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WOMEN FOCUSSED INITIATIVES IN UGANDA
CONSULTANCY TO USAID/KAMPALA
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I. INTRODUCTION

The Directive: The USAID Mission is in the process of developing its five-year development strategy. The strategy will encompass plans to define how USAID-Uganda will address gender issues. To facilitate this process, the Mission will need information on the numerous activities (initiatives) underway to relieve the adverse social and economic condition of women in Uganda.

Women focussed initiatives in Uganda have been undertaken by the National Resistance Movement (NRM) Government, donor aid agencies, local and international NGOs and PVOs, and religious organizations. Many of these initiatives are narrow in scope (in terms of the number of women in the target group), underfinanced, and short term project oriented.

The objective of the initiatives is to advance the status of women. The programs target improvement in women's welfare, and in their social and economic status in areas that range from improved health care, to improved legal status, to total participation and control of their economic situation.

Many initiatives are developed and implemented which address problems identified as women's welfare problems or concerns. These initiatives address the high morbidity and mortality rates for Ugandan women and children. The success of the programs is dependent on increasing women's 1) knowledge about nutrition, immunization, sanitation, family planning/spacing, etc. and 2) access to nutritional foodstuffs, safe drinking water, healthcare facilities, etc.

Other initiatives are developed and implemented to address women's subordinate social, legal, and economic status. These initiatives have been spearheaded, primarily, by local volunteer NGOs and the NRM government with some financial support from donor agencies. The success of these programs is dependent on increasing women's 1) knowledge about gender issues, and 2) access to the political, legal, and government structures which affect change.

Whether the initiatives address A) women's welfare, or B) women's subordinate status, the objective of advancing the status of women will be achieved. However, programs addressing "A" requires that women have access to resources which are oftentimes not available. Whereas, programs addressing "B" give women the opportunity to obtain needed resources.

The significant socio-economic role played by women led President Yoweri Museveni of Uganda to equate the achievement of sustained development in Uganda with the achievement of advancing the status of Ugandan women. The advancement of women can be achieved through development programs, but the programs must be gender sensitive if they are to overcome "the realities of women's sexual and social subordination" in society. When sex and gender subordination is culturally embedded in a society, women suffer increased social and economic vulnerability in every aspect of life because of a dependency on men. (Longwe and Clarke, 1990, p.9)

This means that effective development programs which advance the status of women must give women access to resources to improve their standard of living and give women the right to use the resources for their benefit.

This paper discusses the development initiatives implemented to address gender issues which relieve the social, legal and economic plight of women in Uganda.

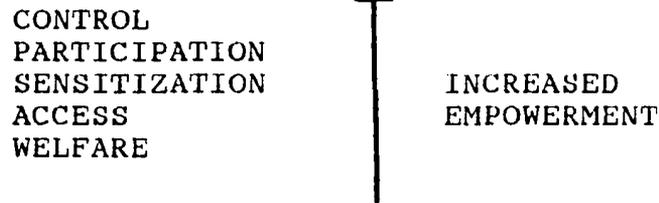
II. HOW ARE GENDER ISSUES DEFINED AND ADDRESSED?

A gender issue or problem results where women are in unequal/subordinate positions relative to men because of rigid social/cultural attitudes which ascribe certain fixed roles to women largely by habit rather than by conscious decisions.

Development programs which address gender issues must provide information and access to resources that help women gain control of their situation so that the burden of performance is equally shared by both male and female. In this context burden of performance is defined as a role relegated to women, but which could be performed by either men or women. Usually the division of labour based on sex or gender subordination results in women being assigned to the more menial and mundane tasks in society and receiving little to no remuneration for long hours of toil. (Longwe and Clarke, 1990, p.3)

Women's institutions in Uganda have altered their focus from issues of welfare, to economic improvement and the achievement of political rights. The success of many initiatives has been hindered by the subordinate position of women because women are less likely to 1) receive the necessary information, 2) have access to the means to act on the information, nor 3) have control over the decision to act on the information.

In summary, gender issues are best addressed when the implemented programs include components of the empowerment process as listed below.



The components ranging from welfare to control represent the stages by which women define their own advancement. They are not necessarily a linear progression of advancement but do indicate that initiatives directed at the control level will give women more power and control over their standard of living.

III. WOMEN ROLES IN UGANDA?

Women play a significant and critical role in the Ugandan society and economy. Women represent not only 53% of the Ugandan population but they also represent 70%-80% of the agriculture labour force. Uganda with its agrarian based economy is highly dependent on agriculture which accounts for over 95% of exports and 50% of GDP.

Not only are women employed in the agricultural sector, but they also participate in the economy in non-traditional occupations such as doctors, nurses, lawyers, administrators, economists, sociologists, secretaries, planners, healthcare workers, educators, domestic labor, etc.

Role of women in agriculture: Approximately 91% of Uganda's population live in rural areas where 90% of the people are engaged in agrobased activities. As stated women contribute over 70% of the total labor force. Their largest contribution is in food crop production.

They also provide labor to cash crop production by picking, sorting, drying and storing coffee and cotton. Yet women's remuneration is not commensurate with their labor contribution.

In 1988/89, ninety-seven percent of the rural women were subsistence farmers and had access to cultivatable land. Only 7% of these women owned the land they cultivated, and only 67% owned simple hoes or any other basic farm implement. Less than 5% of these farmers were serviced by the agricultural extension system.

In addition to working their own farm, seventy-five percent of the women farmers earned cash income by selling their labor to other farmers. Since women are also responsible for child-bearing and rearing, food preparation, firewood and water fetching, etc., their average work day is 15 hours long. Analytically agriculture practiced under these conditions must be inefficient and it is apparent that women are over represented among the rural poor and among the farmers with no land.

Roles of women in public sector: In health and education women form 50% of the labor force; however civil servants in these areas receive the least pay with minimum fringe benefits. The NRM Government has made significant gains in gender balancing by appointing nine women Ministers and Deputy Ministers as well as allowing for the election of 38 women representatives in the NRC. Despite these gains women still represent less than 15% of all civil servants and elected politicians.

