provided should take into account not only the fees required but also the other expenses such as uniforms and educational supplies.* The amounts provided should be adjusted to the requirements of the individual students concerned rather than a flat amount paid to all those assisted with school expenses.
17. *Efforts to reduce the risk of HIV infection among orphans and their families should include a combination of direct training to convey information and promote behavior change as well as the establishment of community-based systems for counselling, peer education, and the provision of condoms.* Because such an approach would require a disproportionate share of the funds available to address the other needs of orphans, USAID should explore the possibility of funding future AIDS education activities for orphans and their families from other components of the APCP grant. In addition, USAID should assess whether the primary school curriculum for AIDS education AMREF has developed would be appropriate to introduce in schools in other districts. If this approach proves effective, USAID could consider supporting its use elsewhere in the country.
18. *Support should be provided at the community level in the target districts for legal education on the protection of orphans' and widows' inheritance rights.* If possible, this should include training of community paralegal workers, as well as group sessions for increasing community knowledge, awareness and support.
19. *Culturally-adapted counseling techniques should be a part of the orientation for new staff of the DPWOs and the subject of in-service training for those already on board.* Active listening is one of the methods to consider. Human growth and development and problem-solving with the traumatized child and family are additional subjects for training. DPWOs need training in counseling techniques to be able to carry out resettlement of children to families from institutions more effectively.
20. *SCF and the DPSW should review the provision of "self-sufficiency" kits to families of children resettled from institutions.* They should explore alternative means of strengthening the capacity of families to absorb children and provide for their needs.
21. *Funding should be reserved for interventions to address the psychosocial needs of orphans and children whose parents are sick as a result of AIDS.* Many of those involved with children and families affected by AIDS recognize that the experience of watching a parent die by degrees is traumatic for a child. Less is understood about the longer term developmental consequences for children as a result of the loss of parents, separation from siblings, and adjustment to a new guardian. There

is no consensus, however, about how such orphans' needs in these areas might be addressed. It would be very useful to organize a workshop on the immediate and long-term psychosocial needs of orphans, involving such groups as UCOBAC, UNICEF, the Ministry of Labour and Social Welfare, the Ministry of Education, relevant faculty at Makerere, as well as relevant NGOs to more clearly define what these needs are and how they may be appropriately addressed in different ethnic contexts in Uganda. Funding should be reserved for interventions identified as appropriate. These might include training of teachers and health outreach workers in ways to recognize and respond to such problems, sensitizing Resistance Council members, church leaders, development personnel and other community figures to the needs orphans and the children of sick parents have for someone they can talk with about their fears and problems.

22. *Those projects whose staff deal regularly with the effects on families of terminal illness and death should include as part of the project measures to help staff cope with the stress.* Preventing "burn-out" can help maintain staff effectiveness and reduce the loss of valuable personnel. Measures that some NGOs in Uganda have used include allowing staff to take time off and organizing staff retreats.

23. *The Department of Probation and Social Welfare should be assisted to monitor in each of the country's major cities and towns both the numbers of children living and working on the street and the factors that have pushed them there.* As stressed in the 1991 report, these are critical indicators of family capacity to provide for orphans and can help identify areas where support to families is most needed. Resettlement assistance could also be provided to children living on the street as well as low profile vocational training for those for whom family reintegration is not an option.

ENDNOTES

1. The grant for \$75,000 to UWESO was not included within the scope of this evaluation.
2. In Uganda the term "orphan" is generally used to refer to a child under the age of 18 years who has lost either one or both parents. "Double orphan" is used to mean a child who has lost both parents, as is "total orphan".
3. In 1991 this ministry's name was the "Ministry of Labour and Social Welfare." In "Managing Uganda's Orphans Crisis" it is referred to as "MLSW."
4. "Managing Uganda's Orphans Crisis," p. 38.
5. "World Development Report 1993: Investing in Health," World Bank, Oxford University Press, 1993, p.51.