Roles of women in private sector: Approximately 500,000 women are involved in small-scale industry, individually or through women's groups, NGO's, and cooperatives. They produce domestic articles such as baskets, mats, cotton cloths, shoes, tailored items, etc. They are also involved in agrobased industry such as food processing, poultry and piggery farming, etc. Many business women rely on donor aid for seed money to finance their operations.

Many women entrepreneurs do not have the skills needed to succeed in their business enterprises; therefore, they rely heavily on the expertise of district level extension and field officers from the various sector ministries and on donor sponsored training seminars.

TABLE 1 summarizes the prevalent skills found among Ugandan women in 1988. At least 2 handicraft skills are taught in primary schools to girls by the completion of P.7, but the trend in secondary schools is to increase the focus on subjects such as bookkeeping and marketing.

TABLE 1
Skills Among Ugandan Women

<u>Skill</u>	<u>Percentage of Women Practicing</u>
Basket and Mat Weaving	74
Beer Brewing	49
Embroidery & Needlework	40
Simple Bookkeeping	21

Nalwanga-Sebina, Abby J., and Dr. Edith R. Natukunda, "Uganda Women's Needs Assessment Survey 1988", UNICEF, 1988, p.53.

IV. HOW ARE WOMEN IN DEVELOPMENT ISSUES ADDRESSED IN UGANDA?

President Yoweri Museveni of Uganda set the stage for addressing the issue of women's economic and political subordination in the Ugandan society through the establishment of the Ministry of Women in Development (MWID) and through the inclusion of women representatives in the National Resistance Council (NRC), an executive policy-making body.

It is the opinion of the National Resistance Movement (NRM) Government and international donor aid agencies that for Uganda to achieve economic self-reliance the combined efforts of all Ugandans (whether in government or in the private sector as consumers and producers) must be enlisted to improve efficiency and productivity.

When presenting the NRM's views on tackling the issue of the subordinate role placed by society on women, H.E. Museveni stated:

... our policy aims at strengthening the position of women in the economy by raising the value and productivity of their labour and by giving them access to and control over the productive resources. By productive resources I mean land, capital, credit, seeds, fertilizers, tools, water, energy, education and information."

In March 1988 MWID was created to underscore the NRM's commitment to integrating women into the mainstream of Uganda's development. Recognizing that subordination of Ugandan women was pervasive in the society the NRM government passed the Act of Positive Discrimination in February 1989 to foster widespread participation of women in the political and government process.

The Act created 38 women representative positions to the NRC and allowed women to compete in elections with men for posts at the levels of RC-1 to RC-5. It also established the Directorate of Women's Affairs in the NRM Secretariat and required that all government forums have a Secretary of Women's Affairs.

MWID's policy, according to Mr. F.J. Kasirye, Permanent Secretary of MWID, is to "raise the status of women to foster their advancement,...to help women develop their abilities in all respects and to emancipate themselves from positions of dependency and inferiority to being respected individuals, economically independent and politically mature".

To achieve the objective of encouraging political mobilization the NRM government and women NGOs adopted a strategy to encourage income generating activities. The resounding voice of the leadership in women's groups and women in leadership positions in the government is that *women must participate fully in the decision-making process in the home, community, and at all levels of government.*

There are four spheres of activity utilized to address women development in Uganda:

- 1) achievement of equal rights
- 2) personal development and advancement
- 3) "training of trainers"(tot)
- 4) developing economic self-reliance

- 1) **ACHIEVEMENT OF EQUAL RIGHTS:** Solicit the involvement of a wide cross-section of women, including the grass-root rural woman, in the development of Uganda's new Constitution (seminars conducted through May 1991, with final presentation of views to be submitted by July 1991). See Appendix A.

Increase women's interest in political issues

Initiate law reform and legal education, to eliminate discriminating legislation, and to ensure that women take advantage of the "positive laws" enacted previously.

- 2) PERSONAL DEVELOPMENT AND ADVANCEMENT: Improve the health and welfare of women. The morbidity and mortality rate among women in developing countries approaches 50% because of pregnancy related illnesses. Many complications can be prevented by simple precautions like birthing in a sanitary place, and using sterilized blades, strings, and water.

Decrease the educational systems' drop-out rate for girls. Between 1977 and 1983, 59.1% of the girls in P.1 to P.7 dropped out of school. This loss is reflected in the number of 24 year old women who could have entered the work force in 1991 but because of a poor education will never become productive members of society.

To further compound the deficit, in 1983-1988 the female enrollment, as a percentage of total school population, progressively declined from 40% in P.1 to 16% in institutions of higher learning.

A 1990 survey of 6 districts revealed that 48% of rural women had no formal education and only 5% had more than primary school education. TABLE 2 and TABLE 3 puts these statistics into perspective. Taken collectively, the data implies that even though a great number of women have little education, half of the wives have the same educational level as their husbands. The percentage of women versus men educated above the P.7 level is 37% vs. 63%. Even though there is a wide disparity in the percentages, the numerical number of male and female students which go on to secondary school and then on to institutions of higher learning is small in the Ugandan society.

TABLE 2: EDUCATIONAL LEVEL
Men Vs. Women
(Percentage)

Grade Level Attained	Female	Male	Total
None	67	33	100
P.1-P.3	51	49	100
P.4-P.7	47	53	100
Above P.7	37	63	100

Nalwanga-Sebina, Abby J., and Dr. Edith R. Natukunda, "Uganda Women's Needs Assessment Survey 1988", UNICEF, 1988, p.85.

TABLE 3: EDUCATIONAL LEVEL
Husband Vs. Wife

<u>Description</u>	<u>Percentage</u>
Wives equally educated	51
Wives lesser educated	40
Wives greater educated	9

	100

Nalwanga-Sebina, Abby J., and Dr. Edith R. Natukunda, 1988, p.85.

- 3) "TRAINING OF TRAINERS"(TOT): A technique used by many programs to develop an extension system to reach women at the grass-root level. Basically it requires the identification, usually by the RC-1 and the District Administrator, of two to four women from a village or community. These women are then trained to teach reading/writing, and to present a wide range of ideas to the rural women depending on the focus of the program. For example, the Ministry of Women in Development's TOT program teaches women simple bookkeeping, and skills to organize groups, conduct meetings, and to develop and implement projects.

In-service training sessions and seminars are encouraged by the NRM government. Many ministries and donor agencies support these types of activities by cooperating with sector ministries in conducting seminars and workshops to benefit women. In addition, they set up programs to assist women representatives in the NRC to hold seminars in their districts.

Provide fellowships and the opportunity for women in various fields to participate in short or long-term training abroad.

- 4) DEVELOPING ECONOMIC SELF-RELIANCE: Most programs advocate the need to develop income generating activities with the companion theory of developing appropriate technology in the industrial sector.

V. INITIATIVES UNDERTAKEN BY GOVERNMENT MINISTRIES

The programs of only three ministries will be discussed in this paper: Ministry of WID, Ministry of Industry and Technology, and Ministry of Cooperatives and Marketing

through the Uganda Cooperative Alliance program. The other ministries such as Agriculture, Planning, Animal Husbandry, etc. have a woman's desk but the programs focussed on women are minimal.

The information presented in this section is based primarily on personal interviews and the contact person(s) is listed for reference.

MINISTRY OF WOMEN IN DEVELOPMENT:
COMMISSIONER MS. RHODA TUMUSIIME

MWID is in its "capacity building" stage. The ministry was established in March 1988 and is currently housed in 3 different sections of the Parliament Building. Office space is cramped but seems to be effectively utilized. The ministry receives little financial support from the NRM Government. The two main donors are DANIDA (\$2.3 million) and UNDP (\$1.0 million). Both agencies have two expatriate technical experts attached to the ministry and each expatriate has a Ugandan counterpart.

MWID's staff consists of 13 administrative and 27 technical civil servants. Because of funding constraints the 10 WID officers are also in Kampala instead of in their assigned regional district offices. Initially MWID plans to have offices in 10 of 38 districts to coordinate program implementation in the surrounding 3-4 other districts. TABLE 4 identifies the regional offices and the total area of responsibility for the WID officer.

TABLE 4: MWID Proposed Regional Offices

District Office	Responsibility Area
Arua	Arua, Nebbi, Moyo
Fort Portal	Fort Portal, Kasese, Bundibugyo
Mbale	Mbale, Tororo, Kapchorwa, Palisa
Mbarara	Mbarara, Bushenyi, Rukungiri, Kabale
Mubende	Mubende, Kiboga, Luwero, Kampala, Mukono
Jinja	Jinja, Iganga, Kamuli
Hoima	Hoima, Masindi
Masaka	Masaka, Rakai, Mpigi, Kalangala
Gulu	Gulu, Kitgum, Apac, Lira
Soroti	Soroti, Kumi, Karomoja, Kotido

Note: Only 36 of the 38 districts had been delineated by June 1991.

DANIDA: DANISH INTERNATIONAL DEVELOPMENT AGENCY

DANIDA is MWID's primary donor with its program support of \$2.3 million over 1990-1992. The program is designed to have a national impact by changing the statutory laws that govern Ugandan women. The three components of the DANIDA program are 1) strengthening of MWID, 2) strengthening of women's political and legal rights, and 3) strengthening of women's economic situation. Two expatriate staff women are assigned to MWID: one as a planning advisor and the other as an extension and legal advisor.

Strengthening of MWID: The Ministry of WID is establishing an information center to house data on women development issues pertinent to Uganda and Africa. Information whether gathered by MWID, or other ministries will be available to other ministries, organizations, and research institutions. MWID plans to coordinate the process of data analysis, publication, dissemination, and interpretation to final users. The center will prepare/compile project documents for the consideration of possible donors. The center is currently being staffed and should be operational in late 1991.

This component also provides for the necessary hardware and software for the establishment of a data bank. Inclusive in this provision is office equipment, three vehicles and ADP hardware and software.

The program also provides for short-term training in both England and Norway.

Strengthening of Political and Legal Rights:

Research, training and consultation are provided on subjects such as 1) the cultural laws which handicap women in the informal sector; 2) a survey of women's use of the local courts; and 3) activities to ensure women's participation in the constitution making process.

The objectives are to facilitate legal reform and to present to the Constitutional Commission a comprehensive report of Ugandan women's views for the new Ugandan Constitution. This report was presented to the Commission on June 19, 1991 by the Minister of WID Mrs. Gertrude Lubega Byekwaso. (See Appendix A)

Strengthening of Economic Conditions: The objective of this component is to support women initiatives in gaining access to credit. The project was implemented in three districts. MWID worked with NGOs to solicit financial requests for credit worthy projects. The credit applications are reviewed by a steering committee who review and determine the level of aid granted.

UNDP: UMBRELLA PROJECT

This UNDP project valued at approximately \$1.0 million covers the period from 1990 to 1993. Its two main components are: 1) sensitizing civil servant and political officials in government organizations to gender issues, and 2) training of trainers. The program is designed to affect all ministries and to impact all 38 districts. To implement the program, UNDP provides two expatriate technical experts to the Ministry of WID. To strengthen the skills of its personnel, the Ministry has two counterparts assigned to work closely with the UNDP personnel.

Sensitizing Policy-Makers To Gender Issues

The Ministry of WID identifies person(s) in each ministry who can act as a "focal point officer" for the broader organization. The target group in government is narrow and focused at the top, i.e., Ministers, Permanent Secretary and policy makers from ministries, such as Planning, Finance, Education, and Health, Industry and Technology, Animal Industry, etc. The ministries chosen, generally, have a women's program or a "woman's desk".

MINISTRY STRENGTHENING: There are currently 16 focal point officers in sixteen other ministries. Through monthly meetings MWID established a forum for an exchange of views, ideas and plans in an open dialogue between the 16 ministries and MWID.

GOAL: The goal of the monthly meetings is to integrate women's concerns into national and local development programs and activities.

FOLLOW-UP: This component of the UNDP project does not target sectors such as banking and commerce, law enforcement, judicial, religious, secondary education, etc. These "secondary target" organizations are ignored because of budget constraints. To insure widespread acceptance of women, discussion groups with representatives from these sectors should be scheduled.