6. The calculations were done as follows:

GMU	\$ 4,283,749 (five years)
AIDS sub-grants	9,694,750 (five years)
Orphans sub-grants	<u>1,021,501</u> (two years)
<u>APCP Total Expenses</u>	\$15,000,000

AIDS sub-grants for a two year period $40\% \times \$9,694,750 = \$3,877,900$

AIDS sub-grants	\$3,877,900	(79.2%)
Orphans sub-grants	<u>1,021,501</u>	(20.8%)
<u>Total sub-grants</u> (two years)	\$4,899,401	(100%)

GMU for two year period $40\% \times \$4,283,749 = \$1,713,500$

Orphans program share of GMU $20.8\% \times \$1,713,500 = \$356,408$

7. Juliet Muhumuza, "Resettling Children from Institution with Family and Relatives."
8. Geoffrey Myers and Michael Gatton, "The Review of the Use of Motorcycles in the Child Resettlement Project," November 1993.
9. This amount was increased to \$68,600 in the September 28, 1993, amendment of the grant.
10. Janet Mijumbi, "Child care Open learning Programme Interim Evaluation Report," p. 53.
11. In the September 28, 1993 budget these amounts were \$28,000 for DPWOs liaison meetings and \$52,000 for support to the DPSW.

APPENDICES

ITINERARY AND CONTACTS

Date	Location (Team members present ¹)	Contacts	Organization	Position
22 Feb.	World Learning Office, Kampala (S, J, W)	Mr. William Salmond Ms. Anne Salmond	World Learning Inc. WLI	Country Director Orphans Coordinantor
	Ministry of Labour and Social Affairs (S, J, W)	Mr. H. W. I. Otim	Department of Probation and Social Welfare, Ministry of Labor and Social Affairs (DPSW)	Ag. Depury Commissioner/ Coordinator, National Council for Children
		Mr. James Kaboggoza- Ssembatya	DPSW	Ag. Principal Probation and Welfare Officer
		Mr. Kassiano E. Wadri	DPSW	Ag. Principal Rehabilitation Officer
		Mr. Sayyid Bukenya	DPSW	Inspector of Children and Babies Homes
		Mr. David Puckett	USAID	Technical Advisor for Child Survival
		Ms. Annie Kaboggoza- Musoke	USAID	Project Management Specialist
	Save the Children Fund (U. K.) Office (S, J, W)	Mr. Steve Cavell	Save the Children Fund (SCF)	Field Director
		Mr. Chris Roys	SCF	Rakai Project Advisor
		Ms. Jeanette Wright	SCF	Social Work Training
			Advisor	
		Mr. David Mayanja	SCF	Country Program Manager
		Mr. Puckett		
		Ms. Kaboggoza- Musoke		

22 Feb. (cont')	USAID office (S, J, W)	Ms. Leticia Diaz	USAID	Acting Director of Uganda Mission	
		Ms. Holly Wise	USAID	Head, General Development Office	
		Mr. Puckett			
		Ms. Kaboggoza- Musoke			
		World Learning Office (S, J, W)	Mr. Salmond		
		Ms. Salmond			
		Mr. Kaggwa Pafula	WLI	Financial Specialist	
		Mr. Nduhura Dennis	WLI	Projects Officer	
		Mr. Edward Baxter	WLI	Financial Controller	
		Mr. Thomas F. Wierzba	WLI	Technical Advisor, APCP	
		Ms. Eva Magambo	WLI	Trainer	
		Mr. Kaboggoza- Ssembatya	WLI		
		Mr. Nyanjo			
		Rev. John Ochola Olara	Church of Uganda Diocese of Northern Uganda	Project Coordinator	

23 Feb. Travel to Lira accompanied by Ms. Salmond, who participated in most of the meetings held. (S, J, W)

Lira Hotel (S, J, W)	Mr. P. T. Kakama	DPSW	
	David Obot	Lira District Development Agency (LIDDA)	Project Coordinator