Training of Trainers

The training component of the Umbrella project facilitates MWID's institution capacity building by developing a network of trained WID resource women in Uganda. Training is designed to reach from the top (professional females) down to the grassroots (rural women).

IMPLEMENTATION AT GRASS-ROOT: To effectively utilize time and resources, the districts(38) were divided into 5 arbitrary regions. Women trainers from each district were selected to take part in one regional 3-week training seminar. To date three training seminars have been conducted. The women were taught bookkeeping, management techniques, and self-esteem. On the last day, a 1-day workshop on gender issue sensitization was conducted for the trainers and community leaders including the District Administrators(DA's) and RC's.

GOAL: The 73 trainers form the basis for a grass-root network of community focal point leaders to insure that gender issues are addressed at the village and district levels. The network expands as skills taught in the training seminar are passed on to other local women.

SELECTION OF TRAINERS; Each district (30 to date) is visited and introduced to the project objectives and the criteria for project trainers. Afterwards, the DA and RC-1 selected and submitted to MWID the names of two women leaders as trainers.

FOLLOW-UP: There is no financial assistance given to the trainers after the 3-week seminar. Therefore, the effectiveness of the trainers in training other women at the village level is questionable.

IMPLEMENTATION FOR PROFESSIONALS: MWID Staff Development: Providing overseas training to MWID staff is considered secondary to the TOT given to grass-root women. MWID is staffed by 27 technical officers each of whom need to receive some training on gender issues, but this is constrained by the 1990-93 UNDP budget allocation of \$16,000. In addition, funding is desired for short-term gender issue training for officials in other ministries.

OTHER DONOR AGENCIES ASSISTING MWID

UNECA:United Nations Economic Commission for Africa: funded a one-year pilot program in Mukono district to train women in "management and credit techniques". Ten extension agents were selected through the Ministry of Cooperatives and Marketing and the Ministry of Industry and Technology then trained in entrepreneurship and credit techniques. The agents identified and assessed viable women's group projects. TOT seminars were held to teach the women bookkeeping, project management and accounting. The agents assisted the women to register as cooperatives and to open bank accounts with potential lending bodies.

UNFPA:United Nations Fund for Population Activities: funded a "Development of Policies and Programmes on Women" project during 1988/89-1990/91. FAO and MWID conducted a gender disaggregated baseline survey in eight districts to assess the quality of life of Ugandan women. The objective of the survey was to provide data for future program designs that improve women's living standards by positively influencing their health and fertility behavior. The data is tabulated in MWID's Women NGO Profile and in separate district profiles. The districts surveyed were: Arua, Hoima, Moyo, Mubende, Bushenyi, Iganga, Mukono, Tororo.

UNIFEM:United Nations International Fund for Women: funded three baseline survey projects for a total of \$90,000 under the project "Planning and Preparatory Assistance of Women in Development in Uganda". UNIFEM conducted needs assessment research in food technologies, credit, NGOs, etc. in six districts: Arua, Lira, Kamuli, Mbarara, Kasese, Mubende.

Study 1: Promotion of Food Security Through Food Cycle Technologies: Inventory and prepare a preliminary technical and financial analysis of food related businesses in order to identify investment opportunities for increased employment of rural women.

Study 2: Promoting the Coordinating and Income Generating Capacity of the National Council of Women: the creation of MWID caused the Council to be a redundant organization according to its stated objectives. The survey was to result in revised organizational objectives as well as a revised organizational structure. The new structure is to include mechanisms to facilitate "bottom-up planning and coordination". The results of the survey and its recommendations are given in Appendix B.

Study 3: Credit Support System for Productive Activities: Inventoried women's participation in existing credit schemes to determine how women are provided credit. The study covered the Rural Farmer's Scheme operated by UCB, schemes managed through Centenary Rural Development Trust (CERUDET) and Uganda Women's Finance and Credit Trust Limited. The study resulted in a national seminar and a pipeline project the "Bank Goes to the People".

UNCDF:United Nations Capital Development Fund: Proposed pipeline project to provide credit to women groups in Arua district. The project will be implemented through CARE-Uganda.

MINISTRY OF INDUSTRY AND TECHNOLOGY
DEPUTY MINISTER DR. SPEGOSA WANDIRA-KAZIBWE

Uganda's industrialization policy places great emphasis on encouraging the development of small scale industry. Little data is available on the economic impact of women in this sector but it is believed to be considerable. In August 1990, the Ministry of Industry and Technology (MIT), Ministry of Women and Development, and the German-based Friedrich Ebert Foundation (FES) sponsored a seminar on "Women's Status, Participation, and Initiatives in The Development of the Ugandan Economy: Focus on Women in the Small Scale Industry".

The seminar delegates agreed on the necessary steps needed to support increased women participation in small scale industry. They identified the subordinate status of women as being a major bottleneck to women's participation in the economy. The following steps represent constructive suggestions on how to remove the "...bottlenecks in women's efforts to participate in and contribute to the Ugandan economy".

1. Identify and clarify the type of economic activities engaged in by women and the value of those activities.
2. Provide credit facilities for women entrepreneurs.
3. Develop and/or make accessible appropriate technologies to women.
4. Market women products.
5. Improve the legal status of women especially in the realm of traditional/customary laws of tenure.
6. Increase the availability and/or the accessibility to appropriate training for women entrepreneurs.
7. Organize and mobilize women to communicate and translate their needs into policy actions.

The seminar also highlighted the credit institutions that cater to women :

1. UCB- Rural Farmers Scheme and other fund loan schemes
2. Centenary Rural Dev. Trust
3. Uganda Women Credit and Finance Trust
4. Bank of Uganda- Women credit Desk
5. Ugadev Bank
6. Cooperative Bank- Cooperative Credit Scheme (CCS)

Representatives from these institutions listed their problems with meeting the credit needs of women and women groups as 1) lack of loanable funds, 2) high administrative costs because projects are "scattered in the countryside", and 3) high interest rates levied due to the lack of sufficient collateral.