24 Feb.	LIDDA office (S, J, W)	Mr. Obot Mr. Okello Mr. Ambrose		
	District Offices (S, J, W)	Mr. John Atia Otim Mr. Obot Mr. Okello	Government of Uganda	District Administrator
	Training Centre (S, J, W)	Mr. Leonard Okello (S, J, W)		Ox trainer hired by LIDDA

The team, together with the above LIDDA staff members, visited a rural homestead close to Lira town where four families are sharing the use of a ram press for making sunflower oil (47 children, 29 of whom are orphans). The group was joined by Mr. Oscar Rimotum of the LIDDA Board of Trustees. At the next rural homestead visited an oil press was being operated by the neighbor of twochild-headed households (7 children) to benefit these children as well as the neighbor's family. At the third rural household visited (with 6 orphaned children) an 8-year-old girl had had her school expenses paid with USAID funds. Her family receives milk from the dairy cattle being kept on land close to their homestead.²

LIDDA dairy center (S, J, W)	Dr. Odero Ouni	LIDDA	Project Officer (veterinarian)
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The group visited two families (31 children, 26 of whom are orphans) close to Lira town who are to receive a dairy cow from LIDDA. At a nearby rural household the team visited the home of a man very sick due to AIDS and met a volunteer community health worker trained by TASO, Ms. Victoria Orongo, who has mobilized 24 youth in the area to regularly visit homes and assist AIDS patients. Sixty-five patients were receiving weekly visits.

25 Feb.	Aloi primary school (S, W)	Ms. Margaret Akullo Ms. Eva Magambo Mr. Patrick Okumu Mr. David Akora Mr. David Obot	LIDDA WLI WLI District Medical Office	Project Officer (counsellor) AIDS Preventon and Control Project (APCP) Trainer APCP Trainer Health Trainer Project Coordinator
	District Office (J)	Mr. Peter Edonga	DPSW	District Probation and Welfare Officer

25 Feb.
(con't)

The team traveled from Lira to Gulu.

Northern Diocese, Church of Uganda Office (S, J, W)	Canon Ocola Olara Macleord Baker	Church of Uganda (DNU)	Diocesan Secretary
	Rev. John Olara	DNU	Project Coordinator
	Rev. Kenneth Gong	DNU	Project Officer
	Mr. Timothy Ochayo	DNU	Finance Controller and Accountant
	Mr. David Obong	DNU	Accountant
	Ms. Esther Okello	DNU	Head of Women Development Centre
	Mr. John Moto	DNU	Field Officer, Kitgum
	Mr. Wilson	DNU	Field Officer, Kitgum
	Rev. William Onyango	DNU	Chairperson of Management Committee
	Rev. James Okello	DNU	Member, Management Committee

(Those listed above, with occasional exceptions, participated as a group in the discussions and visits held in Gulu.)

The team visited vocational training classes for tailoring and commercial skills guided by Ms. Okello, followed by a visit to the UNIFAT Primary School. The team visited three HIV positive individuals who had received small grants to start businesses. A brief discussion was held at the Acholi Inn with most of the above-listed DNU group. In the evening the team and Ms. Salmond met with Mr. P. T. Kakama.

26 Feb.

The team visited the gardening plots of two families which had received agricultural inputs from DNU and a group of five families who had received a team of oxen from DNU. This was followed by a discussion S & W held with the DNU group at their office and continued at the Acholi Inn. The DNU group was joined by Rev. Solomon Oken, who had completed a WLI training for trainers course in HIV/AIDS prevention. During these discussions J interviewed two separate groups of girls whose vocational school fees had been paid through the grant to DNU. In the evening, without the DNU group, the team was briefed on UCOBAC by Ms. Christine Oryema Lalobo, the Programme Manager of the organization.

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27 Feb. The team traveled from Gulu to Kampala with Ms. Salmond and met in the evening to revise the outline for the report.