Ugandan businesswomen were reminded that success in business is dependent on the "four P's of the market: the product, the price, the place (distribution channels), and the promotion". This is especially important because women face a more competitive market for their goods than do most small businessmen.

To increase competitiveness and decrease the woman's work load the seminar delegates emphasized the need for improved domestic and small scale industrial technology.

As an answer to one of the above suggestions The Ministry of IT and UNDP conducted an 8 district survey to determine the types of industrial activities engaged in by males and females. Unfortunately the data is not completely disaggregated by sex. The data did identify some industrial activities that women are involved in such as handicrafts, processing peanut butter and oils (peanut and sunflower), milling grains, producing sauce pans and charcoal refrigerators, bakery and confectionary, horticulture and tailoring.

The districts surveyed were: Mbarara, Kampala, Mukono, Rukungiri, Kabarole, Jinja, Lira, Masaka. These profiles as well as a wealth of other data on small scale industry in Uganda are maintained in MIT's Information Center in its office building on Parliament Avenue.

To address the issue of appropriate training the Uganda Development Corporation and FES are funding a women's NGO: Small Entrepreneurs Development Company (SEDC) to train women to develop business attitudes and practices. The seminars stress the need to reinvest profits and the need to form good credit and banking management. The approach of SEDC is that women should be trained to be businesswomen before they start a business. In addition, they teach that income generating groups must be organized around income generating activities and these activities must be separated from other group objectives.

MINISTRY OF COOPERATIVES AND MARKETING:
UGANDA COOPERATIVE ALLIANCE, LTD.:
MS. BETTY KATEREGGA
PROF. OPIO-ODONGO

Ministry of Cooperatives and Marketing has activities in all 38 districts. The district management office consists of one (1) District Cooperative Officer, 2) Cooperative Officer (3) Senior Assistant Cooperative Officer, (4) Assistant Cooperative Officer and many (5) Cooperative Assistant Officers. There is one woman officer in each district as a Senior Assistant or as an Assistant Cooperative officer. The development component of the ministry is implemented by the Uganda Cooperative Alliance (UCA).

The UCA management strengthened its Women Education and Development (WED) Section in the Directorate of Human Resource and Development to bring women into the mainstream of the cooperative movement. In the development of the 1990-93 Programme, UCA identified the following policy guidelines for Women Education and Development:

- 1) activities should be based on a good understanding of the situation;
- 2) activities should have capacity building for women's groups as the centerpiece;
- 3) activities should be implemented in close partnership with other development agencies;
- 4) activities should instill cost-consciousness and business motives in women members;
- 5) activities should require strict financial accountability and overall managerial discipline by women cooperatives or groups.

USAID-CAAS project funds the complete budget for UCA's Directorate of Human Resource and Development. Specific funding of the WED Programme is also met by CAAS project funds. To implement the 1990-93 Programme, UCA launched a comprehensive consultant study (1989) on the situation of women in Uganda. The objective of the consultant was to determine the extent to which women participate in cooperative activities, and other forms of collective action groups for the purpose of understanding the nature, performance and needs of the women.

The 1990-93 Programme also called for UCA to develop an Implementation Plan and to seek donor support for viable women cooperatives or women's groups working with UCA. The Implementation Plan is funded by CAAS and AGRO-ACTION is funding ten women's projects.

Women represent 25% of the cooperative movement's membership. There are only 20 women cooperative societies or 600+ registered cooperatives with a membership of 39,998. However, it is estimated that 354,980 women are involved in quasi-cooperatives (unregistered women groups).

The task of UCA is to design development programs to increase the number of registered women cooperatives. The program initiatives are directed at community mobilization, leadership management and technical training, and interagency consultation over a five year period. The program includes TOT seminars, general membership training, project development activities and program evaluations.

An important aspect of the community mobilization phase was that female WED personnel assessed the particular gender issues which needed to be overcome in the communities before women involvement could be expedited.

The initiative is implemented using district training teams (DTT) that consist of four core members: a Cooperative education publicity officer, Agricultural extension officer, Animal Husbandry officer and a Health officer. This inter-ministry integrated approach will streamline training and maximize the use of field staff from all ministries. Additional persons will be added to the DTT depending on the needs of the training program.

Women NGOs operating in the area are encouraged to participate in the DTT seminar's to increase the profile and credibility of the cooperative movement.

CAAS: Technical and Management Support: This component of WED is funded at \$159,000 over 1991/92- 1993/94. UCA has 32 district unions which cover all political and administrative districts in the country. Mobilization workshops will be held in 25 selected villages where coop activity is ongoing. A total of 100 workshops or four each site will be conducted.

Also under this component will be 2-week TOT seminars for female staff from each district union and the Ministry of Cooperatives and Marketing or one female from each DTT. Each TOT will train 32 persons. It is expected that all DTT personnel will be gender sensitive in 2 years.

CAAS: Introductory Management Training provides 2-week TOT for the management of established women's groups in areas of financial management. These seminars will be held in the four regions and should average 30 persons per class or a total of 120 people.

UCA solicited the assistance of AGRO-ACTION a German based donor to fund the activities of 10 women groups. The funding is \$135,00 for two years. Table 5 summarizes the information on the groups.

TABLE 5: AGRO-ACTION Funded Projects

Name of Group	Activity	District
Mbale Women's Co-op Savings & Credit Soc.	Passion Fruit Extraction	Mbale
Kabowa Womens Savings & Credit Society	Large-scale Poultry Farm	Kampala
Kirunba Womens Club	Poultry Farm	Masaka
Tusitukirewamu Cooperative Union	Tailoring/ Training School	Kampala
Karkedde Kwoki	Farming:cotton, beans, sunflower	Lira
Cam Kwoki Womens Cooperative Group	Farming/Animal Husbandry	Lira
Atar Mother Union Cooperative Group	Farming	Apac
Ngoma Womens Group	Handicraft & Ghee Prod.	Luwero
Family Hope Co-op Society	Farming:sunflower, vegetables	Mbale
Nameyna Womens Co-op Group	Agriculture/ hand loom products	Mukono

Source: J.M.A. Opio-Odongo, UCA, Directorate of Human Resources, June 1991.