28 Feb.	Naguru Reception Centre (S, J, W)	Ms. Christine Kajumba Warden	DPSW	
	BKS Remand Home (S, J)			
	WLI office (S, W)	Mr. Phillip Twesigye	UCOBAC	Technical Assistance Officer
	(J)	Mr. Sayyid Bukonya		

1 Mar.	Busabala fishing project (S, W)	Ms. Pelucy A. K. Ntambirweki	Uganda Women's Effort to Save Orphans (UWESO)	Branch Coord. / Ag. Admin.
		Mr. Patrick Mukova	UWESO	Fishing Instructor
		Mr. Elly Otieno	UWESO	Ast. Fishing Instructor
		Mr. Godfrey Ssewankambo	UWESO	Social Worker
		(In addition the team talked with nine boys in the fishing training project.)		
	UWESO office (S, J, W)	Mme. Janet Museveni	UWESO	Founder
		Ms. Devota Karuhige	UWESO	Chairperson
		Ms. Erina Baingan	UWESO	Vice Chairperson
		Ms. Holly Wise	USAID	Chief, General Development Officer
		Mr. William Salmond	WLI	County Director
		Ms. Anne Salmond	WLI	Orphans Coord.

S and J departed for Kabarloe and Kasese accompanied by Mr. James Kaboggoza-Ssembatya, Ag. Principal Probation and Welfare Officer of the DPSW. Their respective lists of contacts are inserted following this page.

CAROLE JONES

1 Mar. James Kaboggoza-Ssembatya DPSW Supervisor

Alex Tabu DPWO Kararole/
Bunsibrgyo

Kisembo Philon 13-year-old resettled boy living with an elderly grandmother. He would like to return to the Kyakatarata Children's Home where he lived for three years.

Joseph Musoke 17-year-old who lived in the BMG Home, Masaka, owned by the fanatical religious sect whose case is pending for a court determination. The MLSW hopes for a ruling in its favor to discourage similar sects from opening children's homes.

Dorothy T. Byaruhango Toro Babies Home Matron

James Kaboggoza-Ssembatya

Alex Tabu

3 Mar. J.C. Jenster Kyakatarata Children's Home Coordinator

Charles Kaahwa KCH Asst. Coord.

Hannah Katwesige KCH Matron

James Kaboggoza-Ssembatya

Alex Tabu

Steven Bukenya DPWO Kasese
Baihemuki

James Kaboggoza-Ssembatya

F.I. Katunaye DPWO Mbarara

8 Mar. Elizabeth Marun USAID HIV/AIDS
Advisor

Jeanette Wright SCF

SHIMELIS ADUGNA

2 Mar.	Kampala	Philip Twesigye	UCOBAC	Tech. Asst. Officer
	Kabarole	Mrs. D. Byaruhanga	Toro Babies Home	Matron
		Mr. M. Kakorwa	Toro Babies Home	Ag. Chairman
		Sr. Margaret M. Mubiha	CWA	Director
		Sr. Basilda Kirokimu	CWA	Bakery Trainer
		Mr. Oumar Kyalimpa	Daril Al Hanan	Secretary
		Mr. Jurna Katusabe	Daril Al Hanan	Member
		Mr. Mohammed Kwezi	Daril Al Hanan	Treasurer
		Mr. Sheik Aziz	Daril Al Hanan	Committee Member
		Mrs. Saad Abas	Daril Al Hanan	Committee Member

3 Mar.	Kasese	Ms. Immaculate Kwebiha	Holy Childhood	Project Manager
		Mr. Gabriel Baluku	Holy Childhood	Secretary
		Ms. Kevina Nakacwa	Holy Childhood	Committee Member
		Mrs. Teddy kabonesa	Holy Childhood	Committee Member
		Mr. Brian Bagyenda	Kaghore Children Education Center Child Care and Nutrition Farm (KCEC)	Project Manager
		Mrs. Phoebe Byasaki	KCEC	Chairperson
		Mrs. Joania Mulembwa	KCEC	Treasurer
		Mr. Godfrey Balyebuga	KCEC	Secretary

JOHN WILLIAMSON

1 Mar.	Wandegeyra Primary School	Mr. Musuubire Zeedi	Wandegeyra Muslim Primary School	Headmaster
		Mr. Ssewankambo		
		Mr. Johnson Turyagyenda	UWESO	Social Worker
		Ms. Doreen Mukasa	UWESO	Volunteer Social Worker
		(Four of the five children in the school whose school fees are being partially paid by UWESO were interviewed.)		
	Kasubi Primary School	Mr. Stephen Mugarura	Kasubi Church of Uganda Primary School	Headmaster
		Mr. Ssewankambo		
		Mr. Turyagyenda		
		Ms. Mukasa		
		(The four children in the school benefitting from assistance with school fees through UWESO were interviewed.)		
	YMCA	Mr. Vincent Kawooya	YMCA	Headmaster, vocational training program
		Mr. Ssewankambo		
		Mr. Turyagyenda		
		Ms. Mukasa		
<hr/>				
2 Mar.	Nsambyia Hospital	Mr. Patrick Dadri	AWOFS	Counsellor
		Ms. Julliet Tumushabe	AWOFS	Accountant
		Ms. Beatrice Were	AWOFS	Counsellor
<hr/>				
	Namasuba Village	Ms. Were		
		Sister Grace	AWOFS	Advisor

2 Mar.
(con't)

(Visited two families raising chickens provided by AWOFS.)

Mutungwe Village

Ms. Were

Sister Grace

(Visited a family raising chickens provided by AWOFS.)

Centenary Academy

Ms. Joyce Rose Nankya

Centenary Academy

Founder/Trainer

Ms. Harriet Kabwana

former student of Centenary Academy now
instructing students at her own home

Busabala Village

Ms. Were

Sister Grace

(Visited a woman raising pigs provided by AWOFS.)

Nsambyia Hospital

Ms. Beatrice Naluyima

AWOFS

Project

Manager

Father Steven Collins

Nsambyia Hospital

Project Director

Dr. Miriam Duggan

Nsambyia Hospital

Home Care Project

Director

USAID office

Mr. Puckett

(W)

3 Mar.

(With Ms. Salmond, W travel to Rakai District.)

Kimuli Primary
School

Mr. James Kakeeto

Ministry of Education

Headmaster

Ms. Ntambirweki

Mr. Ssewankambo

Mr. Turyagyenda

Ms. Anne Nalongo

UWESO

Chairperson, Rakai
Branch

Ms. Janet Potter

US Peace Corps

(This group also visited The Kassambya Furnishing Workshop and the Kitteredi Construction Institute and met with the persons indicated on the next page.)

Kasambya Furnishing Workshop, Kyotera	Mr. Eddie Kato	Kasambya Furnishing Workshop	Manager
KCI	Mr. Frederci Bingoye	Kiteredde Construction Institute (KCI)	Accounts and Information Officer
	Mr. Dave Kramer	KCI/Mennonite Central Committee	Instructor

4 Mar.	Rakai District Office	Mr. Vincent Ssettuba Semakula	District Executive Secretary
		Mr. Alex Bagarukayo	Dept. of Probation and Social Welfare Officer
		Mr. Bagarukayo	District Probation Welfare
	(W Traveled from Rakai to Kampala.)		
	UWESO office	Ms. Ntambirweki	
		Mr. Solomon Emokol	UWESO
		Mr. Turyagyenda	Project Officer