Projects 1 to 4 have received funding for their initial 3-months: \$37,000 disbursement for 1-vehicle for WED and "seed money" for the projects.

VI. INITIATIVES UNDERTAKEN BY INTERNATIONAL PVOs & NGOs

This section of the paper will discuss the projects managed by CARE-Uganda, EIL, the Netherlands Development Agency, the British Council, and Konrad Adenauer Foundation.

CARE-UGANDA: West Nile Community Self-Reliance Project: \$4.0 million over 1991/92-1995/96; USAID follow-up project to West Nile Rehabilitation. The project is currently conducting a baseline survey which will be completely disaggregated. The project defines positions for a male and female community development representative (CDR) for each community in the target area. The CDRs will be trained by CARE activity managers in primary healthcare, borehole drilling and maintenance, agriculture and forestry. Male CDRs will be recruited from sector ministries. Female CDRs will be recruited from the community's traditional birth attendants.

CARE-UGANDA: Development Through Conservation: \$3.7 million over 1991/92-1995/96; USAID Stage 2 project in the Impenetrable Forest: Kabale, Rukungiri, Kesese districts. Primary school teachers were trained as part-time conservation extension agents (CEA) in Stage 1. In Stage 2 a male and female CEA will be chosen for each of 29 parishes in the area. The objective of the CEA will be to create awareness in conservation and family planning.

CARE-UGANDA: Knowledge Assessment Profile: Jinja district: \$80,000 from AMFAR- American Foundation for AIDS Research over 15 months 1991/1993. AIDS information and training seminars conducted in villages for male and female residents. The assessment profile survey population was 67% female and showed that only 10% of the respondents were fully aware of AIDS. The NGO TASO-Jinja is funded by CARE under this project to give support to AIDS patients and family members of victims, but to date TASO was not operating. The hospital in Jinja tests for AIDS but provides no counselling to HIV positive patients.

EIL: AIDS Education and Control Project: USAID funded. The project has educated group members from 30 organizations/communities about HIV/AIDS transmission and its impact on the society. Trainers and peer educators are trained under the TOT program. The project works to instill voluntary behavior change to limit HIV in the target population by reducing unsafe sexual practices. EIL is distributing condoms, and some education and preventive materials, such as the film "Its Not Easy". Other materials including Ekanya Safer Sex Guide, peer educator badge, peer educator card, condom booklet, etc are in the process of printing and pre-testing.

The TOT program is incorporating gender issue sensitizing by using group discussions 1) to clarify the importance of men and women in a "household/daily living" and 2) to identify factors that put men and women at risk of HIV infection. The results of one TOT exercise is listed here for information:

FACTORS THAT PUT MEN AND WOMEN
AT RISK OF HIV INFECTION

MEN	WOMEN
1. Mobility	1. Financial constraints
2. More sexual partners	2. Population imbalance
3. Longer period of sexual activity	3. Cultural factors-early marriage, polygamy
4. Financially powerful	4. Physical make up which attracts men
5. Culture (polygamy)/ Religion (Islam)	5. Social/political status
6. Social superiority	6. Caring for patients
7. Regularly acquire STDs	7. Emotional dependence
8. Attitude of pride/prestige	8. Child bearing
9. Many attractive women	9. Ignorance

Source: Ms.Viola Mukasa, EIL AIDS Education & Control Project, Training Manager, June 1991.

The result of this exercise was that the trainers agreed that women and men are at the same level of risk. But men have the ability to control their risk and women do not.

EIL/CARE-USA/World Wildlife Fund-USA:PVO-NGO Natural Resource Management Support Project. USAID-Washington funded project managed by the consortium: Experiment in International Living (EIL), Uganda Forestry Association (UFA), Development Network for Indigenous Voluntary Assoc. (DENIVA), Private Voluntary Organizations Project (PVOP) and Uganda Women Tree Planting Movement (UWTPM).

The Project is intended to promote collaboration and participation between PVOs and NGOs in natural resource management activities in Uganda. Nine of the 11 projects funded were submitted by women NGOs for 40,000,000/=(US\$). The activities supported are the development of woodlots, expansion of tree/plant nurseries, conservation, agroforestry and food production.

EIL:APMP: Agricultural Processing Machinery Testing and Manufacturing Project: USAID funded 1990/91. The APMP project objective was to introduce and adopt simple, highly efficient, affordable and manageable technology for small scale processing and of vegetable cooking oil for use by local farmers in Uganda. The aim was to 1) locally manufacture the machines; 2) create employment in rural areas; 3) develop markets for the oil close to the home of peasants; 4) development integrated farming (crop and animal) at reasonable costs. The Ram Press has been modified by EIL/APMP staff and fabricated by local manufacturers. To date 14 of 30+ modified Bielenberg oil ram presses have been distributed to women NGOs in Arua, Kasese, Mpigi, Masaka, Kitgum, Kampala, Iganga, and Masindi. Orders have been placed with M.C. Industries, H.S. Notay and Uneek Commercial Supply/Miome Industries to manufacture a total of 30 more presses for 1991-1994. This project is implemented in with NRMS sunflower production support.

Women benefit from these projects because they are employed in manufacturing the presses, producing the sunflower seeds, and in owning the presses for oil production.

NOVIB: Netherlands Development Agency

Women development initiatives are focussed on improving the economic condition of rural women. Uganda Women's Finance and Credit Trust (UWFCT) is provided funding through a \$1.0 million advisory grant for 1990/91-1992/93. The two objectives of the program are 1) to decentralize UWFCT and 2) to encourage rural grass-root development through women's group income generating activities. Grant funds are loaned to members of the Trust over 1 to 2 year periods for project seed money.

NOVIB also provided funding for DENIVA to assist it in the development and publishing of the NGO Directory. Training is provided to leaders of women NGOs such as the Association of Women Layers (FIDA) and the National Council of Women. NOVIB's budget for women development programs is approximately \$1.0 million in 1991 and increases to \$1.8 million in 1992. Funding is also provided to ACCORD for three rural development projects in Nebbi district.