6 Mar.	Sheraton Hotel (S, J, W)	Ms. Donna Flannagan	WHO	Technical Advisor
7 Mar.	The home of William and Anne Salmond	Ms. Theo Bitature	The Ugandan Chapter of the Federation of Women Lawyers (FIDA)	Chairperson
8 Mar.	International Conference (S, J, W)	Mme. Museveni Ms. Karuhte Ms. Erina Baingana Ms. Ntambirweki Ms. Wise Mr. Salmond Ms. Salmond		
9 Mar.	WLI office (S, J, W)	Mr. Salmond Ms. Salmond		
	USAID office (S, J, W)	Mr. Keith Sherper Ms. Diaz Ms. Kaboggoza-Musoke Ms. Cheryl Anderson-Kai	USAID USAID	Chief of Mission Program Officer
	DPSW office	Ms. Regina Uchaga Mr. Kaboggoza- Ssembatya Mr. Wadri Mr. Cavell Mr. Mayanja Ms. Wright	DPSW	Commissioner for Probation and Social Welfare

NOTES TO ITINERARY

1. Team members are indicated as follows: Shimelis-(S), Jones-(J), and Williamson (W).
2. In the interest of confidentiality, the names of individuals assisted by the projects being evaluated are not included.

THE 1991 POPULATION AND HOUSING CENSUS

Table 5: Population (Aged 0-17 Years) and Nature of Orphanhood by Region by District

Region/District	Population	Percent of Population Orphaned			
		Mother Dead	Father Dead	At Least One Parent Dead	Both Parents Dead
Central					
Kalangala	6,306	6.20	12.48	16.35	2.31
Kampala	367,529	4.06	9.79	12.49	1.34
Kiboga	77,296	4.72	11.01	14.27	1.43
Luwero	246,427	4.68	12.61	15.62	1.64
Masaka	473,989	5.92	11.05	14.94	2.01
Mpigi	503,278	4.10	9.78	12.62	1.25
Mubende	277,020	4.15	9.11	12.13	1.11
Mukono	442,424	3.63	8.28	10.88	1.02
Rakai	213,134	7.59	13.50	17.88	3.17
Total	2,607,403	4.72	10.30	13.45	1.55
Eastern					
Iganga	504,250	2.69	5.92	7.98	0.62
Jinja	150,903	2.68	6.78	8.72	0.73
Kamuli	255,266	2.61	5.69	7.73	0.55
Kapchorwa	64,050	2.17	5.92	7.63	0.45
Kumi	117,971	3.93	15.81	18.27	1.41
Mbale	369,053	2.51	5.67	7.64	0.54
Pallisa	185,378	2.48	6.34	8.25	0.55
Soroti	216,907	4.49	15.50	18.12	1.77
Tororo	286,486	3.04	7.18	9.44	0.76
Total	2,150,264	2.91	7.62	9.74	0.77
Northern					
Apac	243,433	2.64	7.59	9.46	0.76
Arua	337,082	3.45	7.87	10.50	0.80
Gulu	174,597	4.01	13.90	16.37	1.51
Kitgum	188,741	3.75	13.35	15.81	1.25
Kotido	108,086	3.33	10.40	12.41	1.30
Lira	262,930	3.21	9.77	12.00	0.97
Moroto	93,553	3.14	11.59	13.37	1.34
Moyo	94,263	4.95	13.17	16.46	1.63
Nebbi	168,364	3.39	8.03	10.58	0.82
Total	1,671,049	3.44	10.06	12.42	1.06
Western					
Bundibugyo	62,238	4.06	7.25	10.52	0.79
Bushenyi	417,046	3.05	7.78	10.05	0.77
Hoima	107,249	3.33	7.06	9.66	0.72
Kabale	236,098	2.90	8.06	10.08	0.84
Kabarole	417,739	3.84	8.80	11.63	0.99
Kasese	196,041	2.21	5.78	7.42	0.55
Kibaale	125,474	3.23	7.25	9.64	0.83
Kisoro	109,604	2.31	7.03	8.77	0.55
Masindi	137,092	3.41	8.00	10.49	0.91
Mbarara	503,059	3.76	9.29	11.98	1.04
Rukungiri	221,387	3.83	9.81	12.40	1.20
Total	2,533,027	3.34	8.21	10.64	0.89
Uganda	8,961,743	3.66	9.02	11.57	1.08

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Newspaper Article on Legal Training in Lira

The NEW VISION, Wednesday, March 2, 1994 15

By Nelson Otto in Lira

INHERITANCE of widows was highly recommended by men as an important cultural practice which must not be tampered with. This recommendation was made recently during a needs assessment meeting between FIDA-U officials and a cross-section of the local population at Olilim sub-county, Ouke, Lira district.

The meeting which was being facilitated by Lira Development Agency (LIDA) ran throughout the district to identify and assess needs related to women's lives and legal problems with a view to finding out what to incorporate in the le-

Lira men cling to widow inheritance

gal education programme.

Temperatures flared among the men when one lady identified as Joyce stood and blasted men of Lango for clinging to old customs of inheritance. She further attacked men as greedy and described them as agents for spreading AIDS.

"Many of us (women) are thrown out of our matrimonial homes and are deprived of

properties and children after the death of our husbands for refusing men's lustful demands in the pretext of looking after us when in the actual sense they want the assets left," explained the lady who was in tears.

On hearing this bold remarks, the men simply jeered. "We would rather die of AIDS if at all its there than let our women (widows) go just freely.

Get the cure of the disease, don't disturb us," said one old man whose presentation was bitter and militant.

The men alleged that they pay a lot in terms of dowry so that a Lango woman becomes the property of the husband clan. Consequently, they reasoned, what logic is there for a widow to wander in search of a husband when there are many in the clan.

LIST OF APPROVED PROJECT (1993) OF WORLD LEARNING/UCOBAC GRANTS BANK
NATIONAL SCREENING AND SELECTION COMMITTEE

Organization and Location	Project Title and Activities	Beneficiaries	Amount in U. Shs, and in US Dollars
1. Y-Jobina Multi-Purpose Farmer's Association for Child Welfare PO Box 132 <u>Kasese</u>	<u>Carpentry and Vanilla Growing Project</u> To expand the vocational carpentry workshop, and plant three acres of vanilla.	40 orphans 7 widows 9 widowers	6,075,000 U. sh \$5,000 US 2 quarters
2. Kasese Holy Childhood PO Box 75 <u>Kasese</u>	<u>Poultry Project</u> To construct a poultry shelter and purchase 200 chicks.	300 vulnerable children	6,075,000 U. sh \$5,000 US 2 quarters
3. Kaghorwe Children Education Center PO Box 233 <u>Kasese</u>	<u>Extraction and Sale of Passion Fruit Juice</u> To sell passion fruit juice to the public to generate income	38 orphans 12 women 7 men	6,075,000 U. sh \$5,000 US 1 quarter
4. Kazingha Vulnerable Children Charity Home Association PO Box 132 <u>Kasese</u>	<u>Carpentry Workshop and Maize Project</u> To expand on the vocational carpentry workshop and to plant ten acres of maize and beans.	100 vulnerable children 17 women 23 men	6,075,000 U. sh \$5,000 US 2 quarters
5. Child Care and Nutrition Farm PO Box 132 <u>Kasese</u>	<u>Goats and Farming</u> To purchase goats and to plant 12 acres of maize, cotton, beans, and groundnuts.	20 vulnerable children 5 women	6,075,000 U. sh \$5,000 US 2 quarters