British Council: Training Budget

The British Council activities center on training and improving the technical research capacity of women in Uganda. A project proposal to MWID identifies the need for developing a Women's Literacy and Development Programme.

The objective of the programme will be increased literacy among women so that they can take advantage of the development information and materials provided through various initiatives.

Training activities sponsored during 1990/91: A total of 14 staff members from MWID, the President's Office, the Women Studies Department at Makerere University, and from the NGO: Action for Development. Women participation in the Council's Technical Cooperation Training Programme (TCTP) is 25 percent. Plans are underway to give at least 30% of the 1991/92 training awards to women in government.

The Council supported a link between the Institute of Development Studies of Sussex and the Department of Women Studies with the objective of building up the research capability of the Department's staff in gender based research techniques to be used to assist women development.

The Council also assisted the Uganda Women's Tree Planting Movement with a \$8000 grant to purchase seeds, seedlings and implements.

KAF: Konrad Adenauer Foundation

KAF's activities are geared towards development-oriented assistance in educational, economic and social projects. Development aid is funneled through the Foundation for African Development (FAD) and its partners 1) Uganda Co-operative Savings and Credit Union (UCSCU)- the national body for Uganda's savings and credit societies- and 2) Action for Development (ACFODE)- a national women's organization established in 1985. Assistance is provided to finance training and seminar programmes of the partners. Training includes staff development seminars in Uganda and scholarships to overseas institutions. All Partners receive assistance in the payment of staff salaries and other recurrent expenses. KAF is basically an adult educational institution and provides no technical assistance or revolving loan funds. KAF has very strict accounting requirements for its partners; therefore financial controls and programme planning are stressed.

ACFODE is also assisted in the publication of its magazine, "Arise" and various information pamphlets.

VII. INITIATIVES UNDERTAKEN BY OTHER DONOR AGENCIES

DANIDA, World Bank, and ODA programmes are discussed in this section.

Danish International Development Agency

DANIDA: "Masese Women's Self-Help Project" is one of the most innovative donor-sponsored projects in Uganda. The project is implemented by a women's NGO: Afri-Housing Fund in Jinja through the Ministry of Housing and Urban Development. It is a "community participation/ income generating/ housing improvement project in the Masese slums of Jinja. The residents in the slum area total 700-800 women and children (adult males are normally transient visitors).

The NGO consisting of 120 women residents was provided with machines and training to make floor and roof tiles, bricks, window shutters, doors, etc. To date 40-50 new houses have been erected where shanties once stood. Plans are underway to build a nursery school to care for children while mothers work. In the interim, the local tavern was recruited as a nursery school during daytime hours.

MHUD provides technical support to train and teach the women. During the initial stages DANIDA transported via bus some of the Masese residents to visit residents of a rehabilitated housing scheme in Nairobi. The visit instilled enthusiasm and confidence in the Ugandan women to motivate increased involvement. The NGO generates income by selling building materials to non-members and other local resident.

NGOs from Entebbe and Rakai have been formed and approached MHUD for a similar project in their areas.

DANIDA: Integrated Women's Program : is a project designed to test the hypothesis that "women's rights are not enforced because they lack an economic base". The project integrates the activities of Uganda Women's Finance and Credit Trust and the Association of Women Lawyers in Mbale and Kapchorwa districts. The program will be implemented over 1991-1994 and is budgeted at \$0.5 million.

UWFCT will identify viable women's projects, provide technical assistance and administer the loans. FIDA will open a legal clinic, conduct legal education seminars in area villages, and train "legal promoters" who will assist in ongoing legal education.

DANIDA: NGO Development: Under this program DANIDA provided assistance to FIDA to pay recurrent expenses of the Kampala Legal Clinic and the Legal Education Program. A \$100,000 grant was given in 1989 which FIDA has been using for the past 2 years. This grant aid may not be renewed.

WORLD BANK PROGRAMMES:

World Bank:PAPSCA:Programme for the Alleviation of Poverty and the Social Costs of Adjustment: Two of PAPSCA's pipeline projects are focused on women in poor areas. One project targets both rural and urban productive women's NGOs and is budgeted at \$0.8 million. The second project targets women farmers in Apac, Lira, and Kitgum and is budgeted at \$0.5 million. Neither project is funded.

World Bank and IFAD: Agricultural implements and inputs sold to women groups in Tororo district through "debtor stores".

World Food Programme:WFP and FAO:The Heifer Project for Women Farmers is administered by the Dairy Development Committee(DDC). It has impacted over 120 recipients in Mpigi district by encouraging women to raise exotic cattle on zero grazing.

ODA:British Overseas Development Agency:

Targets women projects through its NGO Joint Funding Scheme which is managed from England. The annual budget of approximately \$2.5 million is funneled through OXFAM-Uganda and Save the Children-Uganda. These organizations choose projects to be funded and disburse funds. Project performance reports are collected in Uganda and forwarded to England for close review.

VIII. WOMEN NGOS OPERATING IN UGANDA

In the last two months several organizations have published comprehensive directories of registered NGOs/PVOs. Two of these directories are submitted with this paper. The National Council of Women's "Directory of Women's Groups in Uganda is reproduced as Appendix B. (See pp. 12-13 for a listing of women NGOs) The DENIVA " A Directory of Non Governmental Organisations (NGOs) in Uganda 1990" is very bulky and is submitted separately for the USAID Library.

Four women NGOs are discussed here because of the significant value of their programs in the development of Ugandan women. The groups discussed are FIDA, UWFCT, ACFODE, and National Council of Women.

ASSOCIATION OF WOMEN LAWYERS (FIDA)

FIDA is a voluntary NGO with a membership of 60 practicing women lawyers. There is a core group of 25-30 women who participate in the programs to improve the legal and social status of women in Uganda. FIDA has two main programs: a legal education program and a Kampala legal aid clinic. FIDA also works with the Ministry of WID and the National Council of Women to conduct research.

The legal education program is implemented utilizing radio, television, and seminars hosted by women's groups or the Resistance councils. The seminars represent the most significant portion of this program. Eight women visit one district each month from Friday to Sunday. Sixteen centers at the sub-county level are visited in the 3-days. The participants use visual aids, role playing, and open discussions to teach the audiences that consists of male and female residents. FIDA normally devotes two months to each district. This means that 32 centers are affected in each district. To date 13 districts have been visited.

FIDA is expanding its legal education program to include the translation and simplification of the family laws and the RC statutes. RCs were give some judicial powers by the NRC but the individuals have no legal training. Consequently the legal issues brought before the RC village courts are decided based on customary laws that are more discriminatory to women than statutory laws. FIDA proposes to develop a paralegal training program so that the RCs can be taught the responsibilities and limitations of their judicial powers.

The legal aid clinic was opened in 1988 after receiving a \$100000 grant from the Ford Foundation. The money was used to acquire office equipment and to pay for office space. The clinic is manned permanently by two volunteers who are on leave without pay from the Attorney General's office for 1990-1992. The first women clients sought help to solve current/daily needs but the trend in the last 8 to 12 months has shown that women are interested in protecting their future rights. The death of husbands usually result in the wife's removal from the matrimonial home without any resources. The clinic has a current clientele of 1500 men and women.

FIDA participates in many research activities. The most important activity was the research to accumulate women's views on Uganda's new constitution. Research is currently being conducted to assess the land and matrimonial rights of women in Uganda. This information is needed to present a program package to the government with suggestions on reform. FIDA also participated in "The Workshop Designed to Discuss the Domestic Relations Bill" and prepared a report to the Attorney General about women's views on the new Bill.

UGANDA WOMEN'S FINANCE AND CREDIT TRUST (UWFCT)

UWFCT operates as an intermediary non-profit institution which provides credit facilities to grass-roots small scale business women either as individuals or as groups. It provides low income women with credit, training and technical assistance to enable them to improve their economic status. A Revolving Loan Fund is currently in operation catering for micro business who wish to start new activities or to improve existing viable enterprises, but which lack necessary resources to qualify for normal bank loans.

UWFCT introduces women to financial institutions by mobilizing them to save. All members must have a savings account for 3-4 months before loan applications are considered. UWFCT operates in Kampala, Kamuli, Mbale, Masaka, and Mbarara. Members in areas outside of Kampala's central region deposit their savings with or make loan payments to other banks: Kamuli, Mbale, Mbarara-UCB; and Masaka-Centenary Rural Development Trust. The banks give the women a receipt for the transaction. Twice a month UWFCT area coordinators collect the passbooks and the deposit slips, and bring all records to Kampala where the books are updated before being returned to the clients. This process usually takes one week but interest is paid on deposits based on the original transaction date.

Training and technical assistance is provided by PVO-EIL, CIDA, the Dutch Embassy, Spear Motors, Mukwano Enterprises and EEC Kampala. UWFCT conducts awareness seminars in areas before the savings mobilization program is launched. All members must attend small scale business management and group management courses before they are eligible for loans.

There are 1190 depositors with a total of 13.0 million US\$ on deposit in UWFCT as of May 31, 1991. This is contrasted with 167 loan recipients with outstanding loan balances valued at 79.0 million US\$. The depositor's funds are not used to finance loans. Most loan funds are provided by donors such as NOVIB of the Netherlands, and Christian-Aid (U.K.). UWFCT is experiencing a recovery rate of 82-86 percent.

ACTION FOR DEVELOPMENT (ACFODE)

ACFODE is a voluntary NGO with a membership of about 400 women representing a wide variety of disciplines. There is a core group of 70 women who contribute their expertise towards helping in the improvement of the socio-economic and legal position of women. Among the membership are doctors, nurses, health visitors, health educators, teacher of all grades, writers, lawyers, social workers, social science researchers and educators.

ACFODE activities are implemented through the following committees: conscientization and publicity, projects, education, research, legal/social-political and finance. Members voluntarily join the committees according to their interest and expertise.

The activities of ACFODE are numerous. These include 1) publications such as the magazine "ARISE", legal booklets, and pamphlets, and pamphlets /booklets on Family Life Education; 2) research, 3) conducting seminars and workshops on issues such as writing skills, guidance and counselling, Family Life Education and AIDS, project identification, planning and management, secretarial development; and 4) networking to rural and semi-urban areas including schools.

Networking activities are conducted regularly in four districts one in each region. These seminars, visits, and talks address issues such as:

- legal awareness on family laws
- family planning
- AIDS
- Family Life Education projects
- gender awareness
- education of women
- agriculture
- credit and finance

ACFODE activities are supported by the donor agencies OXFAM, the Ford Foundation, Konrad Adenauer Foundation, Canadian International Agency (CIDA) and by local fund-raising functions.

NATIONAL COUNCIL OF WOMEN

The National Council of Women is undergoing organizational and structural changes. This study is being conducted by UNIFEM and should be completed by June 30, 1991. The result should be that the Council will operate as an umbrella organization for women NGOs. In this function it should be self-financing by charging member NGOs for training and donor aid coordinating functions.

IX. CONCLUSION

Development initiatives focussed on women are numerous in the Ugandan economy and address the gender issues as defined by the Ministry of Women in Development and the Ministry of Industry and Technology. It is estimated that at least 0.5 million women are involved in women's groups, cooperatives, and NGOs. The objective of the initiatives are to improve the status of women by encouraging participation in income generating activities and in political/legal reform.

NOTES

The views of Longwe and Clarke are quoted here from a paper presented to advance a methodology on improving Aids prevention and control; however, the views of subordination and empowerment were extrapolated from 1) Sara Longwe, 1989, "From Welfare to Empowerment" in *Establishing an African Women's Development Network*, published by the International Women's Rights Action Watch (IWRAP) and from 2) Sara Longwe, 1990, "Understanding the Dimensions of Inequality in the African Women's Burden of Work", 1990 IWRAP Conference Paper. (Longwe and Clarke, 1990, p.23)

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Pamphlets and other printed "project fliers" were provided by the following organizations:

The Uganda Women's Finance and Credit Trust
Action for Development
The Experiment in International Living
CARE-Uganda
Association of Women Lawyers
British Council
Konrad Adenauer Foundation

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