Organization and Location	Project Title and Activities	Beneficiaries	Amount in U. Shs, and in US Dollars
<p>6. St. Joseph's Unit for the Mentally Handicapped Gangama PO Box 11 <u>Mbale</u></p>	<p><u>Piggery Project</u> To construct a piggery shelter and purchase pigs</p>	<p>15 mentally disabled children</p>	<p>6,686,800 U. sh \$5,504 US 2 quarters</p>
<p>7. St. Kizito Gangama Babies Home PO Box 612 <u>Mbale</u></p>	<p><u>Maize Mill</u> To purchase a maize mill.</p>	<p>15 vulnerable children</p>	<p>7,000,000 U. sh \$5,761 US 1 quarter</p>
<p>8. Uganda Women Action Trust PO Box 2659 <u>Mbale</u></p>	<p><u>UWAT Children's Shelter Project</u> Vocational training in bricks and roof tile production</p>	<p>45 vulnerable children</p>	<p>6,075,000 U. sh \$5,000 US 1 quarter</p>
<p>9. Child Restoration Outreach PO Box 1610 <u>Mbale</u></p>	<p><u>Street Children</u> To carry out a vocational training workshop for tailoring</p>	<p>150 vulnerable children</p>	<p>6,075,000 U. sh \$5,000 US 2 quarters</p>
<p>10. Catholic Women's Association (CWA) Centre for Women's Development <u>Kabarole</u></p>	<p><u>Bakery Project</u> To construct a bakery to bake bread for income generating and to train women at the center in home economics</p>	<p>135 women and youth</p>	<p>6,075,000 U. Sh \$5,000 US 1 quarter</p>
<p>11. Migongwe Child Care Association PO Box 1214 <u>Kabarole</u></p>	<p><u>Maize Mill</u> To purchase a maize mill machine</p>	<p>102 vulnerable children</p>	<p>6,853,000 U. sh \$5,644 US 1 quarter</p>

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Organization and Location	Project Title and Activities	Beneficiaries	Amount in U. Shs, and in US Dollars
12. Toro Babies Home PO Box 500 Fort Portal <u>Kabarole</u>	<u>Construction of a Bore Hole</u> To construct a bore hole	50 orphans	6,075,000 U. Sh \$5,000 US 1 quarter
13. Mbabazi Child Care Centre and Bukuku Women Development Association PO Box 348 Fort Portal <u>Kaborole</u>	<u>Handicrafts Project</u> To purchase sewing machines and supplies and to make handicrafts.	100 orphans	6,075,000 U. sh \$5,000 US 2 quarters
14. Kaihura Villa-Maria Self Help Project PO Box 214 Fort Portal <u>Kaborole</u>	<u>Vocational Training Project</u> To start a vocational training school, to purchase 10 sewing machines and 10 carpentry kits	300 vulnerable children	6,075,000 U. sh \$5,000 US 1 Quarter
15. Moslem Vocational Training Fort Portal <u>Kaborole</u>	<u>Vocational Training</u> To carry out a vocational training program in brick-laying a making.	80 vulnerable children	3,765,285 U. sh \$3,099 US 1 quarter

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THE 1991 POPULATION AND HOUSING CENSUS

Table 3: Estimated Infant and Early Childhood Mortality by Region by District

Region/District	Rate Per 1000		
	Infant Mortality Rate	Early Childhood Mortality Rate	Under Five Mortality Rate
Central			
Kalangala	98	70	161
Kampala	80	53	129
Kiboga	138	109	231
Luwero	117	88	195
Masaka	107	79	178
Mpigi	94	66	154
Mubende	119	90	198
Mukono	102	74	169
Rakai	119	91	199
Total	105	76	173
Eastern			
Iganga	125	96	209
Jinja	97	69	159
Kamuli	118	89	196
Kapchorwa	104	76	172
Kumi	122	93	204
Mbale	129	100	216
Pallisa	124	95	207
Soroti	116	87	192
Tororo	138	109	231
Total	122	94	205
Northern			
Apac	114	86	191
Arua	137	108	230
Gulu	172	143	290
Kitgum	165	136	279
Kotido	145	117	245
Lira	127	99	214
Moroto	147	118	248
Moyo	143	114	241
Nebbi	139	110	234
Total	141	112	237
Western			
Bundibugyo	150	122	254
Bushenyi	122	93	204
Hoima	91	63	148
Kabale	114	86	190
Kabarole	136	107	228
Kasese	103	75	171
Kibaale	122	94	205
Kisoro	105	76	173
Masindi	118	89	196
Mbarara	145	117	245
Rukungiri	122	94	205
Total	125	97	210
Uganda	122	93	203

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